



Dartmoor National Park Authority

Development Management and Delivery Development Plan Document

July 2013



Preface

The strategic framework for spatial planning in Dartmoor National Park in the period up to 2026 is set by the *Core Strategy Development Plan Document*, which was adopted in April 2008. The *Development Management and Delivery Development Plan Document* (DMD) sets out more detailed policies and proposals including site allocations to assist in the implementation of the Core Strategy. It has the same time horizon as the Core Strategy.

Following on from the planning background, set out in Part 1, the DMD comprises two main parts: a set of general policies covering a wide range of different types of development in Part 2, followed by detailed planning proposals and other guidance for individual settlements in Part 3.

The Core Strategy and the DMD together provide the planning scenario* for development in Dartmoor National Park. The two documents comprise Dartmoor's Local Plan; a plan that aims to place the achievement of sustainable development at the forefront of all land use change in the National Park.

The DMD was adopted by Dartmoor National Park Authority on 5 July 2013.

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* There are, in addition, a small number of saved *Minerals Local Plan 1995 – 2011* policies that also apply. These can be viewed on the Authority's website.

Access to information

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ADOPTED VERSION

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July 2013



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East Street, Ashburton © DNPA

Part 1 Background

1.1 Introduction

Dartmoor National Park Local Development Framework

1.1.1

A Local Development Framework (LDF) is a set of planning documents containing the objectives and policies for development in a local planning area. It is the Local Plan for Dartmoor. Dartmoor National Park Authority (DNPA) is the local planning authority for the whole of the designated area of the National Park. The Authority makes decisions on planning applications, listed building consents, conservation area consents, etc. It is also responsible for preparing the LDF.

1.1.2

The *Development Management and Delivery Development Plan Document* (DMD) has become part of the LDF for Dartmoor National Park. The DMD provides the more detailed policies that are needed to supplement the strategic policies in the *Core Strategy Development Plan Document* (CS).

1.1.3

The Core Strategy was adopted in April 2008. It sets out the overall vision and long term planning strategy to promote sustainable development in Dartmoor National Park in the period up to 2026.

1.1.4

The Local Development Scheme sets out the planning documents that form the LDF.

These are:

- ◆ *Core Strategy* (adopted)
- ◆ *Development Management and Delivery Development Plan Document* (adopted)
- ◆ *Minerals and Waste Development Plan Document* (yet to be started).

1.1.5

The *Localism Act 2011* provides an opportunity for local communities to prepare neighbourhood plans or neighbourhood development orders. Neighbourhood plans must be in conformity with the strategic elements of the local plan and must undergo an independent

examination, but once approved as sound by an inspector, and after having won the support of a majority in the community, they are adopted by the local planning authority just like other planning documents.

1.1.6

Although not formally included in the LDS, there are other documents that can help in implementing the local plan. Of particular relevance are supplementary planning documents (SPDs), which provide additional guidance on the implementation of LDF policies. In November 2011, the National Park Authority published a design guide SPD to help all who undertake new development to conserve and enhance the built environment of the National Park. Other SPDs will be produced in due course. The Authority is preparing an Affordable Housing SPD in 2013 to add further detail to the housing strategy.

Structure of this document

1.1.7

Part 2 of this document sets out the general development management policies for Dartmoor. Part 3 describes the development framework for Dartmoor's designated settlements, and indicates any areas or sites where specific policies or proposals apply.

Infrastructure, monitoring and review

1.1.8

Within the National Park there may be the need for infrastructure to support local communities, or to enable specific development to come forward. The Authority prepares and maintains an Infrastructure Delivery Plan which identifies specific needs including how and when infrastructure may need to be provided. The Authority monitors closely the implementation of the Local Plan to ensure policies are operating as intended. The Monitoring framework is set out in Annex 3. Progress against this framework is reported in the Authority's Monitoring Report, prepared annually, which sets out how policies are performing, and links with any necessary updates to the Infrastructure Delivery Plan. This process is a key component of a 'Plan, Monitor, Manage' approach whereby the Authority may identify issues with policies, new matters not currently addressed, or the failure of a proposal to come forward as intended. This is an important contingency, prompting the review of policies or plans where necessary.

1.2 Planning contexts

International contexts

1.2.1

Dartmoor National Park is classified as a 'Category V Protected Area' in the International Union for Conservation of Nature (IUCN) World Commission on Protected Areas classification system. The definition of a Category V area is:

*An area of land... where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area.*¹

1.2.2

Important international guidance that must be taken into account in planning matters includes the EC Habitats Directive² which gives protection to a range of important habitats and species, and the European Directive on Strategic Environmental Assessment (SEA),³ which ensures that social and environmental factors are given proper weight in plan-making decisions.

National contexts

1.2.3

The statutory purposes of National Park designation⁴ are:

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 special qualities of Dartmoor are set out on pages 16 & 17 of the *Dartmoor National Park Management Plan 2007 – 2012*.

1.2.4

There is also a statutory duty⁵ which states that National Park Authorities have a duty:

To seek to foster the economic and social well-being of local communities by working

closely with the agencies and local authorities responsible for these matters.

1.2.5

The *Environment Act 1995* states that the duty to fulfil National Park purposes lies with a wide range of bodies and not just the National Park authorities. Section 62 of the Act places a duty on all 'relevant authorities' (i.e. government departments, local authorities, utility providers, parish councils) to have regard to the National Park purposes when coming to decisions or carrying out their activities. This duty safeguards National Park interests and also encourages pursuit of the purposes by a wide range of bodies and organisations.⁶

1.2.6

In March 2010, the Department for the Environment, Food and Rural Affairs (Defra) published the *National Parks Circular*⁷. It sets out a joint 2030 vision for the English National Parks, underpinning the concept of such National Parks in the IUCN's definition. It notes that those Authorities that are active. '*...within or bordering a Park should cooperate on the development of the Park Management Plans and the achievement of their objectives.*'

¹ IUCN World Commission on Protected Areas, Europarc Federation, with the assistance of the World Conservation Monitoring Centre (1994) *Guidelines for Protected Area Management Categories*.

² *European Council Directive 92/43/EEC*, which has been transposed into national legislation through the *Conservation of Habitats and Species Regulations 2010* (Habitat Regulations 2010).

³ SEA-an environmental assessment of certain plans and programmes, including those relating to spatial planning, required under European Directive 2001/42/EC.

⁴ Set out in the *National Parks and Access to the Countryside Act 1949*, as amended by the *Environment Act 1995*.

⁵ Set out in the *Environment Act 1995*, as amended by the *Natural Environment and Rural Communities Act 2006*.

⁶ Defra (2005) *Duties on relevant authorities to have regard to the purposes of National Parks, Areas of Outstanding Natural Beauty (AONBs) and the Norfolk and Suffolk Broads*.

⁷ Defra (March 2010) *English National Parks and the Broads – UK Government Vision and Circular*.

1.2.7

The Circular also affirms the 'Sandford Principle' (paragraph 18). The principle states that whenever relevant authorities exercise or perform their functions relating to or affecting land in a National Park, they should attach greater weight to the purpose of 'conserving and enhancing' if it appears that there is a conflict between the two National Park purposes.

1.2.8

The Government published the consolidated *National Planning Policy Framework* (NPPF) in March 2012. The NPPF covers all forms of development and sets out national economic, environmental and social priorities. Planning policy relating to National Parks is set out in the chapter on 'Conserving and enhancing the natural environment' (paragraph 115). It says that local planning authorities should give great weight to protecting landscape, scenic beauty, wildlife and cultural heritage in the English National Parks. It also sets out the national policy on major development in the designated areas (paragraph 116).

Local contexts

1.2.9

The *Localism Act 2011* has changed the structure and operation of spatial planning in England, putting greater emphasis on local decision-making. Instead of: national policy – regional policy – local plan, the structure is now: national policy – local plan – neighbourhood plan. The principal local planning document for Dartmoor is the Core Strategy. This puts forward the vision for Dartmoor National Park to 2026, which provides the local context to supplement the joint 2030 vision for the English National Parks contained in the 2010 National Parks Circular. Any neighbourhood plans produced in Dartmoor will need to be in conformity with the strategic elements of the development plan.

Other relevant local guidance

1.2.10

A planning authority must make its decisions in accordance with the development plan⁸ unless there are any overriding material considerations (e.g. national planning guidance, the planning history of a site). For DNPA, this means decisions in accordance with the Core Strategy and the DMD. But there is a wide range of other factors that can bear on decision making. Habitat and species action plans in the *Dartmoor Biodiversity Action Plan*, evidence of flood risk, relevant actions or priorities in parish plans, goals in the *Dartmoor National Park Management Plan*, and consideration of landscape quality as defined in *A Landscape Character Assessment for Dartmoor National Park* are some of the sources of additional information that may need to be considered in coming to decisions on development proposals.

Applying local policies and other relevant factors

1.2.11

A range of policies can apply to a development proposal, not just the specific policy applying to the particular development type, e.g. housing or tourism development. All relevant policies apply, and this includes appropriate policies from the Core Strategy. The policies should be taken as a whole, as the Local Plan for Dartmoor National Park. The effects of cumulative development in the locality, or progressive development of a site through successive application, are also important factors, and are material considerations that can be taken into account in making planning determinations.

⁸ Part 3, section 38 (6) of the *Planning and Compulsory Act 2004* says that if the development plan applies to any determination then the determination 'must be made in accordance with the development plan unless material considerations indicate otherwise'.

1.3 Strategic policies for Dartmoor National Park

Core Strategy policies

1.3.1

There are 24 policies in the *Core Strategy Development Plan Document* and they are grouped to reflect the main sustainable development themes:

- ◆ Sustainable development and settlement strategy
- ◆ Environment and heritage
- ◆ Social well-being
- ◆ Economy and transport
- ◆ Prudent use of resources.

1.3.2

The settlement strategy for the National Park is set out in policy COR2. Three kinds of place are defined and levels and types of appropriate development are set out.

The three places are:

- (i) Local Centres
- (ii) Rural Settlements
- (iii) Elsewhere in Dartmoor National Park (i.e. the smaller villages, hamlets, groups of buildings, individual buildings, farmland and open countryside).

1.3.3

Local Centres are the larger towns and villages in Dartmoor, providing for the development needs of the settlements themselves and their rural hinterlands.

The designated Local Centres are:

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

The strategy looks to the majority (at least 60%) of all new housing development in the National Park in the period to 2026 being located in these Local Centres.

1.3.4

Rural Settlements have a smaller range of services and facilities than Local Centres, but still provide for many of the needs that are vital to villages and the parish area. The strategy envisages small scale development being appropriate at these places to serve needs arising from within the settlement itself and its surrounding parish. The emphasis is on sustaining the vigour of local enterprises and maintaining services and facilities while providing for limited amounts of affordable housing to meet local needs.

The designated Rural Settlements are:

South Hams District

- ◆ Bittaford
- ◆ Cornwood
- ◆ Dean/Dean Prior
- ◆ Holne
- ◆ Scoriton
- ◆ Shaugh Prior

Teignbridge District

- ◆ Bridford
- ◆ Buckfast
- ◆ Christow
- ◆ Dunsford
- ◆ Hennock
- ◆ Ilsington
- ◆ Liverton
- ◆ Lustleigh
- ◆ Manaton
- ◆ North Bovey
- ◆ Widecombe-in-the-Moor

West Devon Borough

- ◆ Belstone
- ◆ Dousland
- ◆ Drewsteigton
- ◆ Lydford
- ◆ Mary Tavy
- ◆ Meavy
- ◆ North Brentor
- ◆ Peter Tavy
- ◆ Postbridge
- ◆ Sourton
- ◆ South Tawton
- ◆ South Zeal
- ◆ Sticklepath
- ◆ Throwleigh
- ◆ Walkhampton
- ◆ Whiddon Down

Mid Devon District

- ◆ Cheriton Bishop (Cheriton Cross).

1.3.5

Elsewhere in Dartmoor National Park

the focus will be to provide for development needed for agricultural, forestry and other rural enterprises that are required to be based in the countryside, essential utilities or services provision, and development which will help to pursue National Park purposes.



Part 2 Development management policies

2.1 Introduction

2.1.1

The detailed development management policies for the National Park conform to the sustainability objectives, core strategic aims and policy principles of the *Core Strategy Development Plan Document (Core Strategy)* while providing the more detailed guidance needed for managing development.

2.1.2

The policies in this Part of the *Development Management and Delivery Development Plan Document (DMD)* are generic; they apply to specific types of development or specific land uses throughout the National Park. Some policies will only be applicable to development in defined areas or locations, e.g. moorland, conservation areas, Sites of Special Scientific Interest (SSSIs).

2.1.3

The supporting text for each policy gives an overview of the planning context and sets out relevant international, national or local guidance.

2.1.4

The Government has confirmed that conservation of the scenic beauty and landscape of the National Parks must be given great weight in the planning policies that apply and the development management decisions that are made. The conservation of wildlife and cultural heritage are also to be given the same weight, being part of the statutory purposes for which National Parks were designated, along with the requirement to promote the understanding and enjoyment by the public of the National Parks' special qualities. The economic and social wellbeing of local communities in the National Parks should be promoted through policies that enable a range of suitably located and designed facilities to be developed and sustained.

2.1.5

The *English National Parks and the Broads: UK Government Vision and Circular* sees the National Parks as thriving, living, working landscapes where sustainable development is seen in action. Sustainable development recognises that the three 'pillars' of the economy, society and the environment are interconnected. The coalition Government is committed to sustainable development and has refreshed the vision published by the previous administration in 2005.⁹

2.1.6

The Government's refreshed vision looks to make the necessary decisions now to realise the Government's aims of stimulating economic growth and tackling the deficit, maximising wellbeing and protecting the environment, without negatively impacting on the ability of future generations to do likewise. The refreshed vision and commitments build on the principles that underpinned the UK's 2005 sustainable development strategy, by recognising the needs of the economy, society and the natural environment, alongside the use of good governance and sound science.

Policy DMD1a: Presumption in favour of sustainable development

When considering development proposals the Authority will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

⁹ Defra (2005) *Securing the Future – UK Government Sustainable Development Strategy*.

Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, then the Authority will grant permission unless material considerations indicate otherwise-taking into account whether:

- ◆ any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- ◆ specific policies in that Framework indicate that development should be restricted.

General development management policies

2.2 Delivering National Park purposes and protecting Dartmoor's special qualities

2.2.1

Devon Structure Plan 2001 – 2016 (DSP) contained policy CO2, which was the overarching policy for development in and affecting Devon's National Parks. The principles of that policy have proved to be robust and effective. The Localism Act has led to the revocation of this 'larger than local' layer of policy, so it is important that the thrust of DSP policy CO2 is retained. It is repeated in this DPD as policy DMD1b.

Policy DMD1b: Delivering National Park purposes and protecting Dartmoor National Park's special qualities

Within 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:

- a) **conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; or**
- b) **promote the understanding and enjoyment of the special qualities of the National Park; or**
- c) **foster the social or economic well-being of the communities in the National Park provided that such development is compatible with the pursuit of National Park purposes. In all cases, development should not detract from, and where appropriate enhance, the special qualities of the National Park.**

2.3 Major development

2.3.1

Government planning guidance *National Planning Policy Framework 2012* (NPPF) sets out the policy principles for the consideration of major development. It states that planning permission for major development should only be granted in exceptional circumstances (paragraph 116). Major development relates for example to proposals that extend well beyond needs at the local level, such as a new reservoir or a major road scheme, or proposals which could have significant effects on environmentally sensitive or vulnerable places and which should not take place in National Parks, except in exceptional circumstances. The NPPF says that applications for this scale development should be demonstrated to be in the public interest before being allowed to proceed.

2.3.2

Consideration of such applications should include an assessment of:

- (i) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- (ii) the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need for it in some other way; and
- (iii) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

2.3.3

When planning permission for major development is granted it must be carried out to high environmental standards. Such proposals will generally also be subject to an Environmental Impact Assessment (EIA). Such an assessment ensures that in-depth consideration will be given to any major development proposal. Minerals and waste development proposals will be considered against the relevant policies

in the Core Strategy, the *Minerals and Waste Development Plan* and other relevant policies.

Policy DMD2: Major development in Dartmoor National Park

Planning permission will not be granted for major development unless after the most rigorous examination it can be demonstrated that there is an overriding public interest in permitting the development which outweighs National Park purposes and the development cannot reasonably be accommodated in any other way.

2.4 Military related development

2.4.1

Military training and the development to support it can be particularly intrusive in the National Park, with a total of around 13,000 ha used for various types of training. The conflicts between military training and National Park purposes centre on the loss of access at times of live firing, the visual intrusion in the landscape of warning signs, look-out shelters and flagpoles, and noise intrusion from military activity, notably helicopters. The *Dartmoor National Park Management Plan* states that the National Park Authority retains a vision and ambition that military training damaging the National Park purposes should cease. Conversely, there is a strong tradition of military training on Dartmoor, there is significant public support for the military and their need to be properly trained, and the military presence undoubtedly contributes to the local economy in a variety of ways.

2.4.2

The standing liaison arrangements between the Dartmoor National Park Authority (DNPA) and the Ministry of Defence (MOD) are a highly effective joint mechanism for resolving differences associated with the potential incompatibility between the military use of Dartmoor and National Park purposes, and for working positively to secure maximum opportunity for both public access and conservation. The MOD also routinely submits formal and informal consultations on matters which fall outside the statutory planning system. Much of the Dartmoor training estate covers SSSIs and falls within the Dartmoor Special Area of Conservation (SAC). It is important that the international interest features of the Dartmoor SAC are not adversely affected by military related development. In the long term, the National Park Authority retains an ambition that all military training taking place on Dartmoor will be consistent with National Park purposes,

and Defence Estates land is managed as an exemplar of conservation and recreational opportunity.

2.4.3

Crown compliance with the planning Acts was introduced in June 2006 (although compliance with Scheduled Monument Consent is only quasi-statutory). This means that national planning policy and local adopted planning policy applies to determinations for military related development. Where the scale or impact of any proposal is clearly larger than local, then such proposals will be treated as major development.

2.5 Sustaining the quality of places in Dartmoor National Park

2.5.1

Dartmoor National Park is a unique and distinctive natural and cultural landscape. Its special qualities originate from natural forces acting over millennia and from the interaction between the natural environment and human activities. Within this landscape, high quality design and construction are core components in delivering and sustaining high quality places that are good to live and work in and visit. Good design responds to local natural and built elements of the landscape, improves the quality of life, and promotes local distinctiveness and identity. It helps to create places that are attractive, well made, and able to deliver what people need. Good design does not mean that existing architectural styles, patterns or themes should be unthinkingly replicated; there is always a role for innovative and refreshing design.

2.5.2

The Government's planning objectives for design are set out in the NPPF:

'The Government attaches great importance to the design of the built environment. Good design is indivisible from good planning and should contribute positively to making places better for people. It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.' (paragraphs 56 and 57)

Core Strategy policies COR3 and COR4 provide an overarching policy framework, setting out the principles of good and sustainable design. Policy DMD3 provides a more detailed framework for decision making reflecting local qualities and distinctiveness, responding to the needs of both people and the environment.

2.5.3

Good design plays a key role in mitigating climate change, facilitating adaptation to manage change, and promoting a more efficient use of resources (COR1 Core Strategy sustainable development policy, COR8 Energy efficiency and sustainable buildings). The NPPF recognises the role of planning in, *'helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure.'* (paragraph 93)

2.5.4

Good design responds in positive ways to environmental conservation objectives (see COR7, Biodiversity and geological conservation). A proposal should, where possible, make a positive contribution to the natural environment and new development proposals should look for opportunities to incorporate and enhance ecological habitats and biodiversity.

2.5.5

The Authority endorses the Commission for Architecture and the Built Environment (CABE) at the Design Council/ Design for Homes/ Home Builders Federation *Building for Life 12*¹⁰ criteria as the standard for the design quality of new homes. It is a government-endorsed assessment benchmark, which sites of 10 or more dwellings should seek to incorporate. The Authority monitors the number of housing schemes built according to those criteria.

2.5.6

Good design responds to the site and its surroundings. An understanding of this should be demonstrated in new development. All proposals will need to provide this evidence. Design and access statements are the way in which it is demonstrated that applicants have good understanding of the site and its setting within the surrounding area.

¹⁰ CABE at the Design Council/ Design for Homes/ HBF (2012) - *Building for Life 12 - Delivering Great Places to Live*

The statement shows how the proposal is tailored to the locality; it explains the scale, layout and appearance of buildings and public spaces, and provides details on access. Information, guidance and principles promoting good design and development within Dartmoor National Park can be found in DNPA's *Design Guide* supplementary planning document. This document was adopted by the Authority and published in November 2011. It is intended for a wide audience, and to influence all those involved in the process of creating new places and buildings or changing existing ones.

2.5.7

The NPPF says that the planning system should aim to avoid inappropriate development in areas at risk of flooding by directing development away from areas at highest risk or, where development is necessary, making it safe without increasing flood risk elsewhere. A Level 1 Strategic Flood Risk Assessment (SFRA) was completed for the National Park in November 2010. The main sources of flooding within Dartmoor are from rivers and surface waters. There are a number of reservoirs, which may also present a flood risk in the event of a breach. Dartmoor includes the upper reaches of rivers that typically have steep gradients and flow to the coast in relatively steep sided valleys that have confined floodplains. These confined floodplains and the underlying hard rock geology result in relatively short rainfall response times in the upper catchments. The SFRA shows the areas of flood risk (Zone 3) and these areas are shown on the DMD Policies Map for information. The SFRA also shows 'Areas Susceptible to Surface Water Flooding' which, along with the flood zones, are areas where special regard to flooding hazards will need to be had. The SFRA is a live document that is continually updated and applicants will need to refer to the latest version of the document. Locally agreed surface water maps have been developed as part of the Preliminary Flood Risk Assessment for Devon, to understand where there is surface water flood risk. It is to be used alongside the existing Environment Agency Flood Zones by

Local Planning Authorities in the planning process, assessing flood risk and reducing the potential risk from any new development.

2.5.8

The protection of water resources and the promotion of sustainable water management practices are important considerations. Sustainable drainage systems (SuDS) are appropriate in practically all developments and will reduce the risks of flooding (by cutting the amount of surface water entering sewers) and pollution (by increasing filtration of pollutants). Sustainable drainage is a concept that applies site specific engineering techniques to increase the capacity of systems to absorb and manage surface water. A variety of options allow local land use and local community requirements, as well as traditional engineering components, to be combined. Examples of SuDS include basins and ponds; infiltration spaces (such as soakaways); and the use of permeable surfaces (such as gravel or permeable paving). This approach has the added advantage that schemes can be designed to improve amenity and biodiversity.

2.5.9

The *Flood and Water Management Act 2010* encourages the use of sustainable drainage. It does this by requiring drainage systems to be approved against a set of national standards before building can commence and a connection made to a sewer. Plans for the drainage system must be approved by the 'SuDS Approving Body' (SAB) before construction can start. Devon County Council has a duty as 'Lead Local Flood Authority' under the 2010 Act to lead in the management of flood risk from surface water and ground water. The County Council therefore will be the approving body, although this responsibility may be delegated to district and borough councils. The right to connect surface runoff from a new development to a public sewer will be conditional on the drainage system being approved by the SAB.

Policy DMD3: Sustaining the quality of places in Dartmoor National Park

Development proposals should help to sustain good quality places in Dartmoor National Park by:

- ◆ responding to and reinforcing locally distinctive patterns of development, landscape and cultural heritage;
- ◆ creating places that are accessible and easy to move around on foot and by cycle;
- ◆ maintaining a clear distinction between public and private spaces;
- ◆ creating public spaces and routes that are attractive, safe, uncluttered and which work effectively for all in society;
- ◆ enabling places to be adaptable to changing social, technological, climatic and economic conditions;
- ◆ protecting distinctive landmarks, buildings and views;
- ◆ making best use of opportunities to incorporate public open space, hard and soft landscaping, public art features, and green infrastructure;
- ◆ promoting diversity and choice through a mix of compatible developments and uses that respond to local needs;
- ◆ disposing of surface water in accordance with sustainable methods that minimise the risk of flooding of property and land or the pollution of watercourses;
- ◆ reflecting the principles set out in the Dartmoor National Park *Design Guide* supplementary planning document.

2.6 Protecting local amenity

2.6.1

Careful consideration should be given to the potential impact of development on surrounding residential amenity; in particular, the effect a proposed development would have on neighbours. Neighbours can feel blocked in or overlooked by adjacent development, which could also be dominant or overbearing, or cause a loss of daylight.

2.6.2

Certain developments, in particular some industrial or commercial uses, may detract from the amenity enjoyed by existing residents by being noisy, dusty, smelly, or by creating fumes or vibration. Reasonable measures should be taken to avoid those types of disturbance and advice will be sought from the local environmental health officer. Proposals may also have the potential to raise the levels of traffic or congestion on local roads, by increasing on-street parking, being a use that involves a large element of patronage by car, or by adding to road safety risk. The acceptability of proposals causing such disturbances will depend on the level and intensity of the impact.

2.6.3

The NPPF attaches importance to the avoidance and mitigation of noise that could have adverse impacts on health and quality of life; and to the identification and protection of areas of tranquillity that have remained relatively undisturbed by noise and are valued for their recreational and amenity value (paragraph 123). Limiting the impact of light pollution on local amenity, intrinsically dark landscapes and nature conservation interests is also stressed (paragraph 125).

Policy DMD4: Protecting residential amenity in Dartmoor National Park

Development proposals should not:

- ◆ significantly reduce the levels of daylight and privacy enjoyed by the occupiers of nearby properties;
- ◆ have an overbearing and dominant impact;
- ◆ introduce levels of noise, vibration, lighting, odours, fumes or dust that would adversely affect human health and well-being;
- ◆ have an adverse effect on highway safety;
- ◆ detract from the special qualities of the area.

Environment and heritage policies

2.7 National Park landscape

2.7.1

Dartmoor is an internationally renowned landscape, which has been shaped by thousands of years of human interaction with its demanding environment. It has a rich diversity of habitats resulting in part from non-intensive husbandry and land management. The central granite block forming Dartmoor's high moor is divided into two by the headwaters of the West Dart River, creating the north and south moorland plateaux. Half of the entire area of the National Park is moorland, an exposed and windswept upland whose wide horizons are punctuated by granite tors. There are extensive areas of blanket bog on the poorly draining granite base, which act as reservoirs feeding the upland rivers that radiate from the central moorland. These rivers create steep-sided valleys with distinctive semi-natural woodland where they descend from the moorland core. Surrounding the high moor to the west, south and east is a farmed landscape, focusing principally on cattle and sheep production with a little arable. This provides an attractive and distinctive contrast to the high moorland. Important animal husbandry and environmental conservation outcomes result from the management of stock on in-by farmland and the Dartmoor commons. The small irregular fields are punctuated by scattered farmsteads, hamlets and villages, connected by narrow roads and lanes edged with stone banks.

2.7.2

England has been divided into areas with similar landscape character, called *National Character Areas* (NCAs). Dartmoor National Park comprises one character area (no. 150). Character descriptions have been published for each NCA to highlight the influences determining the character of the landscape. The 'key characteristics' for Dartmoor are listed below:

- ◆ *strong contrasts between open, windswept moors with wide views*

and sheltered landscapes of valleys and fringes;

- ◆ *central high moorland with a wild landscape of tors, clitters, bogs, grassland, heather and bracken;*
- ◆ *around the moorland core is a gentler landscape of small, irregular pasture fields with dry stone walls and banks, cut by large, terraced, wooded valleys which shelter farmsteads and hamlets. The valleys have steep-sided, fast-flowing streams and a network of sunken lanes;*
- ◆ *main villages and towns lie beyond the outer edge of moor but are linked to it by ancient roads and lanes;*
- ◆ *granite and slate in cottages, farmhouses, villages, abandoned mine buildings and walls, unifies the landscape;*
- ◆ *mining industry has made a strong impact on the landscape, with dramatically-sited spoil heaps and ruins;*
- ◆ *very high historic interest from Bronze Age onwards: particular features include highly visible features such as hut circles, standing stones, reaves, field systems, hillforts.*

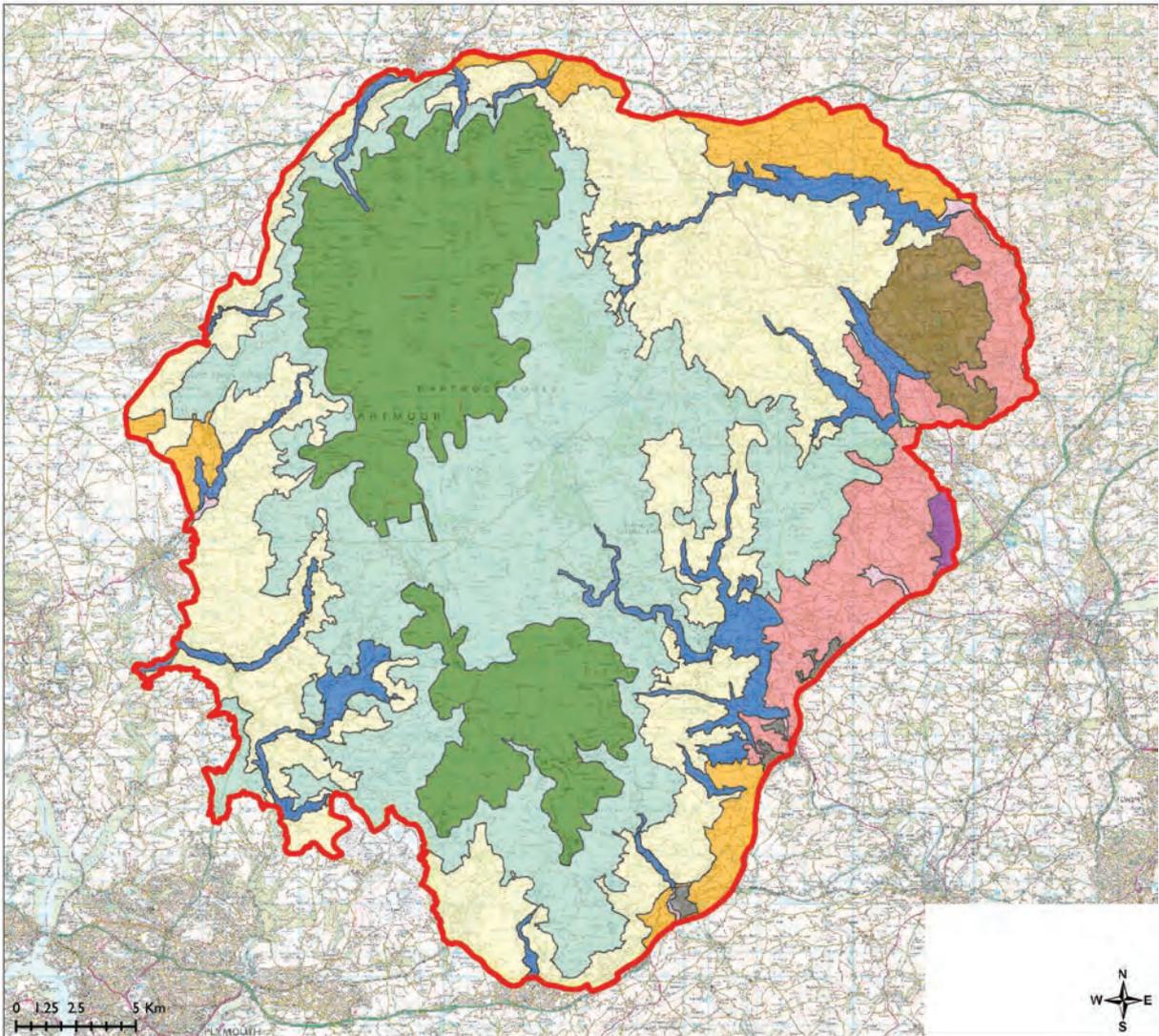
2.7.3

A Landscape Character Assessment for Dartmoor National Park (LCA) was published in 2010. It divided the National Park up into a series of discrete but interconnected 'landscape character types' (LCTs) (see Figure 1). The assessment went on to highlight the key characteristics (called 'valued attributes') that typify the LCTs and the forces for change likely to impinge on them. A landscape strategy for each LCT is proposed along with landscape and planning guidelines to help protect, manage and guide spatial planning. The LCA does not include an assessment of the built up areas, but it will be important to consider its evidence with regard to development on the edges of settlements and in the countryside.

2.7.4

The Dartmoor National Park LCA was prepared in accordance with the Articles of the European Landscape Convention (ELC).

Figure 1: Landscape character types in Dartmoor National Park
 (taken from figure 3.1 of *A Landscape Character Assessment for Dartmoor National Park 2010*)



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KEY

- | | |
|---|---|
|  Dartmoor National Park boundary |  3A: Upper Farmed and Wooded Slopes |
|  ID: Inland Elevated Undulating Land |  3C: Sparsely Settled Farmed Valley Floors |
|  IK: Unsettled High Upland Moorland |  3E: Lowland Plains |
|  IL: Upland Moorland with Tors |  3F: Settled Valley Floors |
|  IJ: Farmed and Forested Plateau |  3J: Upland River Valleys |
|  2D: Moorland Edge Slopes |  U: Urban |

The ELC acknowledges that the essence of landscape is its living, changing quality, and that landscape is dynamic both physically and in terms of perceptions and opinions. It establishes the need to recognise landscape in law; to develop landscape policies dedicated to the protection, management and planning of landscapes; and to establish procedures for the participation of the general public and other stakeholders in the creation and implementation of landscape policies. It also encourages the integration of landscape into all relevant areas of policy, including cultural, economic and social policies.

2.7.5

Devon County Council has put together a study called *Devon's Landscape Character Assessment*. Drawing on the results of individual landscape character assessments (at district and National Park level) to produce a new map dividing the county into areas that share a distinct character and identity. Each character area comprises a description of the area and what makes it special and distinctive; past, current and future forces for landscape change; and guidance to protect the valued components as well as planning guidance. This study, together with the Dartmoor National Park LCA, will be particularly helpful in providing a mechanism for assessing proposals for change within and around the boundary of the National Park.

2.7.6

Development proposals provide many opportunities for building-in beneficial biodiversity or geological features as part of good design. There are natural and semi-natural features such as streams, rock exposures, veteran trees, hedgerows and hedgerows, and other natural networks that help create local character. These should be considered in planning for development. Other heritage and cultural components, such as field barns and village orchards, should also be treated thoughtfully. Within the moorland fringe farmland, orchards have traditionally played a significant role in the farming economy and as valued features in the countryside.

Although numbers have dropped considerably, where they still exist, their contribution to local amenity, biodiversity and cultural heritage should be respected. Sensitive landscaping schemes or other enhancement measures can do much to conserve or improve local landscape quality.

2.7.7

Some of the special qualities that define Dartmoor are based on its sense of tranquillity and remoteness, qualities which are sustained by land uses that are not noisy or intrusive and which do not add to the prevailing very low levels of light pollution. Development should seek to ensure that these special qualities that help to create Dartmoor's unique sense of place are not damaged or diluted.

2.7.8

Dartmoor will not be immune from change – all landscapes change whether from natural or human forces. The challenge for Dartmoor for the 21st century is to set in place measures that can respond to and influence landscape change whilst protecting and enhancing those qualities which are integral to its unique sense of place.

Policy DMD5: Protecting the character of Dartmoor's landscape

Development proposals should conserve and/or enhance the character and special qualities of the Dartmoor landscape by:

- ◆ **respecting the valued attributes of landscape character types identified in the Dartmoor National Park Landscape Character Assessment;**
- ◆ **ensuring that location, site layout, scale and design conserves and/or enhances what is special or locally distinctive about landscape character;**
- ◆ **retaining, integrating or enhancing distinctive local natural, semi-natural or cultural features;**
- ◆ **avoiding unsympathetic development that will harm the wider landscape or introduce or increase light pollution;**
- ◆ **respecting the tranquillity and sense of remoteness of Dartmoor.**

2.8 Dartmoor's moorland and woodland

2.8.1

Dartmoor's moorland forms the heart of the National Park covering around 50% (46,000 ha) of the total area of 953 sq km. The austere, windswept high plateaux are clothed with blanket bog surrounded by upland heath with valley mires wherever drainage is impeded. Lower moorland slopes are often covered with an intimate mix of gorse and heather, including a few areas of lowland heath. All of this provides a unique wildlife habitat recognised for its ecological value by the designation of most of the open moorland as SSSIs. Most of this land is also included in the Dartmoor SAC, under the European Habitats Directive. The *Dartmoor Biodiversity Action Plan* (BAP) contains a habitat action plan (HAP) for moorland habitat, which seeks to conserve its ecological qualities and overall character.

2.8.2

Dartmoor's moorland is also one of the richest archaeological landscapes in Europe, boasting a chronology of human activity extending back over 10,000 years. Important geological and geomorphological features are present. Over much of the moor, the surface layers have not been greatly disturbed since the last Ice Age when Dartmoor was the highest area in Britain south of the main ice sheets.

2.8.3

Most of the open moor is common land and has, for centuries, been used as an extensive grazing ground for cattle, sheep and ponies. Moorland grazing rights are an essential element of many hill farm enterprises. The wild quality of the open moor is also highly valued for its recreational potential. The *Dartmoor Commons Act 1985* conferred a public right of access, on foot and horseback, to all common land. Mapping of open country under the *Countryside and Rights of Way Act 2000* has added some additional areas.

Recreation on the open moor covers a wide range of pursuits, e.g. hill walking, orienteering, letterboxing, cycling and hang gliding.

2.8.4

DNPA 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'. It is important that this resource is protected from damaging development so as to support National Park purposes. The areas of moor and heath which should be conserved are shown on the Policies Map (see insert) as 'Moor and Heath of Conservation Importance'. However, there may be areas of moor and heath not lying within the defined area, which are also worthy of protection and these should be treated on their merits. (See also the reference to the *Moorland Vision*, at paragraph 2.11.2.)

2.8.5

Woodland habitats cover around 10% of Dartmoor. Native woodland, principally upland oakwood, dominates the sides of the major river valleys:

Total area of woodland	9,718 ha
Total area of broadleaved woodland	4,955 ha
Total area of coniferous woodland	4,763 ha

In addition there are 540 ha of scrub and scattered woodland.¹¹

2.8.6

Dartmoor's ancient woodlands, and ancient or veteran trees, are important for wildlife and many are statutorily protected; five of Dartmoor's oakwoods are National Nature Reserves (NNRs) and 17 (including the NNRs) are notified as SSSIs. Woodland in the Bovey and Dart river valleys form part of the South Dartmoor Woods SAC.

¹¹ DNPA mapping 2006

2.8.7

Upland oakwoods are also known to support many important plant and animal species and are the subject of a habitat action plan in the Dartmoor BAP. The total area of ancient semi-natural woodland in Dartmoor National Park extends over 2,957 ha, of which 249 ha are part of 'plantations on ancient woodland sites'. Although relatively small in extent, at 76 ha, orchards still play an important role in sustaining local landscape quality and distinctiveness, for example, as at Dunsford where the conservation area extends to include old cider apple orchards.

2.8.8

The major conifer plantations on Dartmoor were planted through the joint efforts of the Duchy of Cornwall and the Forestry Commission (FC) from the 1920s onwards. Coniferous crops play an important part in the local economy. However, many of these plantations have reached the end of their first rotation. The FC is now gradually diversifying and restructuring these plantations through the implementation of long term multipurpose Forest Design Plans. Together with other woodlands, they also provide important opportunities for extensive open-air recreation.

2.8.9

There are few areas of native woodland species that have not been intensively managed for economic benefit in previous centuries. Coppicing for charcoal and tanbark was widespread but a long period of neglect after the 1940s has created management problems. Following a period when there were few marketing opportunities for this poor quality material, in recent years new markets have been developed, such as logs and woodchips for wood fired boilers along with a renewal of interest in local charcoal production. So the economic viability (and active management) of these woodlands may improve.

Policy DMD6: Development affecting moor, heath and woodland

Within the areas of moor, heath and woodland of conservation importance, as shown on the Policies Map, development will only be permitted where it:

- ◆ would lead to the reinstatement or enhancement of damaged moorland; or
- ◆ conserves or enhances features of landscape, archaeological, historic or nature conservation significance; or
- ◆ maintains or improves public access; or
- ◆ is necessary for the proper husbandry of moor and heath or the management of the areas of woodland; or
- ◆ would enhance small scale recreation opportunities and is in keeping with the special qualities of the area.

Development affecting other areas of woodland will be considered on its merits.

2.9 Dartmoor's built environment

2.9.1

The characteristic settlement pattern of Dartmoor-scattered farmsteads and hamlets-is ancient, and can be seen in the surviving traces of landscapes dating back to the second millennium BC. Dartmoor's towns are generally strategically sited on the moorland fringes in 'gateway' locations. The larger settlements were developed in medieval times and many of them still show the boundaries of the burgage plots that were a strong local feature of medieval urban plans. In assessing proposals for development, the historical contexts of the built environment must be considered thoroughly to ensure that sensitive elements and areas are not damaged (see also paragraphs 2.10.2 - 2.10.3).

2.9.2

Dartmoor's built environment has a number of well-defined vernacular traditions reflecting historical building methods, local availability of materials and economic and social influences. The principal characteristic of Dartmoor's rural buildings is the horizontal emphasis. They are generally constructed to a plan that is long in proportion to width, with roof lines that repeat the upland contours. Farmsteads and hamlets on the moorland fringe are mainly simple and unfussy buildings built of local materials using traditional techniques. Thatch is often replaced by slate. Within Dartmoor settlements, local character has developed based on architectural styles, historical building traditions, town plan layouts and street detailing. More of a vertical emphasis is seen in the larger towns and villages, and buildings demonstrate a tight, close knit but individual relationship with neighbours. The square plan form so often seen in contemporary buildings is uncommon. Buildings may be three storeys high but seldom more and most front directly onto the street. Decorative features such as window mouldings are more prevalent and greater use is made of render and colour. The form and extent of a

settlement, settlement patterns, the historic buildings and other structures that are present, along with trees, open spaces and the views into and out of the towns and villages, all contribute to the quality and distinctiveness of the National Park's built up areas.

2.9.3

The physical character of town and village centres and their overall ambience is in great part dependent on the quality of the street scene. The shop windows, facades and fascias of the retail and commercial premises along with the type and nature of the non-commercial buildings, road and footway surfaces, kerbing, signs and lighting apparatus, all affect the character and quality of the street scene. To sustain this character and quality, development should reflect traditional materials, styles and proportions. With proposals affecting the street scene, the following factors are important:

- (a) retaining traditional surfaces and layouts, or reintroducing them;
- (b) ensuring that the scale, texture, colour and patterns of new materials are sympathetic to the area's character and appearance;
- (c) retaining or reinstating street furniture of historical or architectural interest or of local distinctiveness;
- (d) ensuring that road signs and markings are of appropriate appearance and quality, with no unnecessary duplication, and fixed, where possible and appropriate, to buildings or existing street furniture;
- (e) using lighting equipment that reflects established local styles, and which is not excessive or unsympathetic in intensity and colour.

2.9.4

The Dartmoor National Park *Design Guide* supplementary planning document seeks to encourage innovative, high quality design, including contemporary solutions. Section 1 of the Guide focuses on the character of Dartmoor's landscape and its built environment. The landscape and buildings of the high moor and moorland fringe are described, along with the typical elements that make those areas so special.

Policy DMD7: The quality and distinctiveness of the built environment

Within the built environment of Dartmoor National Park, high standards of design and construction will be promoted to conserve or enhance urban settings, settlement layouts and distinctive historic, cultural and architectural features.

Development proposals should:

- (i) conserve and enhance the character of the local built environment including buildings, open spaces, trees and other important features that contribute to visual, historical or architectural character;**
- (ii) reinforce the distinctive qualities of places through the consideration of uses, scale, height, solid form, alignment, design detailing, materials and finishes;**
- (iii) respect the integrity of historic town or village plans including boundary and street elements;**
- (iv) have particular regard to the quality, integrity, character and settings of heritage assets;**
- (v) conserve the special characteristics of the defined Areas of Historic Setting adjoining Conservation Areas;**
- (vi) reflect the principles set out in the Dartmoor National Park *Design Guide* supplementary planning document.**

Climate change, energy efficiency and sustainable buildings

2.9.5

The overuse of natural resources has become an international concern. Development can have a direct impact on reducing the use of natural resources, through the reduction of construction waste, reducing travel of goods/materials and providing storage for waste in new developments to encourage recycling. Core Strategy policies COR8 and COR9 are the relevant policies.

2.9.6

Evidence of climate change is causing increasing concern at all levels. The *Stern Review*¹² provided evidence showing that climate change is a serious and urgent issue. The conclusion of the Review was essentially optimistic. There is still time to avoid the worst impacts of climate change, if action is taken now and around the world. Governments, businesses and individuals all need to work together to respond to the challenge. Housing currently contributes around 30% of UK greenhouse gas emissions; therefore there is considerable scope for this figure to be reduced through energy efficient development.

2.9.7

Good design can play a role in the mitigation of and adaptation to the impact of climate change and can promote a more efficient use of resources. Measures include minimising energy demand through the orientation of buildings, and maximising the use of renewable energy and efficient energy supply, as well as the use of 'greener' construction techniques to reduce carbon dioxide emissions from construction and use. The choice of locally sourced building materials can also contribute to energy efficient measures and sustainable construction. The *Design Guide* supplementary planning document sets out the principles of sustainability, and offers advice on topics such as embodied energy in buildings, the principles of passive design, and renewable energy sources, along with information on how sustainability may be assessed.

¹² HM Treasury (October 2006) *Stern Review on the Economics of Climate Change*.

2.10 The historic environment

2.10.1

The historic environment contributes greatly to the health and well-being of local communities and the local economy through its influence on the character of the environment and an area's sense of place. It also has the potential to act as a catalyst for regeneration, in particular through leisure, tourism and economic development; and it can stimulate and inspire imaginatively designed new development. By re-using the existing built fabric, resources are conserved and the mixed patterns of land use that historic environments exhibit are likely to be, and to remain, sustainable.

2.10.2

With the publication of Planning Policy Statement (PPS) 5 - *Planning for the Historic Environment* - in 2010, a more integrated approach to understanding the richness and variety of the historic environment was given national policy foundations. The NPPF restates the approach in PPS5. The guidance acknowledges that there are components of the historic environment that have significance because of their '*historic, archaeological, architectural or artistic interest*' and those components are called heritage assets. Some heritage assets possess a degree of interest that justifies formal designation, such as listed buildings, scheduled monuments, and conservation areas. However, there are other heritage assets that are not designated but which have heritage value and which are therefore a material planning consideration. The difference between a heritage asset and other components of the environment is that a heritage asset holds meaning for society over and above its functional utility. It is this heritage significance that justifies a degree of protection in planning decisions.

2.10.3

The NPPF confirms the definition of 'heritage asset' set out previously in PPS5: *A building, monument, site, place, area or landscape identified as*

having a degree of significance meriting consideration in planning decisions, because of its heritage interest.

Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing) (NPPF Annex 2: Glossary) The NPPF also provides a definition of the 'significance' of a heritage asset:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. (Annex 2: Glossary)

2.10.4

Designated assets in Dartmoor National Park comprise:

- ◆ **scheduled monuments**-designated under the *Ancient Monuments and Archaeological Areas Act 1979* by the Secretary of State for their national importance;
- ◆ **listed buildings**-designated under the *Planning (Listed Buildings and Conservation Areas) Act 1990* by the Secretary of State for their special architectural or historic interest;
- ◆ **conservation areas**-designated under the *Planning (Listed Buildings and Conservation Areas) Act 1990*, primarily by local authorities, for their special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance;
- ◆ **registered parks and gardens**-designated by English Heritage under the *National Heritage Act 1983* for their special historic interest.

2.10.5

Local authorities can formally identify heritage assets e.g. through local heritage lists. Detailed guidance on criteria for local listing has been published by English Heritage.¹³ Occasionally, the process of determining planning permissions, listed building or conservation area consents may lead to the recognition that a heritage asset has significance.

It is the intention of DNPA to maintain a local heritage list. Local authorities will also hold evidence of a wide range of non-designated heritage assets through information held on their Historic Environment Record (HER). Dartmoor National Park Authority maintains the HER for the National Park.

2.10.6

Heritage assets can possess tangible and intangible qualities. Four types of heritage value are highlighted:

aesthetic, communal, historical and evidential value:

- ◆ **aesthetic:** the ability of a heritage asset to create sensory or intellectual stimulation;
- ◆ **communal:** the meaning of a heritage asset for people who draw their identity from it;
- ◆ **historical:** the linking of the past (people, events) with the present through a heritage asset (i.e. illustration or association);
- ◆ **evidential:** the potential of a heritage asset to yield evidence about the past.

2.10.7

The list below sets out those places and features within Dartmoor National Park (other than the designated heritage assets) most likely to have a degree of significance:

- ◆ non-designated archaeological features, structures and buildings on the HER (but which will not necessarily be significant);
- ◆ historic buildings which reinforce local distinctiveness – vernacular farm buildings, houses and cottages pre-1919;
- ◆ sites, structures and buildings associated with historic industrial activity;
- ◆ traditional artefacts and structures, e.g. milestones, bridges, wells, war memorials, slotted gateposts;
- ◆ buildings or structures which reflect a distinctive architectural style e.g. estate buildings (such as Hambleden, Bedford), K6 telephone boxes;
- ◆ buildings or structures which reflect Dartmoor's socio-economic history,

e.g. Boulton & Paul prefabricated buildings, Victorian villas, Non-conformist chapels;

- ◆ pre 1919 buildings in conservation areas;
- ◆ buildings which reflect architectural fashions e.g. arts and crafts, art nouveau;
- ◆ historic land divisions e.g. burgage plots, and field systems;
- ◆ historic pavement, road and lane surfaces;
- ◆ historic routeways, e.g. disused railway tracks, green lanes and byways.

The historic built environment

2.10.8

The number of listed buildings in the National Park at March 2013 was 2,565, including 50 Grade I buildings. However, there are still buildings of listing quality that have not yet received statutory protection. Further survey work remains necessary to reveal these, and careful assessment of development proposals will be necessary to ensure that buildings of special quality are not damaged or destroyed. Information flowing from the quinquennial *Buildings at Risk Survey* is used to focus attention on those buildings within the National Park that are most desperately in need of essential structural repair and conservation.

Changes to historic buildings and other heritage assets

2.10.9

Changing the use of a listed building or other heritage asset may involve changes to the internal structure or external appearance to accommodate the proposed new use. Extensions and alterations can significantly affect the structure of a building. It is therefore important to guard against the loss of those features and characteristics that led to the building being listed or recognised as being a heritage asset in the first place. Similarly, proposals to alter or extend such buildings must take account of the fact that the intrinsic value of a building can be

¹³ English Heritage (May 2012): *Good Practice Guide for Local Heritage Listing*

lost as easily by unsympathetic alteration or extension as by demolition. Sufficient information therefore needs to be provided with an application to enable a full understanding of the impact of a proposal on a listed building or heritage asset.

2.10.10

An applicant should provide a description of the significance of the heritage assets affected by the development proposal and the contribution of their setting to that significance. The level of detail should be proportionate to the importance of the heritage asset and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset. Heritage assets can be affected by direct physical change or by change in their settings. An *Assessment of Significance* should allow a full understanding of the potential impact (positive or negative) of a proposal on a heritage asset whose fabric or setting would be affected by a proposed development.

2.10.11

As a minimum, the HER should have been consulted and the heritage assets themselves should have been assessed using appropriate expertise where necessary given the application's impact. Where an application site includes, or is considered to have the potential to include, heritage assets with archaeological interest, developers should submit an appropriate desk-based assessment. Where desk-based research is insufficient to properly assess the interest, a field evaluation will be needed. This information should be set out in the planning application (within the design and access statement when this is required) as part of the explanation of the design concept. During the course of building works, important hidden features may be revealed. In this case also, an opportunity must be provided for records to be made.

2.10.12

In assessing any harm that might arise from the proposed works,

the Authority will look to see whether (and to what degree) the works will:

- ◆ detract from the original scale, significance, form, quality or setting of the building or structure;
- ◆ adversely affect its archaeological, historical, architectural or artistic interest;
- ◆ maintain the cultural significance of the building or asset; and
- ◆ protect the important fixtures and fittings.

Policy DMD8: Change of use, extension and alteration of listed buildings and other heritage assets

Consent will be granted for the change of use, extension or alteration of listed buildings and other designated heritage assets where, having assessed:

- (i) the significance of the building or the asset; and**
- (ii) whether the proposed development will result in harm to the building or the asset and the scale of such harm, the Authority concludes that any harm identified is outweighed by the public benefits the proposed development will bring.**

Where substantial harm is identified, consent will not be granted unless the proposed development will secure substantial public benefits which outweigh that harm.

With regard to applications directly or indirectly affecting non-designated buildings or other assets the Authority will come to a balanced judgement having regard to the scale of any harm or loss and the significance of the building or asset.

Applications should be accompanied by a statement of significance to enable a sufficient understanding to be gained of the significance of the heritage asset and the potential impact of the proposal on the character, appearance and setting of the listed building or heritage asset. Where evidence exists to suggest that proposed development may reveal significant hidden historic or architectural features, a condition will be attached requiring exploratory work and recording to be conducted

prior to development commencing. A condition will also be attached requiring recording to be made of any significant historic or architectural features that are revealed during the course of construction work.

The re-use and adaptation of historic buildings in the countryside

2.10.13

Conserving and enhancing the built heritage of the National Park depends in great part on sustaining the use of historic buildings. Where such buildings are no longer needed in their original uses, the only guarantee of protection and proper maintenance may be to enable appropriate new sustainable uses to be carried on. Many, but not all, of these buildings will be former agricultural buildings, such as barns or shippens. Their sympathetic conversion and re-use plays a part in protecting the distinctive character and appearance of the National Park's countryside.

2.10.14

As well as being important components of the built heritage, historic rural buildings are physical resources and their re-use can help meet the need for floorspace for a variety of uses in an economical way. New uses for existing buildings can help sustain rural communities by creating employment opportunities, providing community facilities, and enabling diversification of the rural economy.

2.10.15

Core Strategy policy COR2 includes the principles covering development in the National Park's open countryside. The principle most relevant to the conversion of historic buildings states that the planning objective is to provide scope for beneficial changes of use and conversions where that will sustain the heritage qualities of the buildings and their contribution to local character and distinctiveness.

2.10.16

For historic farm buildings, re-use related to agriculture, forestry, farm diversification or other countryside based business activities would be most appropriate.

Re-use involving light industry, offices, community related development, and recreation or tourism related uses are other uses likely to gain support, being uses that are most likely to contribute positively to the socio-economic wellbeing of Dartmoor residents.

2.10.17

A proposed new use should be capable of being accommodated comfortably within the existing fabric of the building, while retaining important architectural and historic features. Where significant alterations, extension or remodelling are necessary, then the new use will not be acceptable, unless such works are vital to protecting the structure and its setting and are acceptable under Policy DMD10 (Enabling policy involving heritage assets). It is important that new building work should use materials and finishes that match the original and that full details of the proposal, including its relationship to neighbouring buildings, are available at the commencement of the application process. Where there is doubt about whether the structural condition of the building will allow successful conversion, a full structural survey will be sought. Where a residential use is sought, this must be for the provision of affordable housing for local people or suitable accommodation for those engaged in agriculture or other rural businesses.

2.10.18

The conversions policy (DMD9, below) applies to historic buildings that may be considered 'traditional' within the context of Dartmoor's built heritage. Other policies of the development plan, in particular COR15 and COR18 of the Core Strategy, apply to the conversion or re-use of non-traditional buildings.

The following qualities are typical of traditional Dartmoor buildings:

- ◆ they are constructed in a distinctive local style, of local materials or materials readily available historically; walling being predominantly stone or cob with lesser elements of brick or wood;
- ◆ they have a dominance of solid over void;
- ◆ they have pitched roofs;

- ◆ they demonstrate, by their nature and plan form, an agricultural or industrial history in the Dartmoor tradition;
- ◆ they were built before 1919.

2.10.19

The conversion of entire farmsteads, with the resultant loss of the agricultural character and distinctiveness, has the potential to detract significantly from the character of the National Park. In some cases, it may be necessary to require that existing agricultural buildings remain unconverted. This may be achieved through a condition or planning obligation attached to the permission. It will usually be applied where a building is in close proximity to a converted building and its conversion would significantly detract from the integrity of the group or local distinctiveness.

2.10.20

There are certain buildings which, because of their special historical, architectural, landscape or constructional characteristics, or because of their value within a local setting, are unlikely to be suitable for conversion. They include:

- ◆ longhouse shippens;
- ◆ listed lincays;
- ◆ farm buildings providing an essential agricultural setting for a Grade I or II* listed farmhouse;
- ◆ farmgroups of particular significance such as the best examples of estate architecture, or buildings constructed for specialist activities and functions;
- ◆ agricultural buildings within groups of farmsteads of particular merit or historic associations;
- ◆ farm buildings with particularly good interiors or with internal features, furniture or machinery of historic interest which cannot be retained in the conversion scheme;
- ◆ medieval and late-medieval farm buildings;
- ◆ minor buildings which are unlikely to be converted separately but where their use and retention unmodified should be carefully considered in any scheme, for example: ashhouses, kennels, dovecotes, pigsties,

roundhouses, farm offices, fowl houses, granaries, ice houses;

- ◆ cart sheds;
- ◆ industrial or other non-agricultural buildings which are considered to be of outstanding historic significance, or which have internal features, or furniture or machinery of historic interest which cannot be retained in the conversion scheme or which make an outstanding contribution to the character of a settlement, particularly within a conservation area.

2.10.21

Development through conversion can result in the converted building acquiring a set of permitted development rights. It is important to maintain control over future changes to buildings where the permission was given to help sustain the character and appearance or historic features of the building. It is equally important to maintain control over the setting of the building, especially where it contributes to the architectural or historical character of the locality.

Policy DMD9: Conversion or re-use of non-residential buildings outside classified settlements

The conversion or re-use of buildings outside classified settlements as defined by policy COR2 will only be permitted where the proposal:

- ◆ **relates to a historic building within the definition set out in paragraph 2.10.18; and**
- ◆ **comprises business uses and short stay tourist accommodation; or**
- ◆ **will provide local community services or facilities; or**
- ◆ **in cases where a business or community use has been shown to be not viable or feasible, will provide affordable housing for local persons or accommodation for agricultural, forestry or rural enterprise workers.**

In all cases:

- (i) the building should be sited where there is reasonable access to local services and facilities preferably by a variety of means of transport;
- (ii) the building should demonstrate a form, structure or history that is traditional within the context of Dartmoor's built heritage;
- (iii) the building should be:
 - structurally sound;
 - appropriately sized for the proposed new use;
 - capable of conversion without the need for substantial extension, alteration or reconstruction of the existing structure;
 - capable of conversion without requiring significant changes in the relationship with existing ground levels;
- (iv) the proposed conversion work should be in keeping with local building styles and materials, not adversely affecting the rural character and appearance of the locality or significant public views;
- (v) existing significant historic or architectural elements or other special features should be incorporated into the design;
- (vi) the overall setting of the building and site should be sustained.

Permitted development rights will be removed in order to control the character and appearance of any subsequent extension or alteration of the converted building. Power and telephone cables supplying the development should be placed underground.

Enabling development

2.10.22

The best use for a listed building or non-designated heritage asset will often be the use for which the building was originally intended. The retention of the original use should be the first option when the future of a building is being considered. However, needs and priorities change over time and a degree of flexibility is necessary when

considering new uses which, although radical or less than ideal, could lead to the conservation of important buildings. There may be occasions when securing the future of important heritage assets may only be achievable by deviating from the normal policy framework. Enabling development is development that would be unacceptable in planning terms but for the fact that it would bring public benefits sufficient to justify it being carried out, and which could not otherwise be achieved. In reaching a judgement on enabling development, the Authority will have regard to the best practice advice of English Heritage.

Policy DMD10: Enabling development involving heritage assets

Permission will only be granted for enabling development to secure the future conservation of a heritage asset where the public benefits of the proposed development decisively outweigh the disadvantages of departing from the development plan or from national policies, taking into account whether:

- ◆ it will materially harm the significance of the heritage asset or its setting;
- ◆ it will avoid detrimental fragmentation of management of the heritage asset;
- ◆ it will secure the long term future of the heritage asset and, where applicable, its continued use for a purpose sympathetic to its conservation;
- ◆ it is necessary to resolve problems arising from the inherent needs of the heritage asset, rather than the circumstances of the present owner, or the purchase price paid;
- ◆ there is a source of funding that might support the heritage asset without the need for enabling development;
- ◆ the level of development is the minimum necessary to secure the

Demolition of a listed building or local heritage asset

2.10.23

The destruction of historic buildings should seldom be necessary. Where it has to take place, it is most likely to be the result of severe neglect over a period of years. The demolition of listed buildings or heritage assets of significant historic or architectural value should only be necessary in the most exceptional circumstances. The restoration of historic buildings can be encouraged through the use of grant aid, assistance with the supply of appropriate materials, and advice on the availability of skilled labour. Evidence of deliberate neglect or damage to devalue the quality of an asset in the hope of obtaining planning permission or listed building consent will be disregarded in considering demolition proposals. Where there is no other course but demolition, the Authority will ensure that a full record of the asset is made and that the record is kept in a secure and accessible location. There may occasionally be good reasons to promote the recovery and re-use of traditional materials from a building that is to be demolished.

Policy DMD11: Whole or partial demolition of listed buildings and other heritage assets

Consent will only be granted for the whole or partial demolition of listed buildings and other heritage assets where:

- (i) it is necessary for safety reasons; or**
- (ii) the total loss of the listed building or other heritage asset is necessary to achieve substantial public benefits that outweigh the loss of the building or asset having regard to its significance; or**
- (iii) the total loss of a non-designated heritage asset has been balanced against the significance of the asset and found to be convincing and justified;**
- (iv) the scale of partial demolition has been assessed against the significance of the building or other asset and is shown to be necessary either to sustain the building or asset in its**

original use or to conserve the building or asset through a use that is sustainable; and

- (v) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible.**

Structural deterioration will be disregarded as a factor in decision-making where there is evidence of deliberate neglect or damage.

Where permission for whole or partial demolition is granted, conditions will be imposed requiring a record of the building or asset to be made, the form that the record must take and where the record is to be deposited.

Conservation areas

2.10.24

The *Planning (Listed Buildings and Conservation Areas) Act 1990* places a duty on local planning authorities to identify areas of historic and architectural value and to designate them as conservation areas. They are defined as ‘*areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*’.

2.10.25

There are 25 conservation areas in Dartmoor National Park:
Ashburton; Buckfastleigh; Chagford; Crockernwell; Drewsteignton; Dunsford; Horrabridge; Ilsington, Lustleigh; Lydford; Manaton; Mary Tavy; Meavy; Moretonhampstead; Murchington; North Bovey; North Brentor; Princetown; South Brent; South Tawton; South Zeal; Sticklepath; Throwleigh; Walkhampton, Widecombe-in-the-Moor.

2.10.26

A conservation area character appraisal has been prepared for each conservation area. Each appraisal describes the heritage qualities of the area and is a source of important background material for the consideration of development proposals. Appraisals have a wider application as educational and informative documents for the local community.

A good character appraisal sets out how the area or place has evolved as an interesting, but unfinished story and draws out the key elements of the quality and character of the place.

2.10.27

Designation introduces control over the demolition of some unlisted buildings and there is a general presumption in favour of retaining buildings that contribute to the character or appearance of the area. Restrictions on permitted development rights (see also Article 4, paragraph 2.10.28 below) and outdoor advertisements apply, and there is extra control over works to trees. However, it is the overall character of a conservation area that is important. Among many other factors, local character depends on the mix of uses, historic layouts and boundaries, the materials used, the scale and detailing of old and contemporary buildings, vistas along streets, and the spaces and views created between buildings.

2.10.28

Minor development such as domestic alterations and extensions can normally be carried out without planning permission under the provisions of the General Permitted Development Order (GDPO). Article 4 of the GPDO gives local planning authorities the power to restrict these 'permitted development rights' where they have the potential to undermine protection for the historic environment. Using the provisions of Article 4 of the GPDO brings certain types of development back under the control of a local planning authority so that potentially harmful proposals can be considered on a case by case basis through planning applications.

2.10.29

The purpose of designating a conservation area is not to prevent any change in the area. New development is appropriate where it will preserve or enhance the character or appearance of the area. New development does not have to mimic existing buildings but should respect those elements that define the conservation area's character or appearance. Regard must also be given to the protection of trees, open

spaces, views into and out of the area, together with all other features that contribute positively to the area's character or appearance.

2.10.30

The maintenance of the character or appearance of a conservation area is a principal consideration in the evaluation of any proposal outside the area that could affect it. Poorly designed or located development outside a conservation area can have an adverse effect on the overall impression of the area. Even distant views towards a conservation area and the approach to it may contribute to impressions of its character or appearance.

2.10.31

A review of conservation area boundaries carried out by DNPA identified some areas immediately adjacent to existing conservation areas that were considered to have significance in historic, landscape or cultural terms. Although not subsequently included within conservation areas, it was still felt there was a case for identifying and acknowledging the significance of these areas and providing some degree of protection for their particular qualities. The areas will be entered in the HER and special policy coverage will help to protect them.

2.10.32

The following '*Areas of Historic Setting*' have been identified and are shown on the Policies Map:

- a) **Ashburton:** fossilised medieval strip fields to the north and west of the town;
- b) **Buckfastleigh:** a leat and associated land serving the town's woollen industry, to the west of the town;
- c) **Moretonhampstead:** the site of the potential Saxon settlement and glebe lands to the east and north east of the town;
- d) **North Bovey:** water meadows to the south of the village.

Policy DMD12: Development in or affecting a conservation area

Development in or affecting a conservation area will only be permitted where the character or appearance of the conservation area is preserved or enhanced. In particular:

- (i) the demolition of a building within a conservation area will only be permitted where it can be shown that either the building is in a dangerous condition and wholly beyond repair or where demolition would lead to preservation or enhancement of the character or appearance of the conservation area;
- (ii) where whole or substantial demolition of a building within a conservation area is to be followed by redevelopment of the site, permission for the demolition will only be granted where appropriate detailed plans for the redevelopment have been approved and where a planning condition is accepted prohibiting the start of any demolition until a contract for the carrying out of redevelopment of the site has been signed;
- (iii) the change of use, extension or alteration of a building within a conservation area will be permitted only where the character or appearance of the area is preserved or enhanced;
- (iv) good quality contemporary design which enhances the character or appearance of the conservation area will be considered.

Development outside a conservation area including within the defined Areas of Historic Setting that would harm the conservation area's character or appearance will not be permitted.

Applications should be accompanied by a statement of significance to enable a full understanding to be gained of the potential impact of the proposal on the character or appearance of the conservation area.

Any proposal for development in or affecting a conservation area should be submitted as a detailed application.

2.11 Archaeology

2.11.1

The history of human activity on Dartmoor goes back more than 10,000 years, although the visible remains date from about 4,000 BC to the present. This activity has left its mark as archaeological features above the ground—stone walls, earth-covered mounds and banks, stones set upright, hollows and ditches. Important information about the past is also contained in below the ground archaeological deposits. Dartmoor is one of the few areas in the country where it is possible to see not just individual features, but collections of related features. The relatively undisturbed state of much of this archaeological heritage is due to the lack of intensive farming activity or development pressure in recent times, and because most features were built using hard wearing granite.

2.11.2

Dartmoor is one of the most significant areas in England for archaeology and the density of archaeological remains is reflected in over 20,000 entries in the HER. This continues to be updated as research and survey reveal further sites and evidence. However, the number of sites afforded protection as scheduled monuments stands only at approximately 1,200, a very small part of the total interest. In view of the large number of sites, their form and interrelationships, it would be impracticable to show them on the Policies Map. These form extensive and interrelated archaeological and historic landscapes that cannot be represented by a distribution map. However, there is recognition of the most important of these landscapes in the *Moorland Vision* published in 2006. The vision, which looks forward to 2030, identifies areas of blanket bog, heather moorland, Western Heath, mires, naturally regenerated woodland, the Ice Age geological landscape of Merrivale, and 14 Premier Archaeological Landscapes (PALs).

The PALs are considered to be of international importance, ranking among the finest archaeological landscapes in Europe.

2.11.3

As the number of individual monuments that are legally protected through scheduling is relatively small on Dartmoor, significant sites of archaeological importance will remain without formal protection. Government planning guidance¹⁴ recognises that there are many heritage assets with archaeological interest that are not currently designated as scheduled monuments, but which are demonstrably of equivalent significance. This may be for a variety of reasons; for example, some may yet to be formally assessed for designation and others may have been assessed but be incapable of designation as they lie outside the scope of the *Ancient Monuments and Archaeological Areas Act 1979*. The absence of designation for such heritage assets does not indicate their lesser significance. The desirability of conserving them and the contribution their setting may make to their significance is a material consideration in making planning decisions. There will be a strong presumption in favour of the physical preservation in situ of archaeological sites and deposits that are of local significance and form an integral part of a local story. CS policy COR6 provides the policy framework for considering development involving or affecting all scheduled monuments and other monuments and areas that are demonstrably of equivalent significance.

2.11.4

Survey and research are essential in order to improve the understanding of the archaeological resource of Dartmoor and to achieve appropriate protection and management. It is now clear, from work undertaken in recent years, that Dartmoor is an area where nationally important integrated prehistoric, medieval and industrial landscapes survive, and where the potential for the survival of below ground archaeological evidence is also high. The form of the present day enclosed landscape is of some antiquity and contains many archaeological sites.

Conserving archaeological resources

2.11.5

Dartmoor's archaeological sites and landscapes are irreplaceable and finite. Once lost, they are lost forever.

Consideration of the effects on archaeological interests, therefore, must form part of the assessment of all development proposals.

The Authority will seek the best possible legal protection for Dartmoor's archaeology and the most effective use of the powers and responsibilities that go with such protection, where necessary undertaking management of elements of the archaeological heritage both directly and in partnership with others. It works with English Heritage through the Monument Management Scheme and through local management agreements, under which DNPA has taken on the day-to-day responsibility for sites in the care of English Heritage.

Policy DMD13: Protection of heritage assets with archaeological interests

Where an application includes, or is considered to have the potential to affect designated or non-designated heritage assets with archaeological interests, an appropriate method statement (a written scheme of investigation) should accompany an application. This is a written proposal for archaeological investigation of whatever form is deemed necessary: assessment, evaluation, excavation or watching brief, as a statement of intent by an archaeological organisation employed by the applicant.

¹⁴ CLG, English Heritage, DCMS (2010) *Historic Environment Planning Practice Guide*

2.12 Biodiversity and geological conservation

The biodiversity and earth science richness of Dartmoor

2.12.1

The conservation and enhancement of wildlife is specifically identified in the purposes of National Park designation. Dartmoor is internationally important for its unique and rich wildlife heritage. It is also an area of very high geological and geomorphological importance with many natural rocky outcrops and artificial exposures in quarries and mines. Many habitats and their characteristic species are dependent upon the continuation of particular land management practices. Human impacts can affect natural populations and habitats: water abstraction, air and water pollution, recreational pressure or development on greenfield sites can all have adverse effects on biodiversity. These effects can be especially pronounced where species are already under threat or are at the edge of their climatic range. Hence, the potential impacts on nature conservation and earth science interests should be taken into account in the consideration of development proposals.

2.12.2

Biodiversity cannot thrive in isolation. Protecting sites and important habitats can only have limited benefit if those habitats are not connected within the wider landscape as part of a network, generally known as Green Infrastructure. The Biodiversity South West has also prepared a South West Nature Map, which identifies Strategic Nature Areas. Devon Biodiversity Records Centre has enhanced the mapping to show certain important habitats in Devon, to complement those produced at regional level (see Figure 2). These networks of natural habitats provide a resource in their own right and provide routes or stepping stones for the migration, dispersal and genetic exchange of species in the wider environment. Development should aim to maintain the networks by avoiding or repairing fragmentation and isolation of natural habitats.

This includes biodiversity prevalent on previously developed land that needs to be conserved and enhanced within any future development. The conservation and enhancement of natural networks requires a co-ordinated approach. Section 40 (i) of the *Natural Environment and Rural Communities Act 2006* places a duty on public authorities, including local planning authorities, to have regard to biodiversity in exercising their functions.

Habitats and sites of international importance

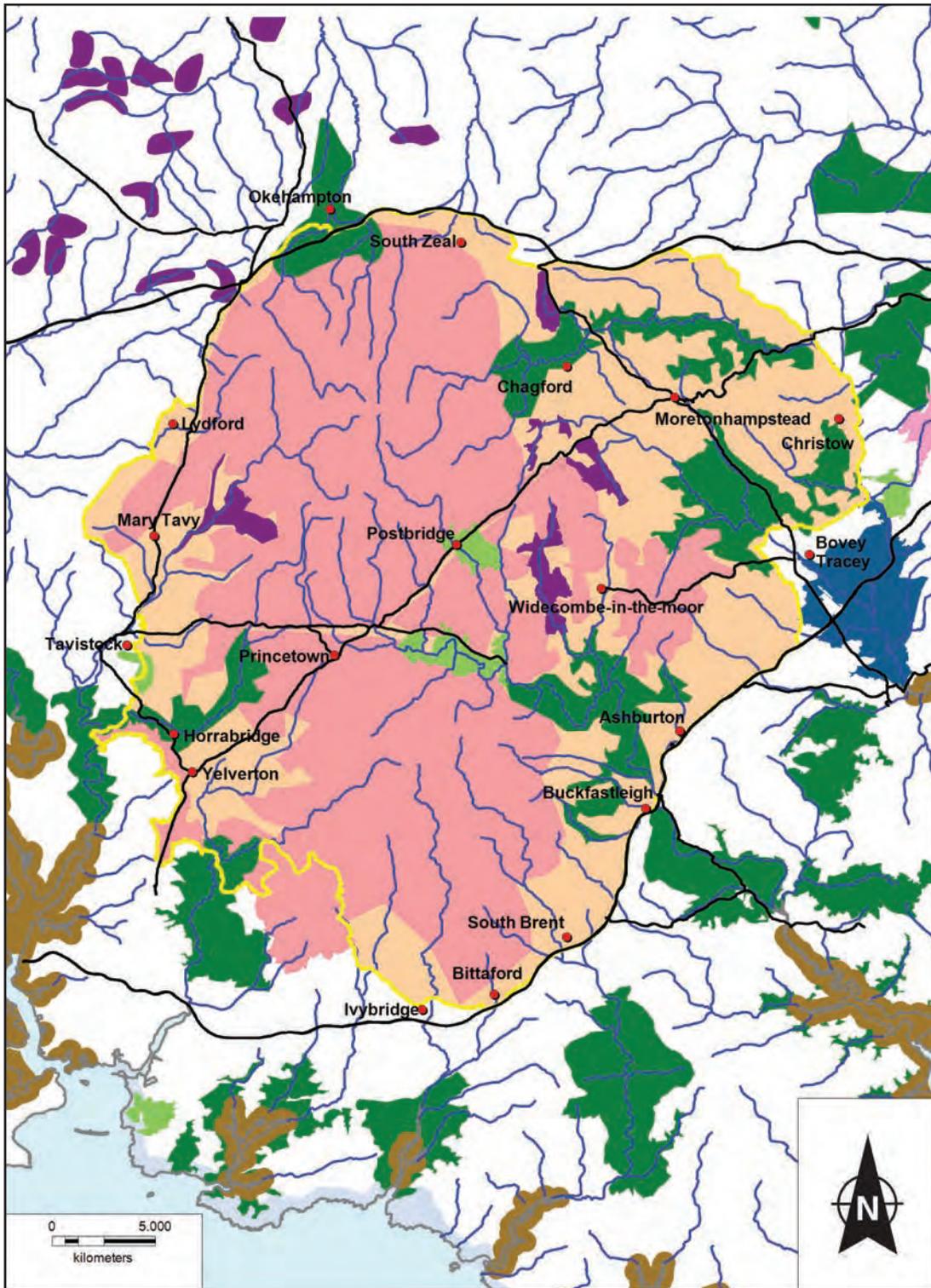
2.12.3

In 1992, the Council of the European Communities adopted *EC Directive 92/43/EEC* (the Habitats Directive) on the conservation of natural habitats and of wild fauna and flora, that required the identification and classification of sites of international importance. Under this Directive, Special Protection Areas and Special Areas of Conservation (SACs) are designated to protect the habitats of threatened species of wildlife. Within Dartmoor National Park the sites of international importance are designated as SACs and they cover 25,346 ha, 26.5% of the National Park area. These areas represent some of the best examples in the UK of habitats and species that are rare or threatened in Europe. The SACs on Dartmoor are priority sites, in that they host priority natural habitat types or priority species, as set out in Annexes I and II to the Directive. Within these areas, schemes will only be considered acceptable if there are overriding reasons of human health and public safety, or beneficial consequences of primary importance for the environment. Where a site has been identified or required as compensatory measures for adverse effects on a European site, it will be given the same protection as the designated site and included on the Policies Map.

2.12.4

The *Conservation of Habitats and Species Regulations 2010* (usually referred to as the Habitats Regulation 2010) import the requirements of the Habitats Directive into national legislation.

Figure 2: Strategic Nature Areas in and around Dartmoor National Park



KEY

- | | |
|--|--|
|  National Park Boundary |  Upland Heath |
|  Woodland |  Lowland Heath |
|  Neutral Grassland |  Coastal and Floodplain Grazing Marsh |
|  Purple Moor Grass and Rush Pasture |  Mosaic of Habitats |

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Article 12 of the Habitats Directive contains a range of prohibitions seeking to protect certain species (European Protected Species [EPS]). There are prohibitions against the deliberate capturing, killing or disturbance and against the damage or destruction of a breeding site or resting place of an EPS.

2.12.5

The Habitats Directive provides for the derogation from these prohibitions for specified reasons and providing certain conditions are met. Those derogations are transposed into the Regulations by way of a licensing regime that allows what would otherwise be an unlawful act to be carried out lawfully. Among the reasons why a licence may be granted, and the reason relied upon by developers when seeking a licence to carry out operations for the purposes of development, is that there are imperative reasons of overriding public interest why the operation should be carried out. Natural England is the licensing authority. In addition to satisfying itself that one of the reasons provided for by the Regulations exists, in this case imperative reasons of overriding public interest, before granting a licence Natural England must also be satisfied that there is no satisfactory alternative and that any action licensed will not be detrimental to the maintenance of the population of the species at favourable conservation status in its natural range. The reason for granting the licence, together with the two conditions that must be met before a licence can be granted, are what Natural England refers to as the three statutory tests.

2.12.6

The Regulations also provide that a competent authority, including a planning authority must, in the exercise of any of their functions, have regard to the requirements of the Habitats Directive so far as they may be affected by the exercise of those functions. There will be circumstances in which planning authorities will be required to form a view on the likelihood of a licence being granted by Natural England.

¹⁵ *South Hams SAC: Greater Horseshoe Bat consultation zone planning guidance* (Natural England) 2010.

It is for the planning committee to determine the planning application in light of the three statutory tests. Specific guidance on the South Hams SAC has been published by Natural England.¹⁵ This guidance provides detailed information on the significance of the foraging areas and strategic flyways of Greater Horseshoe bats which fall outside of the designated SAC boundary. Key agencies and authorities have supported the approach set out in the guidance through co-ordinated working in assessing impacts and potential enhancement of the South Hams SAC.

Habitats and sites of national importance

2.12.7

There are 42 SSSIs in Dartmoor National Park, covering an area of 26,267 ha. Four of these areas are also National Nature Reserves). Natural England views these sites as the essential core of nature conservation interest and as part of a strategic national network. They represent a selection of the best examples of wildlife habitats, geological features and landforms in England.

2.12.8

In assessing any development proposal that could affect a SSSI, particular regard will need to be paid to the individual site's national importance. The need for development must clearly be shown to outweigh the nature conservation value of the site itself and the national policy to safeguard such sites. The *Wildlife and Countryside Amendment Act 1985* requires public bodies to take reasonable steps, consistent with the exercise of their statutory functions, to further the conservation and enhancement of the special interest of SSSIs. Strict tests must be applied to minimise adverse effects.

Habitats and sites of local importance

2.12.9

In addition to the statutory designated sites, there are other areas of biodiversity and geological importance. Devon Wildlife Trust, the Woodland Trust and other bodies manage sites within Dartmoor.

Road verges are often areas rich in wildlife; the Highway Authority has been advised of important verges and it follows a maintenance programme designed to conserve their special characteristics. Land lying within the area of moor, heath and woodland of conservation importance also support a wide range of wildlife and geological interests.

2.12.10

County Wildlife Sites (CWS) are places considered to be important for the wildlife they contain. They may include pieces of old broadleaved woodland, small fields of traditional pasture that have not been drained, re-seeded or fertilised, fragments of heath and other rough ground or moor, and pieces of permanently boggy or waterlogged ground.

2.12.11

A CWS is not a legal or statutory designation, like a SSSI, but more of an 'informative label'. However, they are valuable enough to deserve some recognition. The Devon Biodiversity Records Centre identifies these sites in order to help with the planning and implementation of national and local conservation projects and to acknowledge the diversity of the wildlife they contain. CWS recognition does not demand any particular actions on the part of the landowner and does not give the public rights of access. It does not prevent the owner from carrying out any usual farming operations on the site, nor are there any obligations to manage the site in a particular way.

BAP Key habitats

- ◆ Moorland
- ◆ Upland heath [P]
- ◆ Lowland heath [P]
- ◆ Grass moor
- ◆ Blanket bog [P]
- ◆ Raised mire [P]
- ◆ Valley mire [P]
- ◆ Woodland
- ◆ Upland oakwood [P]
- ◆ Parkland [P]
- ◆ Wet woodlands [P]
- ◆ Plantation
- ◆ Freshwater
- ◆ Torrent rivers [P]
- ◆ Streams [P]
- ◆ Reservoirs
- ◆ Ponds [P]
- ◆ Rhôs pasture [P]
- ◆ Haymeadows and species rich grasslands [P]
- ◆ Field boundaries
- ◆ Hedges [P]
- ◆ Walls
- ◆ Isolated/veteran trees
- ◆ Rocks
- ◆ Rocky outcrops [P]
- ◆ Quarries
- ◆ Caves
- ◆ Mines
- ◆ Buildings

BAP Key species

- ◆ Golden Hair Lichen (+ other lichen, moss and fern spp.) [P]
- ◆ Deptford Pink [P]
- ◆ Flax-leaved St John's Wort
- ◆ Heather
- ◆ Greater Butterfly Orchid
- ◆ Bog Orchid
- ◆ Irish Lady's Tresses [P]
- ◆ Vigur's Eyebright [P]
- ◆ Wild Daffodil
- ◆ Blue Ground Beetle [P]
- ◆ Bog Hoverfly [P]
- ◆ High Brown Fritillary [P]
- ◆ Large Blue Butterfly [P]
- ◆ Marsh Fritillary [P]
- ◆ Narrow-bordered Bee Hawk-moth [P]
- ◆ Pearl-bordered Fritillary [P]
- ◆ Southern Damselfly [P]
- ◆ Atlantic Salmon [P]
- ◆ Buzzard
- ◆ Cirl Bunting [P]
- ◆ Curlew [P]
- ◆ Golden Plover
- ◆ Dunlin
- ◆ Ring Ouzel [P]
- ◆ Red Grouse [P]
- ◆ Skylark [P]
- ◆ Woodlark [P]
- ◆ Greater Horseshoe Bat (+ other bat spp) [P]
- ◆ Dormouse [P]
- ◆ Otter [P]

[P] Indicates a national priority habitat or species as defined and listed in the UK Steering Group report and subsequent UK Action Plans.

2.12.12

In February 2001 the *Dartmoor Biodiversity Action Plan* (BAP) was published. This covers species and habitats of local importance for Dartmoor's biodiversity and established a programme, with measures and targets, for local delivery. Seven HAPs and 13 individual species action plans (SAPs) are set out in the BAP covering all the key habitats and species identified in the Biodiversity Profile. Of the 328 identified actions, 303 have been completed or in progress. A follow on plan is now being produced.

2.12.13

Regulation 37 of the Habitat Regulations 1994 says that development plans should include policies to encourage the management of features of the landscape that are of major importance for fauna and flora. The conservation status of natural habitats should not be adversely affected; the aim is to achieve favourable conservation status. A *mitigation hierarchy* (below) sets out priorities for the treatment of biodiversity interests in assessing development proposals:

Avoid-ensuring that negative impacts do not occur as a result of planning decisions by, for example, locating development away from areas of ecological interest.

Mitigate-reducing negative impacts, for example, through changes to project design, construction methods or the timing of work, enhancing or restoring other interests or areas on a site so its overall ecological value is retained, or incorporating new biodiversity areas within the development proposal.

Compensate-making up for the loss of, or permanent damage to, biodiversity that cannot be mitigated onsite. Where some harm to biodiversity is reduced through mitigation, compensation will represent the residual harm which cannot or may not be entirely mitigated.

The Department for Environment, Food and Rural Affairs (Defra) considers¹⁶ that biodiversity offsetting has the potential to deliver planning policy requirements for compensation for biodiversity loss in a more effective and measurable way.

Policy DMD14: Natural environment, biodiversity and geodiversity

Development proposals will conserve, enhance and/or restore biodiversity and geodiversity within Dartmoor National Park by:

- ◆ providing Special Areas of Conservation with the highest level of protection and enhancement;
- ◆ furthering the conservation and enhancement of nationally protected sites, habitats and species;
- ◆ conserving, enhancing or restoring priority habitats, species and geodiversity assets identified in the *Dartmoor Biodiversity Action Plan*;
- ◆ protecting and where appropriate enhancing other defined sites, features, habitats, species or networks or natural processes of ecological or geological importance;
- ◆ ensuring that effective avoidance or on-site mitigation measures are put in place where there may be an adverse effect on biodiversity or geodiversity interests. In rare cases, off-site compensation may be feasible and acceptable. There should be no net loss of biodiversity or geodiversity as a result of development.

¹⁶Defra (July 2011) *Biodiversity offsetting. Background*

2.13 Renewable energy

2.13.1

The Authority acknowledges that improving the generation and supply of renewable energy can play an important role in reducing the amount of carbon dioxide released to the atmosphere, thereby helping to mitigate climate change effects. There is a wide range of technologies that fall within the ambit of renewable energy (RE):

- ◆ biomass;
- ◆ anaerobic digestion;
- ◆ waste to energy;
- ◆ micro hydrogeneration;
- ◆ solar photovoltaics (PV) (usually roof mounted, including solar slates and tiles but also including stand alone [domestic] and field-scale deployment);
- ◆ solar hot water (again, usually roof mounted but can be stand alone)
- ◆ solar space heating;
- ◆ ground source heat pumps (via boreholes, trenches, aquifers and surface water);
- ◆ air source heat pumps;
- ◆ micro district heating (e.g. involving ground source heat pumps or biomass boilers or Combined Heat and Power);
- ◆ stand alone wind energy including small-scale and building mounted wind turbines (typically no more than 15 metres to blade tip) both horizontal and vertical axes.

2.13.2

Core Strategy policy COR10 sets the overall approach to the treatment of renewable energy proposals on Dartmoor. Energy schemes aimed principally at the generation of power for regional or national supply would be viewed as major development, i.e. schemes that are more national than local in character. Major development should not take place in the National Park save in exceptional circumstances - Policy DMD2 sets out the principles. Wind farms, in particular, would be likely to cause unacceptable damage to the special qualities of the National Park. While a large scale project may be difficult to justify in a nationally designated landscape, the contribution to overall targets from a broad uptake of smaller scale initiatives, at single property and local community level, could

be considerable. Indeed, there could be landscape benefits in such proposals, particularly if the need for extensive overhead cabling was thereby reduced. Nevertheless, where there is existing renewable energy infrastructure in the locality, the marginal effect of further development on landscape quality, watercourses, wildlife and archaeological interests and the setting of building groups should be carefully assessed.

2.13.3

Householders are now permitted to install some domestic-scale renewable energy technologies (known as microgeneration), including solar thermal and solar PV on a building or stand alone, ground source and water source heat pumps, and flues for biomass boilers, in certain locations without the need for planning permission. However, the equipment must be sited to minimise its effect upon the amenity of the area and once the equipment is no longer needed it must be removed. All wind turbines and air source heat pumps will still require planning permission, as will the installation of any technology when it is not on or within the curtilage of a dwelling house. Any installation that involves works to a listed building will also require listed building consent.¹⁷

2.13.4

Renewable energy technologies present a range of planning issues that need to be considered in determining renewable energy proposals:

- ◆ landscape effects-local and extensive;
- ◆ impact on water environments, including biodiversity and recreational elements;
- ◆ other biodiversity impacts, for example impacts upon the South Hams SAC; ¹⁸
- ◆ impact on local amenity and the quality of the environment, including the historic built environment;
- ◆ traffic generation-for biomass and waste to heat projects.

¹⁷ Full details are available in *The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2008*

¹⁸ *South Hams SAC: Greater Horseshoe Bat consultation zone planning guidance* (Natural England) 2010.

2.13.5

Because of their height, the potential deployment in groups (as wind farms), and with their introduction of moving parts (rotary blades) into the landscape, wind turbine developments can have landscape-scale effects. The same is true of large-scale PV developments, potentially covering up to 5 ha or more in a single development. The Government's Feed-in Tariff scheme has helped promote such schemes. Landscape impact, ecological and archaeological assessments will normally be required for such developments, and determination would be in accordance with the major development policy, DMD2.

Policy DMD15: Small scale renewable energy schemes

Proposals for the development of small scale renewable energy schemes within Dartmoor National Park will be permitted where they comply with the following criteria:

- (i) the landscape character of the area is not harmed by the development itself or the cumulative impact with other similar development nearby;**
- (ii) no significant material harm results from, in particular, size, scale, shape, colour, glare and reflectivity;**
- (iii) biodiversity and geodiversity interests, archaeological and cultural heritage assets, natural drainage qualities and soil stability are not harmed;**
- (iv) the tranquil character of the National Park is not harmed by:**
 - ◆ operational noise levels, including mechanical and aerodynamic noise;**
 - ◆ shadow flicker or reflected light effects;**
 - ◆ odour;**
 - ◆ vibration effects;**
- (v) emissions to air, ground or watercourses are minimised.**

2.14 Hazardous installations and potentially polluting activity

2.14.1

The Health and Safety Executive (HSE) is responsible for notifying the Authority of relevant 'consultation zones' around hazardous sites where toxic, highly reactive, explosive or flammable substances are present. The Authority is required to consult the HSE in respect of certain proposals to develop land in the vicinity of hazardous installations and sites where the land falls within a notified consultation zone. The National Park contains two hazardous installations with notified consultation zones and these are shown on the Policies Map; one is at Buckfastleigh centred on a liquid gas supply facility; the other is at Okehampton Camp centred on its liquid petroleum gas storage.

2.14.2

Within the notified zones, the HSE must be consulted on all residential development; retail, office and industrial development above certain floor areas; and any development likely to result in a material increase in the number of persons working in or visiting the notified area. Particular regard must be had to any development involving vulnerable sections of the community such as the very young, the sick or the elderly; hotels and other developments where people may be unfamiliar with their surroundings; and leisure and recreational developments which may result in a large number of people congregating in one place.

2.14.3

The *Planning (Hazardous Substances) Act 1990* and the Regulations made under that Act require hazardous substances consent to be obtained for the presence of hazardous substances at or above specific amounts, known as controlled quantities. The controls¹⁹ ensure that hazardous substances can be kept or used in significant amounts only after the responsible authority has had the opportunity to assess the degree of risk arising to persons in the surrounding area, and to the environment.

The controls are concerned with the storage and use of hazardous substances which could, in quantities at or above specified limits, present a major off-site risk and they enable breaches of control which may present serious risks to be dealt with quickly and effectively.

2.14.4

Where the presence of a hazardous substance is directly associated with a proposed development, local planning authorities are able to exercise a degree of control over the siting and use of hazardous substances through the development management system. This hazardous substances consent procedure allows for control to be exercised over the presence of hazardous substances whether or not associated development requiring planning permission is involved. Responsibility for determining hazardous substances consent applications, for checking claims for deemed consent, and for administering and enforcing the procedure, rests with the hazardous substances authority, which is usually the local planning authority dealing with any associated application for planning permission. This means that within Dartmoor National Park, the National Park Authority is also the hazardous substances authority.

Policy DMD16: Development involving hazardous installations and substances

Development will not be permitted:

- (i) within a Health and Safety Executive notification zone where the proposed development would prejudice the safe operation of the notified installation or where the proposed development would be adversely affected by the operation of the notified installation;**
- (ii) if the proposal involves the use, production, storage or management of hazardous substances that would result in unacceptable risk to public health or safety, the general amenity of the area or environmental interests.**

¹⁹ The statutory framework for the controls is contained in the *Planning (Hazardous Substances) Act 1990* and associated Regulations.

2.15 Development on contaminated land

2.15.1

Most soils contain some small amounts of contaminants, which may be due to the presence of natural minerals but levels of risk are usually very low. However, some land has the potential to pose unacceptable levels of risk to human health or the environment. Land may be contaminated as a result of industrial or manufacturing activity or as a result of past activities, such as having been a landfill site, or a metalliferous mining site, or a site where coal gas was produced. Land is only considered to be 'contaminated land' in the legal sense if it poses an unacceptable risk.

2.15.2

Government policy on the treatment of land contamination applies the principles of preventing new contaminated land being created, while taking a risk based approach to tackling historical contamination. With regard to historical contamination, since the mid-1990s successive governments have adopted an approach that encourages market action wherever possible and holds regulatory intervention in reserve for when there is no prospect of a market solution. The principal driver for the remediation of contaminated land is the redevelopment and regeneration of brownfield land.

2.15.3

Within the National Park, some contaminated sites may exhibit industrial archaeological qualities that would qualify them as heritage assets. Of particular note are sites on the western side of the National Park, around Mary Tavy, linked to the copper mining industry and sites along the Teign valley on the eastern side linked to lead and silver mining. Such sites will need careful assessment when treatment or redevelopment is proposed. As well as sites of known contamination, there will be other sites that come to light as a result of investigations undertaken prior to a planning application being submitted. As so many of Devon's rivers have their source on Dartmoor, development that involves contaminated land will need to be carefully assessed to ensure that there is no pollution of ground and surface waters.

2.15.4

Defra oversees the contaminated land legislative regime under Part 2A of the *Environmental Protection Act 1990*.²⁰

The regime plays two main roles. Firstly, it helps drive market solutions. The existence of legislation has prompted many companies holding problematic land to take action voluntarily. Secondly it also sets the minimum standard for dealing with contamination when land is redeveloped (as a minimum, sites must not qualify as contaminated land once they have been developed). The regime can be brought into play directly when there is no market solution. The Act requires local authorities (district authorities) to inspect their areas to find contaminated land. Where such sites are found, the authority must make sure 'reasonable' remediation is undertaken, and decide who will pay. The idea is that the polluter should pay, followed by the current owner and, in cases where no one can be found to pay, the local authority may take action itself.

Policy DMD17: Development on contaminated land

Where development is proposed on a site that is known or suspected to be affected by contamination, planning permission will not be granted until:

- ◆ **appropriate investigation and assessment has been undertaken to identify the nature, extent and risks associated with the contamination; and**
- ◆ **evidence has been provided that remediation can be undertaken to reduce any risk to an acceptable level to deliver a site that is suitable for its proposed use.**

Conditions will be imposed to ensure that remediation measures are completed and the site is rendered suitable for use before development commences.

²⁰ Guidance on Contaminated Land Legislation (*Environmental Protection Act 1990*) can be found in Defra Circular 01/2006. It forms part of the Part 2A legal regime. It elaborates on various aspects of the Act, including the definition of 'contaminated land'; identification and remediation; and liability for who pays for remediation. The *Contaminated Land (England) (Amendment) Regulations 2012* elaborates on various details of the Part 2A regime, such as dealing with issues like, for example what qualifies as a 'special site'; public registers; remediation notices; and the rules for how appeals can be made against decisions taken under the Part 2A regime.

2.16 Development on unstable land

2.16.1

Underground cavities or tunnels, unstable slopes, or land of low load-bearing capacity, can create unstable ground conditions. In these areas, natural geological or man-made processes may trigger subsidence or settlement. Other causes of subsidence include quarrying, which may destabilise slopes, and the consolidation and decay of organic materials within landfill sites. Settlement occurs through the compaction of poorly consolidated, compressible or shrinkable soils. Peat and alluvial soils are typically waterlogged and are liable to settling if de-watered. The movement that results can damage or destroy buildings and structures and threaten public safety. Once ground movement has occurred, an area can remain unstable for a long time and relatively minor actions or changes in the local environment may trigger further movements.

2.16.2

Within the National Park, unstable land may be present around areas of historic mining activity. For example, 19th century mining of copper and tin ores in the Horrabridge area has resulted in a legacy of mine related hazards, including the presence of concealed shallow mine workings and shafts. Other types of ground disturbance may have taken place, and unstable slopes or geological formations are in evidence around the central Dartmoor granite massif.

2.16.3

The Authority will not permit development if it is likely to be at risk from ground instability during its anticipated lifetime or if it is likely to cause ground movements within or beyond the boundaries of the development site. However, land should not be sterilised unnecessarily and development may be permitted if adequate mitigation measures can be undertaken to secure the long term stability of the site and surrounding areas.

The Authority will use planning conditions or agreements in appropriate circumstances. Where there are reasons for suspecting instability, the developer will be required to submit a ground stability report.

Policy DMD18: Development on unstable land

Development involving the erection of buildings or structures on unstable land must be accompanied by a stability report. Where instability is present, planning permission will only be granted where acceptable remedial measures are agreed in writing with the Authority and where there are arrangements in place to ensure that such measures will be carried out prior to, or if appropriate concurrently with, development. A condition may be attached to the permission to ensure that regular monitoring of ground stability is undertaken.

Social well-being policies

2.17 Sustainable communities

2.17.1

While the provision, maintenance and improvement of some local services are the responsibility of statutory agencies, many others are provided by local bodies and community organisations. Village halls, community centres, cemeteries, recreation and sport grounds and some car parks are usually managed by parish councils, local recreation trusts or other voluntary organisations. The Authority is committed to sustaining and improving the range of these community facilities wherever possible.

2.17.2

The Authority is also committed to helping sustain and improve where possible the range and quality of commercially provided facilities, such as shops, post offices and public houses that are important to the continued vitality of Dartmoor's communities. Although the towns and villages of the National Park are relatively small (all less than 4,000 population) they support a range of such services. Local patronage is complemented by tourist spending. There has been some loss of services, such as general stores and post offices, garages, banks and public houses, over recent years and this has caused much concern in the affected communities. Some of those lost services have been replaced by mobile provision, e.g. mobile bank services, while in some communities the dual use of a commercial service has enabled other services to be retained or established, e.g. public house and a village shop at Manaton.

Local services and facilities

2.17.3

The Local Centres all have a reasonably comprehensive range of services and community facilities and each has a distinct central area with a range of shops and other commercial and business premises. The extent of the central areas is described in the relevant settlement section.

The services in the Local Centres provide for the requirements stemming from the needs of the settlement itself and its surrounding rural hinterland while those in the Rural Settlements usually cater for a more local need.

2.17.4

New retail and commercial development should take place within the towns and villages of the National Park and not generally on the edge of settlements or within the open countryside, unless the development is a farm shop or commercial or business use undertaken as a part of an acceptable farm diversification exercise or as part of an existing tourism business. Development should be easily and readily accessible to customers, meaning that a location within the main shopping area is favoured or, failing that, on the edge of the shopping area. Locations on the edges of settlements are inappropriate as these have the potential to generate unacceptable levels of traffic from and through the settlement involved. Likewise, the development of retail outlets on employment estates (also generally 'out of town') is not encouraged. They may also compete with the existing commercial area in the heart of the town or village to the detriment of its character and vitality.

2.17.5

Wherever possible, through its planning powers, and by working in partnership with other stakeholders, the Authority will seek to ensure that as full a range of facilities as possible is sustained and that proposals for appropriate new or improved shops, services and facilities are encouraged. The provision of professional or financial services (Class A2), for example building societies or solicitors' offices, in convenient locations is also important to meet the needs of local people. Such facilities can reduce the need to travel to larger centres and they also provide local employment.

2.17.6

The availability of local shops, post offices and public houses, among others, are important ingredients of a sustainable community. The closure of these facilities can mean increased inconvenience for local people and sometimes hardship.

2.17.7

The Authority wishes to ensure that significant erosion of the range of shopping opportunities in the central shopping areas of the Local Centres does not take place through the conversion of premises to dwellings. However, the use of such premises for professional or financial services will in principle be acceptable. The Authority will also resist the loss of a facility that represents the only one of its kind in the settlement it serves, unless it is satisfied that the ongoing use is not economically viable or acceptable alternative provision is proposed elsewhere in the settlement. Such considerations will be particularly important in the case of proposals which would involve the loss of the sole general store, post office or public house in a town or village.

Policy DMD19 Provision and retention of local services and facilities

Development intended to improve the range of community facilities within the National Park will be permitted where the facility is aimed at contributing to improving the well being of the resident population of the local community and it is well related to the built form of the settlement it serves. Development involving or comprising the loss of an existing community facility will only be permitted if compensatory provision is made as part of the proposals or the Authority is satisfied that the facility is not capable of being sustained.

Proposals for the development of shops, professional and financial services, cafés/restaurants and drinking establishments will be permitted:

- (i) within the defined settlement boundary of the Local Centres or the built up area of Rural Settlements and where they are well related to the centre of the community they are intended to serve; or**
- (ii) where they are part of a permitted agricultural diversification scheme; or**
- (iii) where they are part of an existing or permitted recreational or tourism enterprise.**

Permission will not be granted:

- ◆ for development proposals to convert shops, post offices and other commercial premises falling within Use Classes A1 (shops), A2 (professional and financial services) and A4 (drinking establishments) to other uses within the main shopping areas of the Local Centres; or**
- ◆ for a proposal that involves the loss of the last general store, public house or post office in any settlement;**

unless evidence has been submitted with the application that the property has been offered for sale or rent or lease on the open market and at a realistic price for a continuous period of not less than 12 months; and immediately prior to the application being submitted the local community has been given an opportunity to bid for the ownership and management of the asset.

In the case of the last general store, post office or public house in any settlement, the offer price must reflect the value of the premises for that specific purpose. To enable business viability and valuation to be properly considered, an independent report may be requested.

2.18 Telecommunications development

2.18.1

Good telecommunications are an essential part of modern life. Advances in communications technology and increasing demands for extra capacity and new mobile delivered services will continue to place demands on the landscape because of the need to erect structures and masts in locations that comply with the technical demands of telecommunications systems. The Mobile Operators Association, which represents the main UK mobile phone network operators on planning issues, sends information to local authorities on an annual basis about mast sites within their area. The information covers operators' existing sites and envisaged new proposals for the next 12 months. These rollout plans provide an opportunity at an early stage for the Authority to discuss the operators' plans for the forthcoming year and to work together to find an optimum solution for mobile network development in the area.

2.18.2

Telecommunications development has limited permitted development rights within the National Park. Most new development requires a specific planning permission. The open and relatively treeless landscape of moorland means that masts can be highly visible. Farmland and woodland areas can also suffer adverse landscape effects. Where new masts are needed, due regard for the conservation and enhancement of the wildlife, natural beauty, cultural heritage and special qualities of the National Park should be demonstrated, and the fullest possible use of 'stealth technology' should be made to disguise and integrate the installations into the landscape.

2.18.3

It is reasonable therefore to expect applicants for masts to provide evidence that, in seeking to minimise adverse landscape effects, they have carefully considered the use of existing masts, buildings and other structures before seeking to erect a new mast. Proposals

should be sensitively designed and sited and the developer must demonstrate that there are no suitable alternative locations that have lesser landscape impact.

2.18.4

Individual residents and local communities may also have concerns over the siting of masts. It is important that consultation and discussion take place between operators, DNPA and local communities before applications are submitted. Health considerations and public concern about masts are not normally material considerations in determining planning applications. The International Commission on Non-Ionizing Radiation Protection guidelines set out acceptable radiation emission levels for such equipment. The Government view is that if a proposed development meets these guidelines, it should not be necessary for a planning authority to consider the health effects further.

Policy DMD20: Telecommunications development

Telecommunications development will only be permitted where:

- (i) the siting and external appearance of the apparatus would not damage the landscape character of the immediate vicinity or of the locality when viewed from publicly accessible land; or**
- (ii) in cases where installation is proposed on a building, the apparatus has, so far as is practicable, been sited so as to minimise the adverse effect on the external appearance of the building; and**
- (iii) applicants have shown evidence that they have explored the options of erecting apparatus at alternative sites or on existing structures that are operationally suitable and less obtrusive, or have investigated the options of camouflage techniques or alternative methods that would minimise adverse visual impact; and**
- (iv) applicants have considered the need to include additional structural capacity to take account of further demand for network development.**

A condition will be applied requiring the removal of all structures and the reinstatement of the site if the development becomes redundant.

2.19 Housing

Affordable housing for local people

2.19.1

The Core Strategy puts forward the overarching aim for housing in Dartmoor National Park. It recognises that there must be active encouragement and promotion of affordable housing delivery in the National Park's towns and villages, but that careful consideration of where that housing is located will be needed in order to protect the National Park's special qualities.

2.19.2

The strategic aim emphasises the priority for affordable housing delivery, as being the best approach to maintaining balanced communities on Dartmoor. Over the years, open market housing development in Dartmoor National Park has substantially exceeded the provision of affordable housing. In the period 2001/02 to 2006/07, 581 dwellings were built, but only 107 (18%) were affordable dwellings for local needs. However, the Local Plan (adopted in 2004) put in place policies which sought to restrict opportunities for the development of open market housing and the Core Strategy (adopted in 2008) increased those restrictions even further. Over the period 2007/08 to 2010/11, 286 dwellings were built (23% affordable) but the proportion of affordable housing units permitted during this period rose to 52%. In years 2009/10 and 2010/11, the proportion of houses built that were affordable had risen to 44% of all completions.

2.19.3

Recent parish housing surveys have shown that there is a continuing need for affordable housing in National Park settlements and while there has been a small reduction in house prices in recent years, differentials between local incomes and house prices remain very large and mortgage finance is now more difficult to obtain without a substantial deposit. The aim must therefore be to continue to encourage high levels of affordable housing delivery for the foreseeable future.

The definition of 'affordable housing'

2.19.4

The Government has provided a definition of affordable housing (see box below). The Authority uses this definition for the purposes of implementing planning policies in respect of affordable housing.

Affordable housing is defined as: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.

Affordable housing should:

include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is:

owned by local authorities and private registered providers (as defined in section 80 of the *Housing and Regeneration Act 2008*), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is:

let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is: homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered as affordable housing for planning purposes.

Source: National Planning Policy Framework 2012

2.19.5

It is expected that the majority of affordable housing in the National Park will continue to be provided by Registered Providers, but other local organisations such as self-build groups and community development trusts may also play a role in delivery provided that the dwellings remain affordable for local people into the future. In addition, the private sector can also assist and the National Park Authority has in recent years permitted privately provided houses (in practice on small infill sites) where their sale price or, rental level, size and occupancy are controlled through a Section 106 agreement. The model historically used has provided a modest number of units and sought a 25% reduction in sale price or rental from market prices which should also have reflected the existence of the occupancy restriction, and a restriction of the size of the dwellings to 80 sq metres to retain their affordability. Permitted development rights have been removed from such properties so that they do not become unaffordable. There may be scope for some flexibility in this model to allow intermediate housing to be provided for those with larger families or who have special care needs but, in such cases, a greater discount on sale price would be likely to be needed. In all cases the Authority would expect the discount to be not less than 20% below the open market price. This matter will be clarified further within the Authority's Affordable Housing supplementary planning document.

Housing provision over the plan period

2.19.6

The Core Strategy sets an indicative level of residential development in Dartmoor National Park of 50 units per year, equivalent to a total of 1,000 units in the plan period 2006 to 2026. As discussed above, a large number of open market dwellings have been completed already and it is important now to ensure that as high a proportion as possible of the additional dwellings are affordable dwellings for local needs. Policy COR15 of the Core Strategy states that even in those limited circumstances

where open market would be appropriate, the proportion of affordable housing in new development will be 'not less than 50%'. Policy COR2 looks to at least 60% of the housing provision over the plan period being located in the Local Centres and land is allocated in the Local Centres in this plan to meet this target. These allocations seek to provide for the existing level of affordable housing need that has been identified in the respective settlements and to provide for additional provision during the life of the plan where possible. The remainder of the dwellings will essentially be to provide for affordable housing in the Rural Settlements and housing needed in the countryside to serve the needs of the agricultural and forestry industries, and to serve those enterprises with an essential requirement to locate in the open countryside. Because of the environmental constraints that apply across the National Park, it should be borne in mind that development opportunity is limited and it will not be possible to cater for all locally arising housing demand or indeed need and the plan does not seek to do this.

2.19.7

The housing policy framework that now applies sees a minimum of one-for-one provision of affordable dwellings within a scenario that limits the opportunity for open market housing provision to the Local Centres. In the National Park circumstances, it is particularly appropriate to maximise the provision of affordable housing associated with open market development. There will inevitably be viability pressures on co-provision of affordable housing in mixed housing schemes and the development must clearly be viable from a developer's perspective. To enable schemes to come forward, the value of the land must reflect the requirement for a high percentage of affordable housing. Moreover, it appears that government grant will not, at least over the next few years, generally be available to help fund affordable housing in these mixed tenure schemes. Wherever possible, the open market component should seek to meet other housing needs that have

been identified in the locality. This could for example include housing for the elderly in the locality who wish to downsize where a local requirement has been established. The affordable housing will normally be expected to be provided within the development site but exceptionally a commuted sum in lieu of provision may be considered which would enable provision to be made elsewhere in the locality.

2.19.8

It is important that affordable housing policy is supported by an up to date strategic housing viability assessment (SHVA). A SHVA looks in detail at the economics of providing affordable housing as a component of an open market scheme and provides evidence for where such provision could be promoted and delivered. The Authority commissioned a SHVA, which was completed in March 2011. It looks in detail at the provision of different types of affordable housing in a range of development scenarios in different 'value areas' of the National Park. It will assist the Authority, affordable housing providers and other developers in considering the feasibility of developing and delivering this form of housing. It indicates that in the current economic climate it will be very challenging to deliver high proportions of affordable housing across the National Park, particularly in the high value areas. In practice, some flexibility may need to be considered but the Authority continues to feel that requiring high levels of affordable housing is essential to achieving the strategy that underpins this plan.

2.19.9

Policy COR15 provides guidance on the split between social rented housing and intermediate housing both in the affordable housing component of a cross-subsidised scheme and also where 100% affordable housing is sought. It states that around 70% of affordable housing development should be social rented housing provided by registered providers with the balance being intermediate housing. It acknowledges that circumstances differ in different places and goes on to say that the precise split will be determined on a site by site basis.

Under the new arrangements, government funding is generally directed towards providing only for the delivery of dwellings provided under affordable rent. It is envisaged that the housing benefit system will need to be used where necessary to ensure that the properties are affordable for local people in housing need by helping to meet the shortfall between social and affordable rents. However, where opportunities allow, the Authority will continue to look at whether individual schemes can provide opportunities for delivering social rent. It is felt that the general split between the various rental options and shared ownership/equity products of 70:30 is appropriate, however, as indicated above, these proportions will be judged on a case by case basis according to the nature of the identified local need.

2.19.10

There is no expectation that the National Park will provide housing to help fulfil the constituent districts' strategic housing provision and the Authority's housing 'target' is strictly related to the needs that arise within the National Park. However, the acceptability of individual schemes will depend essentially on whether they help to meet identified need for affordable housing in the immediate locality of the community where development is proposed. This means that reliable evidence of the extent of local need at parish level is required. The Community Council of Devon, through the work of the Rural Housing Enabler, prepares parish housing need reports which look in detail at local need over a five year period. Priorities for surveys are identified by the National Park Authority with its constituent district councils and following consultation with the local community.

2.19.11

There is a wide range of housing needs within the National Park, reflecting the breadth and mix of its communities. With larger cohorts of elderly people becoming a prominent part of the total demographic picture there will undoubtedly be more demand for accommodation to suit their needs.

At the other end of the spectrum, there is a need for accommodation for younger people, of a type and size they can afford and in the right locations. Emergency and short term accommodation for the homeless is another type of provision entirely, as is accommodation, including transit sites, for gypsies and travellers. Building to Lifetime Homes standards ensures that new dwellings are flexible and adaptable to create and encourage better living environments for everyone, from raising small children, to coping with illness, or dealing with reduced mobility later in life. In developments of more than five dwellings, the Authority will require that, subject to viability, 50% of the units are constructed to Lifetime Homes standards.

Definitions of 'local people' for planning purposes

2.19.12

Where affordable housing is permitted, then all such housing will be subject to an occupancy restriction. The National Park Authority defines 'local' for the purposes of applying affordable housing policy and drafting planning obligations as follows:

- (i) those people currently living in the parish of provision, or a rural parish adjacent to the parish of provision, and having done so for a period of at least five years; or
- (ii) those people who have lived in the parish of provision or a rural parish adjacent to the parish of provision for a period of five years but have moved away in the past three years; or
- (iii) those people who have a strong local connection with the parish of provision or a rural parish adjacent to the parish of provision by virtue of, for example, upbringing or current employment.

The eligible adjacent rural parishes will be specified in the planning obligation according to the individual location of the development. Parishes adjacent to the parish of provision containing a town or other large community lying substantially outside the National Park will not be considered to be an adjacent rural parish to the parish of provision. Adjacent parishes containing a Local Centre will not normally be considered to be an adjacent rural parish to the parish of provision.

2.19.13

An eligible household is one where there is a clear need for accommodation, an inability to afford local accommodation at current open market prices and conformity with relevant local occupancy criteria.

2.19.14

The Authority will operate a cascade to wider areas over an appropriate period of time to secure the mortgageability of properties where mortgage finance is involved and to ensure that properties do not remain vacant over a long period of time. However, the initial starting category will generally be those who fulfil the definition of 'local' in paragraph 2.19.12.

Delivering land for housing

2.19.15

A settlement boundary defines land that is considered for the application of planning policy to be within the settlements. It does not indicate that land within the boundary is automatically suitable for development and will therefore be given planning permission. Other relevant policies still apply. Settlement boundaries have been identified for all the main settlements (the Local Centres) to assist policy interpretation.

2.19.16

The National Planning Policy Framework (NPPF) continues to require Local Planning Authorities to undertake Strategic Housing Land Availability Assessments (SHLAAs) to look at a range of sites for housing development and to determine whether they are developable and deliverable. The National Park Authority has produced two SHLAAs (2009 and 2010) for the whole of the National Park. The SHLAA has helped to advise the settlement allocations in the plan and wider housing delivery prospects.

2.19.17

Sites solely for affordable housing are allocated in some Local Centres and are shown on the settlement inset maps. The site value should reflect that exclusive use. Other allocations give an

indication of the split sought between affordable and open market housing and the community or environmental benefits that need to be provided as part of those developments.

2.19.18

The Authority will continue to operate a rural exceptions policy to provide additional affordable housing to meet clearly identified local needs where this is needed during the life of this plan. The rural exception sites policy provides flexibility within the planning system to enable affordable housing to be delivered in response to clearly identified local needs. Significant numbers of dwellings in the National Park have been achieved through this means. This type of development is only permitted on sites within or adjoining the built up area of a Rural Settlement or the settlement boundary of a Local Centre. The effectiveness of the policy will be monitored annually by the Authority. If levels of affordable housing are not being provided to meet clearly identified local needs then the Authority will give consideration, exceptionally and in line with national policy, to allowing some market housing to facilitate necessary affordable housing provision. Further detail will be included in the Authority's Affordable Housing SPD as necessary. On such sites, it is expected that the housing would normally be provided by a registered housing provider, either for rent or on a shared equity/ownership basis. Exception sites must be in scale and keeping with the settlement they are within, or adjoining, and are therefore generally small scale.

Housing policy framework

2.19.19

The three housing policies set out below are based on the strategic aims and planning principles contained in the Core Strategy, in particular policies COR2 (the settlement strategy) and COR15 (providing for limited new housing to meet local needs). They are a distillation of the principles applying to, respectively, housing within Local Centres, housing within Rural Settlements, and housing in the open countryside of the National Park.

2.19.20

Policy DMD21 indicates the circumstances where housing will be permitted in the Local Centres. In all cases, any development must not compromise the character and appearance of the area or the setting of a listed building and should be acceptable in terms of highway safety and the amenity of surrounding properties. The policy indicates that development will be possible on small infill plots within an existing built frontage within the settlement boundary. Since the Government has now specifically excluded garden land from the definition of previously developed land, proposals for the development of garden land will fall within this category of infill development. However, the Authority recognises the importance of garden land to the townscape and the amenity of communities and will adopt a very cautious approach to proposals for such development. Planning permission will only be granted where the scale and type of development and the layout of the site permits a development that is sympathetic to the character and appearance of the site and its surroundings, and the quality of the local environment and local amenity is not compromised. There should be no assumption that permission will be granted for residential development on such sites.

Policy DMD21: Residential development in Local Centres

In the Local Centres, new dwellings will be permitted within the designated settlement boundaries:

- (i) on previously developed land; or**
- (ii) on small infill plots within an existing built frontage; or**
- (iii) where they will be provided through the conversion or subdivision of existing residential or non-residential building; or**
- (iv) on other sites where the development would facilitate significant environmental improvement or the delivery of essential social, cultural or economic infrastructure; or**
- (v) on sites allocated in this document.**

In all cases, except as where indicated in a specific settlement policy, the proportion of affordable housing to meet local need should not be less than 50% of the units provided, although this may be varied where a higher proportion of open market housing can be shown to be essential to secure the overall viability of development or the delivery of significant local infrastructure provision of clear benefit to the local community. Exceptionally, where the need for affordable housing cannot be met within the settlement boundary, and there is a specific local need identified for such housing, then permission will be granted for a development on suitable sites adjoining the settlement boundary. In such cases all the housing will be required to be affordable.

2.19.21

Housing development in Rural Settlements is restricted to small scale development to supply the need for affordable housing arising locally. The 'exceptions policy' approach, which enables development to take place in what is essentially open countryside on the edge of settlements, will be used if that is shown to be the only feasible way in which affordable housing could be delivered for the local community and the site is suitable. Infill development on garden land would be subject to the same considerations as in Local Centres.

Policy DMD22: Residential development in Rural Settlements

Unless identified in the settlement proposals, no new open market housing will be permitted in the Rural Settlements. All new housing will need to be affordable and located on small infill plots within an existing built frontage and within the settlement or provided through the acceptable conversion of an existing building. Exceptionally, where a specific parish need for affordable housing has been identified, then development tailored to meet those needs will be permitted on suitable land within or adjoining the settlement and well related to its existing built form.

2.19.22

Housing development in the open countryside of Dartmoor is limited to a very narrow set of circumstances. However, the National Park is a living and working landscape and some people will need to live in the countryside to run agricultural, forestry and certain other rural-based businesses. With regard to the last category, such businesses (e.g. horse racing or livery stables) must demonstrate that the operational demands of the enterprise require workers to be in close and ready proximity. The Authority will use planning conditions or secure legal agreements as appropriate to ensure that the accommodation remains available in perpetuity for the approved use.

Policy DMD23: Residential development outside Local Centres and Rural Settlements

Outside the Local Centres and Rural Settlements, planning permission for a dwelling will only be granted where:

- (a) it is required for an agricultural holding, a forestry enterprise or a rural-based business; or**
- (b) the proposal comprises the conversion of an existing building to an affordable dwelling and the conversion is compliant with Policy DMD9; or**
- (c) the proposal comprises low impact residential development and is compliant with Policy DMD30.**

Where a new building is proposed, the following criteria should be satisfied:

- (i) there is no satisfactory existing building that could be converted to provide the accommodation;**
- (ii) there is a clearly established existing functional need for a worker to be readily available at most times;**
- (iii) the accommodation need relates to a full-time worker or one solely or mainly employed on the holding or enterprise;**
- (iv) the holding or rural-based business enterprise has been established for at least three years, profitable for at least one, is currently financially sound and has a clear prospect of remaining so;**

- (v) the need for permanent accommodation cannot be met by another suitable and available dwelling on the holding or unit or in the locality;
- (vi) the building should be on a scale appropriate to the functional requirement of the holding or rural-based business and sited such that it does not cause harm to the character and appearance of the site or the landscape character of the area. A site adjacent to existing buildings will generally be regarded as the most appropriate.

Extensions and alterations to dwellings 2.19.23

In order to provide for changing family circumstances, it is often more expedient to add an extension to an existing property than to move to a larger one. However, an extension that is unsympathetic to the existing building can damage the quality of that building and detract from the character and appearance of the surrounding area. It is also important that the amenity of the area is not harmed. In circumstances where permission for a dwelling has been granted to help meet the local need for affordable housing, then it is felt that additional restrictions on extensions are merited to ensure that the property remains affordable.

Policy DMD24: Extensions and alterations to dwellings

Extensions and alterations to dwellings will be permitted, provided that both individually and cumulatively with any previous enlargements of the dwelling, they:

- (i) represent a design approach that reflects the principles of the guidance on extensions and alterations to dwellings set out in the *Dartmoor Design Guide* supplementary planning document; and
- (ii) are compliant with policy DMD5; and
- (iii) will not adversely affect the appearance of the dwelling, its curtilage or immediate surroundings, even if not generally visible from public viewpoints.

Extensions will not be permitted where:

- (a) the dwelling does not have planning permission, is unauthorised or immune from enforcement action (including buildings used as dwellings which have the benefit of a Certificate of Lawful Use or Development); or
- (b) the dwelling only has the benefit of a temporary planning permission; or
- (c) for dwellings other than those specified in (a) (b) and (d), their total habitable floorspace, unless clear design considerations indicate otherwise, will be increased by more than 30% (and for the purposes of this policy, 'total habitable floorspace' shall include conservatories, mezzanine floors, loft and attic conversions and garage conversions, but exclude unconverted garages, cellars and roof voids, and outbuildings); or
- (d) dwellings have been limited in size to maintain their affordability; or
- (e) dwellings are limited by condition for workers in agriculture, forestry and other essential rural enterprises and the existing building together with the proposed extension exceeds 120 sq metres of habitable floorspace.

Ancillary residential development 2.19.24

On occasions, family circumstances may lead to a need to provide accommodation which is ancillary to the main dwelling but provides a degree of independence for the occupant. Where this can be satisfactorily accommodated within the curtilage, this may prove to be a satisfactory solution. However, it is not the intention of this policy to facilitate a process of incremental development and increasingly independent occupation such that a new independent dwelling becomes established over the course of time.

Policy DMD25: Ancillary residential accommodation

Proposals for ancillary accommodation, including those providing self-contained facilities, will be permitted where it can be demonstrated that the existing dwelling or an extension is functionally capable of hosting the proposed use.

The development will be subject to a condition ensuring that it remains ancillary and tied to residential use of the main dwelling. Where the ancillary accommodation is located within the curtilage in a nearby separate structure, a legal agreement may be required to ensure that the use of the accommodation remains ancillary to the principal dwelling.

Agricultural occupancy conditions

2.19.25

Where housing has been permitted to meet the needs of agriculture or other rural businesses and that need no longer exists, then the occupancy condition attached to the planning permission will not be removed. However, it will be possible to vary this following a 12-month period of advertisement offering the property for sale for the purpose for which it was granted in the first place and at a realistic price. The agreement of the vendor will be sought to restrict the occupancy of the property as an affordable dwelling for local people as defined by paragraphs 2.19.1 to 2.19.14 above at a price significantly below the open market price thereby retaining the property to serve local needs.

Policy DMD26: Removal of agricultural and holiday use occupancy conditions

An application for the removal of an occupancy condition on a dwelling will only be approved where:

- (i) evidence has been submitted with the application that the demand by applicable persons for that type of accommodation no longer applies and that the dwelling has been offered for sale, rent or lease for a period of at least twelve months at a price that realistically reflects the existence of the condition; and
- (ii) the applicant is willing to enter into a legal agreement that the property is reserved for occupation by local people as an affordable dwelling.

Replacement dwellings in the countryside

2.19.26

Development involving replacement dwellings in the countryside has become a popular route to achieving a new

dwelling in the countryside, where normally policy applies strong constraints against development. While this can enable better quality housing to be provided it has caused some concerns. It can result in major changes to the character of an area, and some structures put forward for demolition can have intrinsic heritage, architectural or cultural interests or associations. Replacing such buildings also involves a consequent loss of embedded energy and additional carbon generation through the new construction. Where there are demonstrable environmental benefits to be achieved, a replacement dwelling may be permitted. Where such development is permitted, the increase in volume allowed over the original will be limited, and the expectation will be that permitted development rights will normally be removed.

Policy DMD27: Replacement dwellings

In order to protect the distinctiveness of places and to conserve energy embodied in existing structures, dwelling houses should be retained. Where it can be demonstrated that replacement and rebuilding would lead to:

- ◆ enhancement of the local environment and the removal of a structure in serious disrepair or which is a threat to public safety; or
- ◆ a major additional improvement in energy efficiency which could not be achieved by modification or adaptation of the existing building; and
- ◆ the building is not on or would not be a candidate for inclusion on the Dartmoor National Park Historic Environment Record; and
- ◆ the proposed replacement is on a scale that is sympathetic to its location replacement of the existing structure will be permitted.

In all cases the volume of the replacement dwelling will not exceed the volume of the existing structure, excluding detached ancillary structures such as sheds and garages, plus an additional 15%.

The expectation will be that permitted development rights will normally be removed.

Residential caravans

2.19.27

Residential caravans are not generally considered to be an appropriate form of development for full-time residential occupation in the National Park. However, there may be occasions when their temporary use could be appropriate, as for instance, during the construction of a new dwelling, during substantial alteration or extension to an existing dwelling or during the establishment of a new farming enterprise. If a dwelling is necessary to service a new farming business, and there is clear evidence of intention to develop the business, sound financial planning is in place, a functional need has been proven and no other suitable accommodation is available, government guidance indicates that for the first three years accommodation should normally be provided by a caravan or other temporary accommodation.

Policy DMD28: Residential caravans

Except as provided for in policy DMD29, the permanent siting of residential caravans will not be permitted. Where special circumstances apply that make the provision of residential caravans desirable, such as where on-site accommodation is essential to support a new farming or rural-based business, or where a new dwelling is to be constructed, permission for a residential caravan will be granted for a temporary period of up to three years. Evidence should be provided of a functional need for the residential caravan and a firm intention to proceed with the new business or proposed development.

The accommodation needs of gypsies and travellers

2.19.28

The accommodation requirements of gypsies and travellers are part of the overall accommodation needs to be met across a local planning area. In 2006, a Devon-wide *Gypsy and Travellers Housing Needs Assessment* was undertaken and the figures were examined during preparation of the Regional Spatial Strategy. Within Dartmoor National Park, there was no demonstrable need for permanent residential sites.

However, a requirement for transit sites was identified, which amounted to a total of 27 pitches to 2011 linked to the strategic routes, A38 and A30, with a 3% per annum increase following. The Authority will look to the relevant district or borough council for advice on future levels of need. Future survey work undertaken, which includes strategic housing market needs assessment studies, will provide further evidence of the accommodation needs of gypsies and travellers, as may any joint survey work undertaken at county level. The accommodation needs and provision will be kept under review. Work has taken place to identify sites within 1 km of the A30 and A38, as an appropriate area of search, with limited success. A site assessment matrix has been developed, working with a specialist consultant on gypsy and traveller needs. That matrix is set out in Annex 1. It applies a sequential scored assessment to judge the suitability of sites based on: (i) location, policy and environmental constraints; (ii) access and infrastructure criteria; and (iii) deliverability, design and impact considerations.

The policy below covers proposals for both permanent and transit sites.

Policy DMD29: Accommodation for gypsies and travellers

Proposals for permanent or transit sites for gypsies and travellers will only be permitted where there is a demonstrable need for such development in the identified area of the National Park.

For permanent sites, the site should conform to the policy framework on sustainable development and residential development set out in the Core Strategy.

For transit sites, the site should conform to sustainability criteria set out in the National Park's Gypsy and Traveller Transit Site Assessment Matrix.

In both cases, the site must be of a scale that will not dominate communities nor harm the amenity of neighbouring residents.

Low impact residential development in the open countryside

2.19.29

Some travelling people, and others who wish to adopt a low environmental impact lifestyle, live in traditional benders or yurts. These are temporary structures for which no conventional foundations are required and are constructed of natural materials. The low environmental impact of this type of lifestyle revolves around low visual impact, the use of renewable or local materials for construction of the dwellings, and low resource use in everyday living. Where there is minimal visual or environmental harm, or harm to the residential amenity of adjacent properties, and where the site can be restored to its former condition when occupation ceases, there will be no objection in principle. Care must be taken to ensure that no harm is caused by associated requirements such as vehicular access and car parking, sheds and domestic paraphernalia. This policy does not cover structures such as cabins or caravans. As this policy introduces a departure from the constraints normally applied to residential development in the countryside, then applications will be subject to rigorous assessment. Permissions will only be granted initially on a temporary basis.

Policy DMD30: Low impact residential development in the open countryside

Low impact residential development in the open countryside will only be permitted where:

- (i) the proposal will make a positive environmental, and/or social and economic contribution; and
- (ii) all activities and structures on site have low impact in terms of the environment and use of resources; and
- (iii) opportunities to reuse buildings which are available in the proposal's area of operation have been investigated and shown to be impracticable; and
- (iv) the development is well integrated into the landscape and does not have adverse visual effects; and
- (v) the proposal requires a countryside location and is tied directly to the land on which it is located, and involves agriculture, forestry or horticulture; and
- (vi) the proposal will provide sufficient livelihood for and substantially meet the needs of residents on the site; and
- (vii) the number of adult residents should be directly related to the functional requirements of the enterprise; and
- (viii) in the event of the development involving members of more than one family, the proposal will be managed and controlled by a trust. In the first instance, permission will be granted on a temporary basis for a three year period. A permanent permission will only be granted where it can be demonstrated that all relevant criteria have been complied with in full.

Health and well-being policies

2.20 Public open space and sports facilities

2.20.1

High quality, well maintained open spaces, sport and recreation facilities, which are available and accessible, add greatly to people's quality of life. Local networks of high quality and well managed and maintained open spaces, sports and recreational facilities help create places in built up areas that are seen as attractive, clean, safe and usable.

2.20.2

The green natural, semi-natural and managed areas within settlements have come to be known as 'green infrastructure'. The definition set out by Defra (October 2011) states:

'Green infrastructure is a planned network of green spaces and other environmental features including street trees, gardens, green roofs, community forests, parks, rivers, canals and wetlands.'

Green spaces in towns and villages perform vital functions as areas for nature conservation and biodiversity and can act as green corridors linking built up areas with open countryside. Within the wider countryside of Dartmoor, green infrastructure can be considered on a larger scale; this is especially important when seen as part of the Authority's work to promote the second purpose of National Park designation. Work to this end must not harm the special qualities that typify Dartmoor. Development proposals that would generate noise or disturbance, or adversely affect the open character of Dartmoor, eroding its tranquillity, would not be acceptable. The NPPF provides local communities with opportunities through local and neighbourhood plans to identify for special protection green areas of particular importance to them (see 'Local Green Space', paragraphs 76 and 77).

2.20.3

DNPA's *Recreation and Access Strategy*²¹ shows how the recreational opportunities presented by large scale countryside features can be used and managed in integrated ways, ways that support both National Park purposes.

The *Recreation and Access Strategy*:

- ◆ sets a clear vision for sustainable informal recreation and access in the National Park;
- ◆ provides clear policies on how DNPA will manage recreation on Dartmoor;
- ◆ helps shape detailed annual action plans in order to prioritise the allocation of DNPA resources;
- ◆ identifies and strengthens partnerships for delivery and develops opportunities to draw down external funding.

It goes on to identify areas where different management aims apply.

These are:

- ◆ areas of heavy recreation use;
- ◆ areas for exploration and tranquillity;
- ◆ quiet areas;
- ◆ areas of opportunity.

It encourages sustainable transport links, long distance walking routes and cycle routes (see Figure 3).

2.20.4

Open spaces, sports and recreational facilities have a role to play in promoting healthy living and preventing illness, and in the social development of children of all ages through play, sporting activities and interaction with others. These areas can play a major part in improving people's sense of well being in the places in which they live. Open space can act as a focal point for community activities, provide opportunities for people for different ages, abilities and outlooks to mix together and thereby improving social inclusion.

²¹ Dartmoor National Park Authority (2010) *Dartmoor National Park Recreation and Access Strategy 2011-2017*

Access on Dartmoor

2.20.5

The *Dartmoor Commons Act 1985* gives a right of public access to 35,145 ha of common land in the National Park along with the right to ride on horseback. It enables management to be undertaken by DNPA through the exercise of byelaws, and by the Dartmoor Commoners' Council through regulations governing agricultural use of the commons. Access to a further 7,132 ha has been secured through Access Agreements. There is access to a further 3,013 ha, allowed by the National Trust, Forestry Commission and South West Water or through other agreements or mechanisms. The total access land at December 2010 amounted to 46,663 ha. This includes additional public rights of access, on foot, to moor, heath, down and registered common land that has been conferred through the *Countryside and Rights of Way Act 2000*.

2.20.6

In addition to the 46,663 ha of access land there are 734 km of public rights of way comprising footpaths, bridlepaths and by-ways. The Definitive Map of Public Rights of Way shows all the rights of way in the National Park. In determining planning applications, the Authority will ensure that these rights of way are protected.

2.20.7

Disused railway tracks can provide the potential for informal recreational use by walkers, cyclists and horse riders. As cyclists do not have a right to cycle on common land (except on bridlepaths and permitted routes), the establishment of access along old railway tracks that cross moorland can be a great benefit. Those sections of the National Cycle Route that pass through Dartmoor have made use of stretches of old railway line. The principle of creating traffic free recreational routes is welcomed. However, schemes must respect the need to safeguard important archaeological and ecological sites, and will depend for success on the co-operation of landowners and the ability to overcome physical problems on the route.

Figure 3: Dartmoor Area Recreation Management Plan KEY

- 
Areas of Heavy Recreation Use
 Already attract a wide range of users. High quality visitor infrastructure will be provided at key access points within these areas and resources allocated for maintenance. Area management plans will be required to conserve and enhance special features.
- 
Areas for Exploration and Tranquillity
 Moorland areas where infrastructure is carefully located at key access points and moor gates. Users will need to navigate and plan their own routes or go with a guide. Events and group activities will be carefully managed, especially in the bird breeding and lambing season.
- 
Quiet Areas
 These areas provide wildlife havens and solitude. Legal access will be maintained but recreational infrastructure will be minimal. Guided and self-guided walks and events will be discouraged.
- 
Areas of Opportunity
 These areas offer scope for increased use if managed sustainably with improved recreation infrastructure.
- 
Linking Town and Country
 Provision of sustainable and transport links, for example walking, cycling and public transport.
- 
Enclosed Land
 Existing public rights of way will be maintained.
- 
Dartmoor National Park Boundary
- 
Key Market Towns (Gateways)
- 
Other settlements
- 
Toilets Maintained by DNPA
- 
Toilets Maintained by Others
- 
Information Centres
 Maintained by DNPA
- 
Information Centres
 Maintained by Others
- 
Bus Network
- 
Haytor Hoppa Route
- 
Long Distance Walking Routes
- 
Cycle Routes

Figure 3: Dartmoor Area Recreation Management Plan



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- 1 Southern Town Corridor**
 To develop walking and cycling links utilising public rights of way and unclassified county roads (green lanes) and public transport
- 2 Eastern Woods and Reservoirs**
 To improve opportunities for informal recreation and develop walking and cycling opportunities linked to key market towns and public transport
- 3 North and West Dartmoor**
 To promote the existing recreational route network, develop new links and circuits, and attract new audiences
- 4 High Dartmoor Forests**
 Make better recreational use of Forestry Commission forests and opportunities to link them

Shading of all areas is diagrammatic and proposed management prescriptions relate to land where there is currently public access.

Public open space and sports facilities

2.20.8

Local people need their own recreation and sports facilities, which can range from children's play areas, through accessible green open space for informal recreation to the more formal sports halls, playing pitches and swimming pools. Provision can often be enhanced through the dual use of facilities at schools. These areas and facilities play an important role in making a village or town a healthy, attractive and desirable place to live. Where proposals are well located and accessible to a range of people and do not harm important landscape, cultural or wildlife interests, the provision of new public areas and sports facilities is encouraged. The planning system plays a role in ensuring that there is adequate, good quality and accessible provision. This is achieved by protecting existing provision and through facilitating the development of new amenity and sports developments through planning gain. Following on from the provision of sites, their good management by local councils, community groups and private organisations is vital in ensuring that facilities are maintained properly for purpose and available for use.

2.20.9

Government guidance in the NPPF (paragraph 73) indicates that planning policies should identify specific needs

and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area, and locally derived standards for the provision of such facilities should be set. The supply of community related open space in the National Park has been mapped and quantified by the Authority (*Dartmoor National Park Open Space, Sport and Recreation Study 2010*). The survey adds to data already held on land open to public access by identifying areas of particular types (and above size thresholds) within or associated with classified settlements. This survey identifies the size, type, use and location of all sites.

The types of open space identified were:

- ◆ allotments;
- ◆ amenity greenspace;
- ◆ cemeteries and churchyards;
- ◆ civic spaces;
- ◆ outdoor sports pitches and areas;
- ◆ play space.

2.20.10

The survey shows the number and area of sites within the classified settlements and gives a simple overview of notable good provision, or shortfall (such as settlements with a large amount of space for outdoor sport, or settlements with no allotment provision). Some settlements close to the National Park boundary may have well-used areas which lie just outside the National Park boundary.

Table 1: Dartmoor National Park open space quantity and accessibility standards

Type of provision	Quantity	Accessibility
Parks and gardens	Need to be considered on a case-by-case basis	An area of not less than 2 ha within 2 km (straight line distance) in Local Centres
Outdoor sports provision	1.1 ha per 1,000 people	Within 15 minutes walk (1,000 metres straight line distance) in Local Centres
Children's play space	0.3 ha per 1,000 people	Within 5 minutes walk (280 metres straight line distance) in Local Centres

The survey showed that all the Local Centres have a shortage of play space in parts of their built up areas, and that there are number of Rural Settlements that have no formal play space or area for outdoor sports at all. Where it appears that additional need for such facilities is generated by a new (normally housing) development, the Authority will seek a planning obligation to secure provision either within the site or on a site which is well related to the development.

2.20.11

The standards that will apply in looking to the provision of open space in relation to community related development conform to those used by the constituent districts and are set out in Table 1, below.

Policy DMD31: Provision of new recreational and leisure facilities

Planning permission for recreational development will be granted where development is:

- (i) to provide or improve information or interpretation services based on promotion of education or enjoyment of the special qualities of the National Park; or**
- (ii) for small scale enterprises based on the intrinsic qualities of the National Park or the improvement or extension of existing permitted visitor facilities; or**
- (iii) for the provision or improvement of indoor and outdoor recreation, leisure and sports facilities serving the needs of local communities within the National Park where those facilities are well related to the settlement they are intended to serve and are accessible; or**
- (iv) to establish footpaths, community paths or other recreational routes across the countryside.**

Proposals should conserve or enhance landscape character including views from publicly accessible locations and the biodiversity, geodiversity and cultural heritage qualities of the locality. Planning agreements will be needed for the on-going management of recreation, leisure or sports facilities provided as part of new development.

Protection of recreational and amenity open space

2.20.12

The open spaces survey highlighted evidence that many towns and villages across Dartmoor suffer a shortage of open space and sports facilities. The overarching principle is that existing resources should be protected from change of use. Any proposals for such change of use must have convincing justification, and must not lead to a shortage of open space locally or result in alternative provision that is less accessible, if approval is to be given.

Policy DMD32: Protection of recreational and amenity open space

Community open space, sport and recreation areas will be protected.

Any development on such areas will only be permitted where:

- (i) alternative provision of public open space of equivalent benefit or better recreational standard in terms of quantity and quality is made available at another appropriate and equally accessible location; or**
- (ii) it is an area or part of an area of poor quality which is unsuitable for recreation, and compensatory enhancements to existing public open space in the locality are implemented; and**
- (iii) there will be no adverse effects on the character and appearance of the locality or settlement by the change of use of the site.**

Horse related development

2.20.13

Horse owning and riding is an increasingly popular activity, which helps many people enjoy Dartmoor's special qualities in a unique way. It also makes a valuable contribution to the local economy, by providing business for feed suppliers, farriers, vets, etc. Owners of horses have an important part to play in helping to protect Dartmoor's special qualities.

2.20.14

With the rising popularity of recreational horse keeping, the cumulative landscape effects of stables,

field shelters, hardstandings, fences, exercise areas, jumps, etc is becoming noticeable. The sub-division of pasture land to form individual horse paddocks can also have adverse effects on local landscape character and quality. This is becoming particularly noticeable around some of Dartmoor's towns and villages.

2.20.15

The use of land for keeping horses for recreational purposes, and the establishment of commercial equestrian enterprises (such as livery, the keeping and breeding of racehorses and pony trekking) require planning permission. All such developments should be of the smallest scale necessary, and should be related to the grazing capacity of the land. In order to protect the local environment and landscape quality, proposals should indicate how ancillary development including accesses, parking, boundary treatments, lighting, storage, waste disposal, jumps and sub division of fields will be treated. Commercial enterprises can involve a variety of impacts, ranging from greatly increased traffic movements to damaged surfaces in areas of open moorland. Such proposals will be subject to an environmental assessment.

2.20.16

The British Horse Society has established standards to ensure both the welfare of horses and the effective husbandry of land-0.4 ha (1 acre) per horse is required where the animal is kept wholly at grass. The proportional area needed falls if two or more horses are kept in this way or if they are stabled. It is important to ensure that this form of development and local intensification does not adversely affect the local environment or landscape character of the National Park. The South West Protected Landscape Forum, the British Horse Society and other bodies have produced guidance²² specifically focused on equestrian development in protected landscapes, which is a useful source of information on all the factors involved.

²² SW Protected Landscapes Forum, British Horse Society, FWAG, SW RDA (2009) *Horses, the Landscape and You – Equestrian Guide to Keeping Horses in Protected Landscapes*

Policy DMD33: Horse related development

Development related to recreational or commercial horse keeping will be permitted subject to the following criteria:

- (i) adequate land, buildings and facilities should be available for the number of horses to be kept on the land;
- (ii) existing buildings are used wherever possible. Where new buildings are needed they are well-related to existing buildings and other local features, are commensurate in scale with the number of horses to be kept on the land and the amount of land available for use by those horses;
- (iii) it can be demonstrated that the proposal, on its own or cumulatively with other nearby horse related development, will not harm local landscape character;
- (iv) for commercial equine enterprises, a wider environmental assessment will be required;
- (v) the proposal should reflect the principles set out in the Authority's *Design Guide* supplementary planning document.

Economy and transport policies

2.21 Sustainable economic growth

2.21.1

The NPPF sets out the Government's objectives for sustainable economic growth:

- ◆ *plan proactively to meet the development needs of business and support an economy fit for the 21st century (paragraph 20);*
- ◆ *promote the vitality and viability of town centres, and meet the needs of consumers for high quality and accessible retail services (paragraph 23); and*
- ◆ *raise the quality of life and the environment in rural areas by promoting thriving, inclusive and locally distinctive rural economies (paragraph 28).*

Those objectives are equally as relevant to a National Park as to other areas of the country. Dartmoor hosts a wide range of businesses and industries, offers distinctive and vibrant town centres, and has countryside of great environmental and economic value. The Authority has worked with its constituent districts, and other business and commercial stakeholders to support small to medium sized enterprises in the Park. The National Park socio-economic duty (see section 1.2.4) forms an integral element of the Authority's operations. Business activities contribute to the overall character of Dartmoor as a living and working landscape.

2.21.2

An economic model of the National Park was developed in 2000 and has been updated regularly since. It enables an estimation to be made of the total Gross Domestic Product (GDP) of the National Park and indicates the contribution of different economic sectors to the local economy. In 2008 the largest contributor was the real estate/business activities sector with

24.2% of GDP, followed by distribution services, 15.4%; and hotels and catering 9.2%. Manufacturing accounted for 8.8%, and agriculture and forestry, 4.2%. Per capita GDP (2008) was £14,660, as against the UK figure of £21,119.

2.21.3

Unemployment rates in the National Park as a whole have generally remained below both regional and national rates – and unemployment has not been regarded as a major problem.

In March 2013, the National Park rate was 2.4%, with a SW region rate of 2.7% and a rate for England of 3.8%.

2.21.4

Within the National Park, the supply of potential employment land for development is low. Survey work looking at the occupation levels of employment estates in the National Park shows a consistently high occupancy rate. Reflecting the buoyancy of the real estate /business services sector in the National Park economy, office space has also been taken up well. No sites are allocated in this planning document for employment development. However, there is scope within the strategic economic growth policy, COR18, to enable appropriate sites to come forward for development to enable existing businesses to grow and to allow new small scale enterprises to start up. In addition, there are existing employment sites within settlements that could be redeveloped or regenerated, such as the wool store and tanning works at Buckfastleigh, to provide additional business space. Bearing these factors in mind, the retention of employment land for business purposes must remain the presumption unless there are substantial and clear benefits to be gained by permitting a change of use.

2.21.5

Some industrial and commercial activities require buildings of large volume or large open-air storage areas and space for vehicle manoeuvring, loading and parking. Other uses or processes may result in high levels of noise or produce dust or smell, or air, water or soil pollution. Where these sorts of uses have a significant environmental impact,

or require a level of vehicle movements which would cause problems on the local route network, or are intrusive by nature of the process carried out, they are considered to be inappropriate in the National Park.

Agriculture and forestry

2.21.6

Using land or existing buildings for the purposes of agriculture or forestry does not constitute development. Depending on size and other criteria, and as long as reasonably necessary for the purposes of agriculture, the construction, extension or alteration of a building is permitted. However, within the National Park a 'notification' system operates under which details of new farm and forestry buildings, the extension and alteration of buildings, farm and forest roads, waste deposits and some excavations have to be submitted to the Authority, enabling control over the siting, design and external appearance of such buildings and works. Other rural enterprise related development, which is not principally based on agriculture or forestry, does not have the benefit of permitted development rights.

2.21.7

Where planning permission for agricultural, forestry or other rural enterprise related development has to be sought, the guiding principles are that the proposed development should represent, environmentally and technically, an appropriate way of meeting the needs of the enterprise. The protection of local amenity, including landscape character, the settings of heritage assets, biodiversity and geodiversity protection, and surface drainage, is important. It can also be advantageous in terms of conserving built assets and local character if existing and, in particular, traditional buildings are re-used. In order to protect the special qualities of the National Park in the long term, conditions will be attached requiring that any structure which is permitted should be removed when it becomes redundant. Power and telephone cables supplying the development should be placed underground.

Policy DMD34: Agricultural, forestry and rural business related development

Agricultural, forestry and other rural enterprise related non-residential development will be permitted where the proposal complies with the following criteria:

- (i) there is a demonstrable need that is proportionate to the use of the land;**
- (ii) it relates well to local landscape features and other building groups;**
- (iii) it is located and oriented with respect to local topography so as to reduce intrusive effects;**
- (iv) it demonstrates a scale and form that is well related to its function;**
- (v) it will not cause unacceptable harm to biodiversity, geodiversity and archaeological and cultural heritage assets, natural drainage or soil stability;**
- (vi) efficient use is made of existing buildings;**
- (vii) existing non-traditional structures made redundant by the proposed development are removed.**

A condition will be attached to any permission for a new building requiring it to be removed if it becomes redundant for its original purpose and there is no other acceptable use. Power and telephone cables supplying the development should be placed underground.

Farm diversification

2.21.8

Farming is the principal land use in the Dartmoor National Park and helps sustain its special qualities. With increasing pressure on agricultural incomes, diversification of farm enterprises can provide the extra revenue that is needed to sustain enterprises. Care must be exercised to ensure that diversification proposals promote National Park purposes while supplementing farm and forestry incomes and sustaining the principal enterprise. The special needs of hill farming, which has helped to create and shape the character and distinctiveness of upland Dartmoor, are recognised. Environmental stewardship schemes and appropriate farm diversification schemes can play an important role in support.

Well conceived schemes for business purposes that are consistent in their scale with their rural location will be encouraged. They could include building conversion for business purposes, holiday accommodation, horse stabling, farm shops, food processing, farm visits, pick your own, and farm trails.

Policy DMD35: Farm diversification

Planning permission will be granted for development to support farm diversification enterprises where the proposal complies with the following criteria:

- (i) it is located on the farm holding or on land directly associated with the operation of the farm and is intended to support the farm enterprise;**
- (ii) it is consistent in its scale and environmental impact with the character and appearance of the area;**
- (iii) it is based on the scope to add value to the agricultural output of the holding and/or the commercial opportunities offered by the farm's buildings, or environmental qualities or cultural heritage assets.**

Traditional buildings should be used in preference to other types of structures. To ensure that any development remains ancillary and tied to the farm enterprise, planning agreements will be used or conditions will be imposed.

Signs and advertisements

2.21.9

Apart from the centre of Buckfastleigh, the whole of Dartmoor National Park lies within an Area of Special Control of Advertisements (ASCA). The designation enables the Authority to exercise additional control over the siting and appearance of most kinds of advertisements, billboards and signs. It also extends the Authority's power to deal with boards displaying local events and entertainment notices, advance direction signs and public safety notices.

2.21.10

The term 'advertisement' covers a wide range of signs, boards and notices. It includes fascia signs and canopy signs, estate agents' boards, flag advertisements and town and village name plates.

Some classes of advertisements are excluded from planning control, for instance, advertisements on enclosed land or on a moving vehicle. Other specified classes of advertisement have deemed consent, for instance, public transport information boards, forecourt advertisements, small notices and signs on premises, and professional and trade signs. If an advertisement is not excluded from control and does not benefit from a deemed consent, express consent of the local planning authority must be sought.

2.21.11

In determining an application for advertisement consent, only two issues may be considered—the interests of amenity and public safety. Within the National Park, the aims will be to ensure that signs and advertisements do not harm the amenity and special qualities of the National Park environment or prejudice road safety. Advertisement control is particularly important in relation to listed buildings, other heritage assets and conservation areas, where character, appearance and historic integrity are additional factors to be taken into account. Sustaining the vigour of local businesses is important to the economy of National Park communities and visitors. The aim will be to achieve acceptable solutions that do not detract from visual amenity or reduce road safety and yet are fully supportive of the local economy.

Policy DMD36: Advertisements and signing policy

On-site signs and advertisements will be permitted where:

- (i) the sign or advertisement is an appropriate size and shape and of a high standard of design;**
- (ii) there will be no adverse effects on public or highway safety;**
- (iii) the proposed sign or advertisement, in association with existing signs and advertisements, does not result in adverse cumulative impact;**
- (iv) no harm will be caused to the character and distinctiveness of the locality or the wider landscape of the National Park.**

Joint signing schemes will be promoted where benefits to local character, amenity and highway safety can be achieved by adopting a comprehensive approach to local signing and advertisement.

Advance signs

2.21.12

Environmental and highway considerations dictate against the proliferation of individual private advance signs. However, there may be occasions where these signs are necessary on purely safety grounds or to draw public attention to a business that is not easily seen from the public highway. It is important to prevent the proliferation of signs on county roads that could result from businesses set back from but having access onto such roads. One advance sign on each direction of approach would be appropriate. For tourism businesses not having a direct access onto a county road, only the minimum number of signs necessary to inform and direct visitors to the enterprise will be permitted.

Policy DMD37: Advance signs

Advance signing of individual businesses will be permitted where this:

- (i) improves road safety; or
- (ii) draws attention to a business that has direct access onto a county road, but which is not easily seen from it; or
- (iii) draws attention to a tourist business that is not located on the Dartmoor Route Network.

Only the minimum number of advance signs necessary to meet the objectives set out above will be permitted. In all cases, signing must comply with policy DMD36.

In exceptional circumstances, advertisement signs will be permitted where they relate to non-commercial uses or the operations of charitable organisations.

2.22 Transport Policies

2.22.1

Through its effect on the pattern of development, 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. The NPPF states:

'Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport' (paragraph 30).

2.22.2

In rural areas, planning policy generally has sought to direct housing, jobs, shopping, leisure etc. development to larger settlements with good public transport connections. In Dartmoor National Park, the objective is to promote better access to facilities without having to use private transport, and to encourage visitor access in environmentally friendly ways. This does not mean that appropriate development needed to support family life and business in the more remote parts of Dartmoor, which are totally dependent on access to private means of transport, will be discriminated against. Clearly, ensuring that people, wherever they live on Dartmoor, have access to essential services is vital to sustainable living.

2.22.3

Although generally regarded as part of the recreation and tourism provision, high quality cycle routes and public rights of way are also important to local communities and the public's health and well-being. Parts of the National Cycle Network cross Dartmoor, for example, NCR27 (the Granite Way) crosses the west side of the moor, and a number of promoted walking trails, such as the Two Moors Way and the Templer Way, also operate.

Work is also going forward at the local level to increase access and mobility opportunities over local networks, for instance the Wray Valley Trail, which will eventually run from Moretonhampstead to Bovey Tracey. There are long term aspirations for other links, such as from Moretonhampstead to Okehampton and Tavistock.

2.22.4

The role of technology will continue to expand, thereby reducing the need to travel. Many everyday activities can be done through the internet. It is recognised that poor access to information and communications technology is acting as a constraint on many rural businesses, affecting their growth and turnover. A high-speed and reliable broadband service is now considered as essential as utilities such as telephones, electricity and gas. The Government has made available funding, through Broadband Delivery UK, to ensure that the UK has the best broadband network in Europe by 2015. There may be some contingent development needed, e.g. at telecommunications masts and telephone exchanges, to facilitate the network improvements.

Dartmoor Traffic Management Strategy

2.22.5

The *Dartmoor National Park Traffic Management Strategy* was prepared jointly by Devon County Council and the Dartmoor National Park Authority. It was adopted as policy and published in 1994. It broke new ground, being the first such traffic management strategy prepared for a National Park. Since 1994, many of the proposals have been tried and succeeded; others have been tried and failed. An update of the strategy was carried out jointly by the Authority and Devon County Council in 2005. That exercise concluded that while progress had been made on implementing the strategy since 1994, its essential aims remained valid but that a fresh look at priority areas for action was needed to advise future work programmes and the *Devon Local Transport Plan*.

2.22.6

The *Traffic Management Strategy Review of Priorities for 2005-2011* sets out priorities for action under the following headings:

- ◆ visitor traffic
- ◆ access to remote and sensitive areas
- ◆ coach routes
- ◆ caravans
- ◆ public transport
- ◆ public rights of way
- ◆ access for the less mobile
- ◆ heavy goods vehicles
- ◆ safety and driver awareness
- ◆ development control
- ◆ design and local distinctiveness
- ◆ working together.

Devon and Torbay Local Transport Plan

2.22.7

The *Devon and Torbay Local Transport Plan-3 (LTP3)* vision is:

'Devon & Torbay's transport system will offer business, communities and individuals safe and sustainable travel choices. The transport system will help to deliver a low carbon future, a successful economy and a prosperous, healthy population living in an attractive environment'.

2.22.8

To achieve the LTP3's vision the strategy has five key strands:

- ◆ deliver and support new development and economic growth;
- ◆ protect the existing transport network by making the best use of the transport asset and prioritising maintenance;
- ◆ work with communities to provide safe, sustainable and low carbon transport choices;
- ◆ strengthen and improve the public transport network;
- ◆ become the 'place to be naturally active' by developing and investing in the rural and urban cycle and walking network.

The Authority will continue to work actively with Devon County Council as the highway authority in taking relevant proposals forward.

The Dartmoor Route Network

2.22.9

Dartmoor's roads have developed to serve the needs of local people and travellers crossing the moor. The physical capacity of these roads and their alignment is, in the main, unsuited to larger vehicles and heavy flows of recreation traffic. Potential traffic generation, road safety and the adequacy or otherwise of the local road network will be relevant factors in many planning decisions and in some cases may be overriding. A hierarchy of routes-the Devon Road Network-applies throughout the county. Within Dartmoor, the appropriate use of the Route Network is encouraged by publicity, signing and selective Traffic Regulation Orders. The Policies Map shows the Dartmoor Route Network. National routes are suitable for all vehicles; primary county routes are A class roads suitable for most types of traffic; secondary county routes are B class roads suitable for medium sized vehicles; access routes are suitable for cars and other small vehicles; service routes are suitable only for cars or very small vehicles (see Figure 4). An advisory coach route network has also been developed and progressively refined, to assist coach operators in their journeys through Dartmoor (see Figure 5).

2.22.10

The width and alignment of many of the roads on Dartmoor is such that additional traffic flows, particularly of large or heavy vehicles, is not acceptable. The potential for mitigating adverse traffic generation and road safety effects of development should be explored. Production of a traffic assessment and transport plan will be needed for most major development. Contributions to the provision of transportation infrastructure may ease the problems that would result from a particular development. Agreements requiring traffic management, traffic calming or contributions to public transport provision, may also make a proposal acceptable. Core Strategy policy COR21 sets out the underlying principles governing planning for transport in Dartmoor.

Access onto the highway

2.22.11

Where proposed development requires access onto the county road network, this must be capable of being provided in a safe and environmentally acceptable manner. The class of road as set out in the Dartmoor Route Network is relevant. Hedgebanks and hedges, trees, traditional gateways and other roadside features and monuments add greatly to the character of Dartmoor's road network. Care must be taken to protect the quality of these landscape and heritage assets. Where necessary, schemes should be accompanied by an assessment of the traffic impact on the route, to the satisfaction of the Highway Authority. Where the trunk road network is concerned (within Dartmoor only the A30 and A38 roads), the Highway Agency's views will also be taken into account. Wherever possible, access issues should be resolved at the outline application stage. The *Highway Management Protocol for Devon's Protected Landscapes*²³ provides useful guidance.

Policy DMD38: New accesses onto the public highway

Planning permission for development which includes a new or improved access onto a public highway will only be granted where, having regard to the standard, function, nature and use of the road, a safe access can be provided in a way which does not detract from the character and appearance of the locality.

Particular attention should be given to the need to retain hedgebanks, hedges, walls and roadside trees. Where a proposal is for a new access to improve a substandard access, a condition will be applied requiring the substandard access to be closed up in an appropriate manner.

²³ Craggatak Consulting (August 2009) for the Devon Highway Partnership

²⁴ As set out in the *Area Recreation Management Plan* (Figure 1) in the National Park Authority's *Recreation and Access Strategy for Dartmoor 2010-2017*

Provision of car parks

2.22.12

The ability of Dartmoor's road network and car parks to accommodate an increasing number of visitors' cars is limited. It is not practicable, nor would it be desirable in landscape terms, to cater for peak demand. The Authority does not anticipate a significant increase in parking capacity in rural areas except in areas of opportunity²⁴ where a need is agreed. The public car park at Princetown is well used and the feasibility of providing an extension will be considered. Car parking provision within many villages is very limited, and the amount of off-street parking that is available is in short supply. Parking problems are exacerbated by visitors' cars. This planning framework provides opportunity for improving capacity where needed and where it is environmentally acceptable. Funding such provision is likely to be problematic.

Policy DMD39: Provision of new car parks

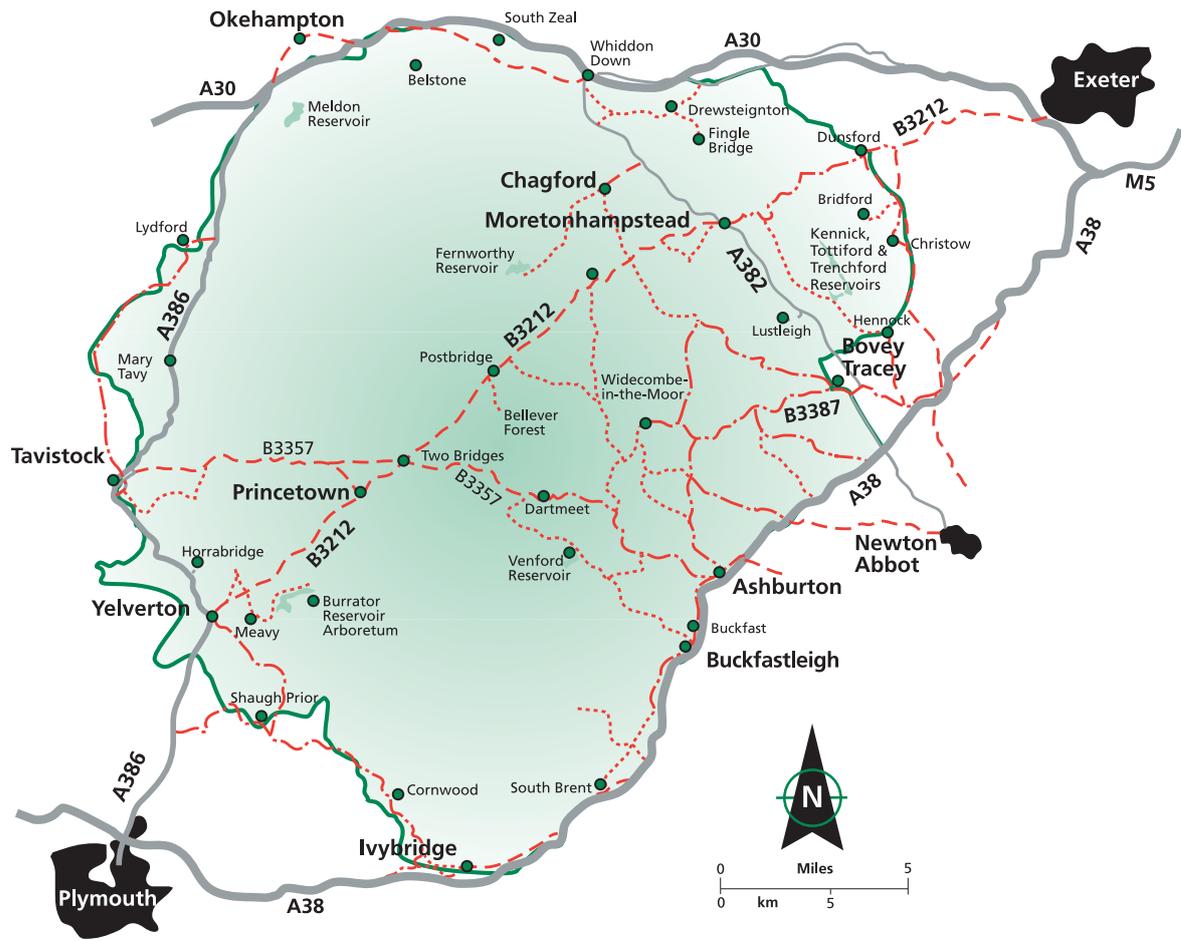
Planning permission will be granted for community car parks within or adjacent to the Local Centres and Rural Settlements where the proposed development:

- ◆ is necessary to alleviate traffic or environmental problems; or
- ◆ is necessary to provide for tourist demand.

Development should conserve the character and appearance of the locality. Outside designated settlements, new car parks will be permitted where:

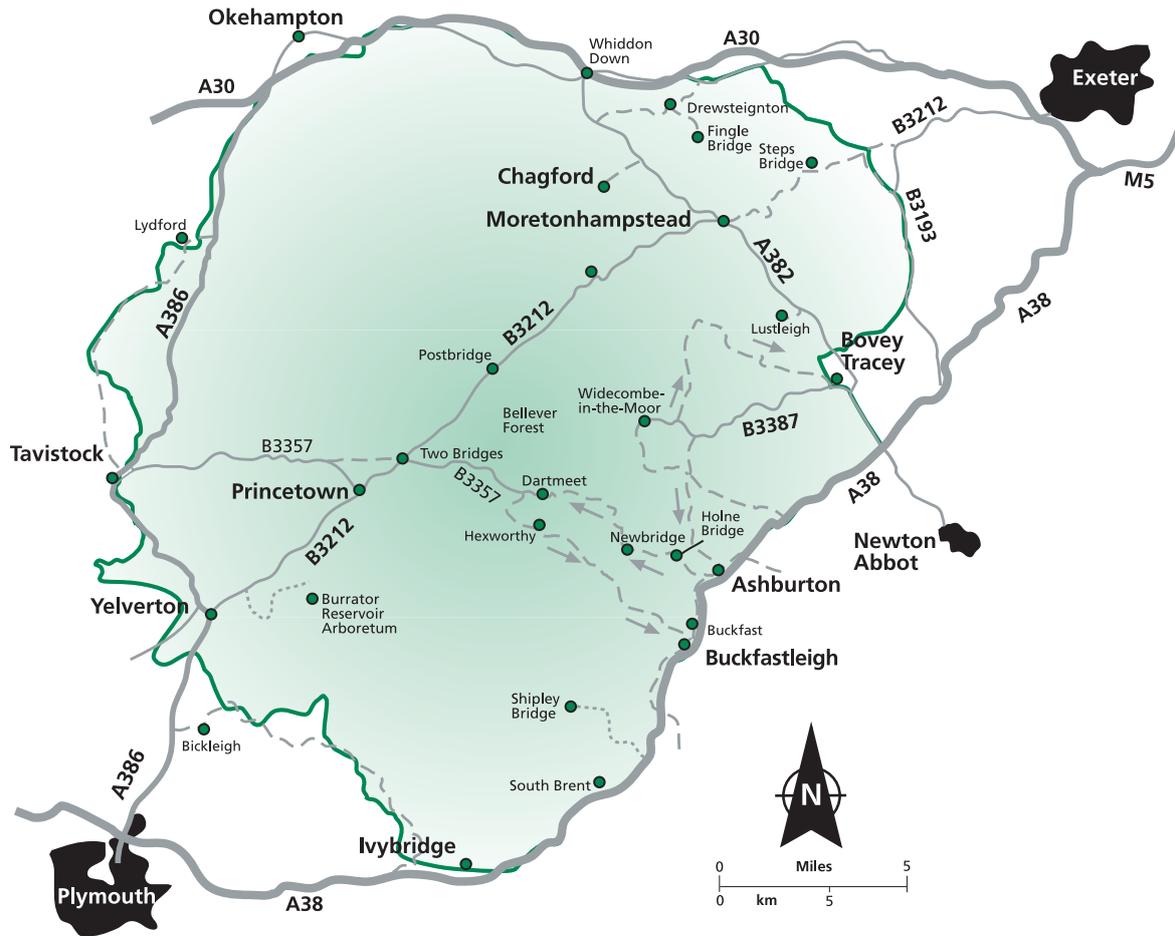
- ◆ there is evidence that overriding traffic management or recreation management benefits can be achieved; and
- ◆ there is good accessibility from an appropriate standard of road on the Dartmoor Route Network; and
- ◆ a sustainable drainage scheme is incorporated into the design; and
- ◆ there would be no material harm to the character and appearance of the locality or views from publicly accessible locations.

Figure 4: Dartmoor Route Network



- National Route
- County Primary Route
- - - County Secondary Route
- Access Route
- Service Route

Figure 5: Dartmoor Coach Route Network



- Recommended coach routes, accessible by vehicles up to 12m x 2.5m (53 seater coach)
- - - Routes passable with care by vehicles up to 10m x 2.39m (43 seater coach)
- One way system

Special restrictions in the Dart Valley

Holne Bridge and Newbridge-Traffic Orders prevent use by any vehicle longer than 10m (33ft).

Hexworthy Bridge-The bridge can only be negotiated by coaches with maximum dimensions of 10m x 2.4m and only in the direction shown.

Dartmeet-Coaches longer than 10m (33ft) can only approach and leave via Two Bridges.

Parking provision for new development

2.22.13

The level of car parking provided in new development plays an important role in the promotion of sustainable transport choices and the reduction of traffic related problems. Improvement of opportunities for access by alternative modes can help reduce congestion, accidents and air pollution and improve access opportunities for all sections of society. The guidance in Planning Policy Guidance 13 (PPG13) which said that development plans should set maximum parking levels for residential development has been revoked by the Secretary of State (January 2011). As far as non-residential uses are concerned, no minimum standards are prescribed, other than parking for disabled people.

2.22.14

For residential development in the National Park, the parking provision guidelines are based on the number of residents' and visitors' car parking spaces likely, on the basis of experience in Devon, to be needed by the type of development. A parking provision assessment may be provided by the developer or sought by the Authority in circumstances where less than the normal minimum number of car parking spaces would be appropriate.

Policy DMD40: Off-street parking provision for new development: residential

Off-street car parking for residential development should be provided, either within the curtilage of the property or allocated elsewhere at the following levels:

- ◆ **for detached and semi-detached dwellings: a minimum of two spaces per dwelling;**
- ◆ **for bedsits, flats, and terraced dwellings: a minimum of one and half spaces per dwelling or unit.**

Car free development will be considered favourably where reasonable alternative parking provision exists. Off-street car parking space provided as part of development will be protected where there is evidence that loss of

such space would exacerbate local traffic circulation problems.

2.22.15

For retail and leisure development located in town centres or on the edge of centres, local authorities may permit levels of parking above the national standards provided that they are satisfied that the parking will serve the town centre as a whole. The NPPF sets out the latest national policy guidance on setting transport standards. It says that if setting local standards for residential and non-residential development, local planning authorities should take into account:

- ◆ *the accessibility of the development;*
 - ◆ *the type, mix and use of development;*
 - ◆ *the availability of and opportunities for public transport;*
 - ◆ *local car ownership; and*
 - ◆ *an overall need to reduce the use of high-emission vehicles.*
- (NPPF, paragraph 39)

2.22.16

Local planning authorities adopt maximum parking standards reflecting local circumstances for non-residential development falling below the relevant thresholds. However, it would not be appropriate to put tight constraints on the parking space that is provided for new development on Dartmoor. Many places have no access to regular public transport services, and other resources such as cycle paths or even pavements may not be present. The remote rural areas also present their own special access problems. There may also be environmental reasons, for instance the need to conserve the quality of historic places, why a more flexible approach should be applied within the National Park. A transport assessment may be provided by the developer or sought by the Authority in circumstances where a proposal to exceed the normal maximum number of car parking spaces may be appropriate.

Policy DMD41: Parking provision for new development: non-residential

The level of vehicle parking and servicing facilities to be provided with non-residential development shall not exceed the maximum specified in the parking provision guidelines as set out below, or as specified in the submitted and approved Transport Assessment.

2.22.17

Conflicts may arise where private vehicular rights exist over public rights of way used by walkers and riders. Planning decisions should not exacerbate the potential for conflict.

Policy DMD42: Development affecting a public right of way

Development that would increase vehicular traffic on footpaths, bridlepaths or byways open to all traffic to the detriment of their enjoyment by walkers and riders will not be permitted unless there are overriding social, economic or environmental conservation benefits arising from the proposal.

Use (Use Class)	Maximum non-operational parking standards (gross floorspace [m ²])	Operational servicing requirement (gross floorspace [m ²])
A1 Shops (including garden centres)	1 space per 14m ² Staff: 1 space per 100m ²	Supermarkets: >1000m ² - 1 lorry space
A2 Financial & Professional Services	As shops (A1)	N/A
A3 Restaurants & cafes & A4 Drinking establishments	1 space per 5.5m ² (dining area) 1 space per 2m ² (drinking customer area) Staff: 10% of customer parking	1 lorry space
B1 Business (a) Offices (other than A2) (b) Research & development of products or processes (c) Light industry	1 space per 28m ²	Except for light industry – 1 lorry space Light industry – 1 lorry space per 1000m ²
B2 General industrial	1 space per 32.5m ²	1 lorry space per 100m ²
B8 Storage & Distribution	1 space per 200 m ²	
C1 Hotels (including boarding house or guesthouse)	1 space per bedroom Restaurant & Bar (see A3 & A4) Staff: 10% customer parking	1 lorry space

2.23 Tourism Policies

2.23.1

The tourism industry is an important generator of income on Dartmoor. The Dartmoor Economic Model showed that the hotels and catering sector produced 9.2% of the total economic output (Gross Value Added) of the National Park in 2008. Figures from a STEAM²⁵ economic model showed total tourist spend (which includes indirect spending and VAT) in Dartmoor for 2009, 2010 and 2011 of £144.0m, £152.0m and £156.8m respectively. Tourism can, however, impact on the local environment in terms of development pressures, increased traffic flows, car parking demand and dilution of some of the special qualities of the National Park, in particular its tranquillity. The development of the tourist industry must not be at the expense of those special qualities.

2.23.2

Development of the tourist industry within Dartmoor depends upon co-operation and mutual understanding between the National Park Authority, tourism agencies and the tourist industry operating both within the National Park and in the wider area. To this end, the Dartmoor Partnership Ltd has been established to provide a networking mechanism and to help co-ordinate the activities of a variety of organisations working for the development and promotion of sustainable tourism on Dartmoor and its sphere of influence.

Visitor attractions

2.23.3

Proposals for visitor attractions should draw on 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. Core strategic policy COR19 sets the overall approach to tourism development. Proposals should respect the quality of the landscape and the local built environment, with their scale, siting and design complementing and, wherever possible, enhancing the locality.

The local road network should be capable of serving the proposed development adequately and safely. Wildlife, geological and archaeological interests can be easily damaged and may be difficult if not impossible to replace; they must therefore be safeguarded. Much of the National Park is valued for being wild and remote; those qualities must be protected. There are limits to the amount of use that remote areas can sustain before the quality of the recreational experience is diminished for all.

2.23.4

Outside settlements, the protection of the landscape, environment and the special qualities of the National Park is the overriding policy principle. Proposals for visitor attractions must therefore be considered carefully. Strategic Policy COR18 covering business development gives additional guidance. A more flexible approach can be taken towards proposals within Local Centres and Rural Settlements. The conversion of appropriate buildings offers a positive way of conserving the existing built form of a settlement and can help to ensure that development will relate well to the character of the surrounding area. Care will be needed to ensure that incremental development of visitor attractions does not harm the character of the area. Large scale tourism development, unrelated to Dartmoor's special qualities and which could equally well be located elsewhere, cannot be justified. Such proposals will be determined under Policy DMD2.

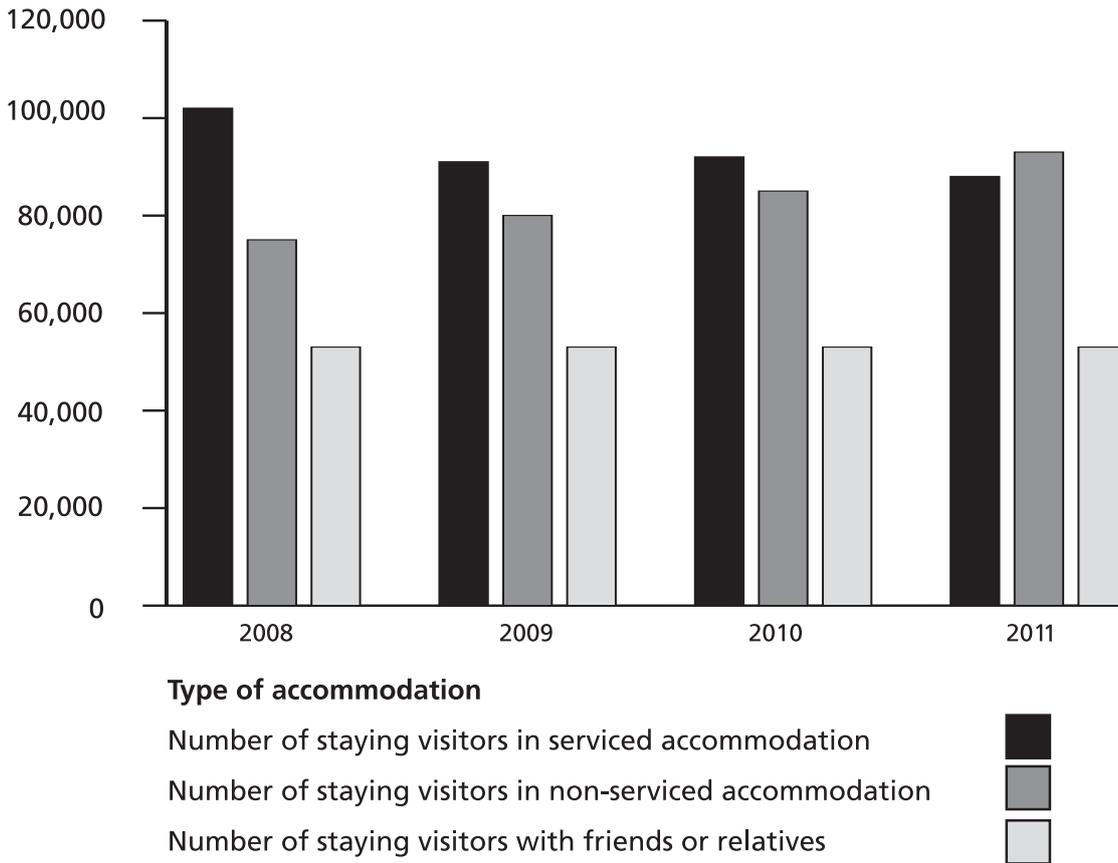
Policy DMD43: New visitor attractions and development of existing enterprises

New tourism development and the expansion of existing tourism businesses will be permitted where:

- (i) the proposal will provide opportunities for visitors to increase their awareness, understanding and enjoyment of the special qualities of the National Park in a way that conserves or enhances those special qualities;**

²⁵ Scarborough Tourist Economic Activity Model.

Figure 6: Staying visitors to Dartmoor by type of accommodation



- (ii) the proposal will not generate an increased level of activity, including noise, that would significantly detract from the experience of visitors and the quality of life of local residents;
- (iii) the development can be satisfactorily accessed from the road network or by other sustainable modes of transport including public transport, walking, cycling or horse riding;
- (iv) it will make use of an existing building. Proposals for new buildings will be expected to demonstrate that the facility cannot be satisfactorily accommodated within an existing building at the location.

Tourist accommodation

2.23.5

Accommodation enterprises play a large part in generating tourism income in the National Park. Figure 6 shows staying visitors by type of accommodation over recent years, taken from the STEAM model.

2.23.6

There may be opportunities in Local Centres and Rural Settlements for new hotel and guest house businesses where these will not detract from the distinctive character of the settlement. The extension and improvement of existing facilities and the conversion of large houses or other large buildings is also justifiable; it adds to the provision of additional bed spaces and can improve the quality of provision without major impact on the landscape. It also helps the local economy. The provision of bed and breakfast facilities and camping and bunk barns also adds to the variety and amount of accommodation on offer and usually will have a limited impact on the locality.

2.23.7

The provision of newly built holiday flats and cottages amounts to the development of new dwellings for which there is no overriding justification. While as a result there may be marginal improvements which would benefit the local economy, the effect on the

countryside and built environment will usually outweigh those benefits. The subdivision of existing residential properties to provide holiday flats is also undesirable where this will remove permanent accommodation from the local housing market, to the detriment of National Park residents.

2.23.8

The conversion of traditional buildings or other non-residential buildings to provide holiday accommodation will be acceptable where proposals comply with policies COR19 and DMD9. Exceptionally, permission will be granted as part of a farm diversification exercise (under policies COR20 and DMD35) to convert other buildings, where permission would otherwise be refused. In such circumstances, conditions will be attached restricting the use to holiday accommodation only. The replacement of substandard holiday flats will also be acceptable if this would lead to an improvement in the quality of the local environment.

2.23.9

The impact of static holiday caravan sites in the National Park can be considerable. This type of development can detract from the distinctive character of the National Park landscape. The expansion of existing sites will not be permitted. Redevelopment of existing sites to provide chalet accommodation may, however, be acceptable where this improves local amenity. Provision of new touring caravan sites should take place outside the National Park where there is better access for towed caravans. Proposals intended to upgrade and improve the amenity of existing sites will be permitted.

2.23.10

Tent and, in some locations, motor caravan sites are less intrusive and do not require such good road access as touring caravan sites. Where such proposals are linked to a farm diversification exercise, or are located near a Local Centre or Rural Settlement, and where a need for a facility clearly exists, then proposals will be considered favourably.

With resurgence in holidays within the UK, many campsites have extended the range and choice of accommodation. This can include such structures as yurts (round tents with padded canvas roof and walls) and camping pods (small wood or metal structures often of innovative design). Providing such structures are small scale, are easily moved and removed and there is no adverse effect on landscape character, there is no reason why they should not be used to improve the accommodation offer.

Policy DMD44: Provision of tourism accommodation

Planning permission for tourism development will be permitted where it comprises:

- (i) new small scale hotels and guest houses or the conversion of existing buildings for short stay accommodation within Local Centres and the conversion of existing buildings for short stay accommodation within Rural Settlements;**
- (ii) small scale sympathetic extensions and alterations to hotels and guest houses;**
- (iii) accommodation in large houses in the countryside, including the conversion to ancillary serviced accommodation and self catering units of buildings in close proximity to the main dwelling and where management of the tourism enterprise is undertaken from that dwelling;**
- (iv) accommodation provided as part of an acceptable farm diversification exercise;**
- (v) replacement of substandard holiday units where that would lead to an improvement in the character and appearance of the locality;**
- (vi) small scale tented camping sites including camping pods or other similar structures provided as part of a farm diversification exercise where there is no harm to the landscape;**
- (vii) works to existing caravan, chalet or lodge sites to reduce adverse environmental effects or improve visual amenity.**

New holiday accommodation will be subject to conditions to ensure that:

- ◆ **the accommodation is occupied for holiday purposes only; and**
- ◆ **the accommodation is not occupied as a person's sole or main place of residence; and**
- ◆ **the owners/operators of the accommodation maintain an up-to-date register of the names and main home addresses of all occupiers and that they make this information available to the Authority on request.**



TEIGN VALLEY
COMMUNITY HALL

Teign Valley Community Hall, Christow © DNPA

Part 3 Settlement policies and proposals

3.1 Settlement boundaries and site development

3.1.1

This Part of the document sets out the detailed policies and proposals that apply to specific settlements within the National Park. There is an inset map and written statement for each settlement. The text highlights relevant development issues and topics. The maps define particular areas or features that are important for social or environmental reasons, and allocate sites for specific uses where appropriate. Where they have been undertaken, parish plans and village design statements have been taken into account. The written statement also refers to information from recent local housing needs surveys.

3.1.2

The inset maps show the boundaries of conservation areas and any other information needed to interpret and apply the general policies at local level.

3.1.3

The larger settlements of the National Park, the Local Centres, will have the most varied development needs as they are expected to cater for local requirements and those of the surrounding rural hinterland. Where it is necessary to indicate specific places for community related development in these settlements, site allocations are made. Rural Settlements have limited scope to sustain new development. Proposals at those places will be small scale and intended to provide housing and other services needed within the locality.

3.1.4

The inset maps also show settlement boundaries for each Local Centre. The boundaries define the built up area of each settlement, to clearly demarcate between urban area and countryside, for the purposes of applying relevant development management policies.

They do not indicate areas where new development will, in principle, be considered appropriate. Individual proposals will be considered on the basis of the relevant policies and their merits.

3.1.5

Development in the Rural Settlements will be small scale. The generic development management policies and Core Strategy will in most cases be capable of providing the necessary guidance. No settlement boundaries are defined for the Rural Settlements.

3.1.6

Larger developments (such as those in excess of 10 houses) should be carefully assessed to ensure they meet the needs and aspirations of the local community while taking in to consideration their sensitive location within the National Park. In certain cases the Dartmoor National Park Authority (DNPA) may prepare or commission a development brief in order to provide additional guidance for the development of a specific site. A masterplan prepared by or on behalf of the applicant or developer can also be an effective tool, providing a strategic approach to the development of larger sites. These should clearly reflect any relevant proposal or policy in the development plan and any development brief. Site specific planning, through a development brief or masterplan, is considered the most appropriate tool to demonstrate that sustainable development is locally distinctive, meets the ambitions for the site and has the support of the local community, parish/town council, the Authority and other relevant stakeholders.

3.1.7

The Authority has considered the potential housing yield of sites on the basis of the methodology for the Strategic Housing Land Availability Assessment (SHLAA) and would generally therefore anticipate development at approximately 40 dwellings per hectare. Only through development briefs, masterplans and subsequent planning applications will the precise number of houses to be built on a site become clear.



Fore Street, Buckfastleigh © DNPA

Policy DMD45: Settlement boundaries and site development

Settlement boundaries shown on the Local Centre inset maps define the built up area of settlements within which new community related development should be located. Within the settlement boundaries householder and minor development will be permitted where it is compliant with the policies of the development plan including sites allocated for specific uses.

Proposals on specific sites allocated in the development plan should be supported by a development brief or masterplan for the entire allocated site, prepared in association with the local community, relevant stakeholders and the Authority; this may also apply to other unallocated sites which may come forward. The development brief or masterplan should demonstrate how the proposal will help sustain the vibrancy of the community and contribute towards meeting the settlement vision over the plan period.

3.1.8

Parish plans and village design statements can make valuable contributions to spatial planning at settlement level. These documents are prepared by local groups, generally with strong links with the parish councils, and with high degrees of input from local people. They give expression to local needs and highlight community aspirations. They will continue to guide and advise development and management decisions in the National Park's settlements.

Policy DMD46: Parish plans and development management

Where a parish plan, appraisal or village design statement has been prepared and has been endorsed by the town or parish council, the relevant recommendations and/or action plans of such documents will be regarded as material considerations in the determination of local development proposals.

3.1.9

The *Localism Act 2011* enables local communities to prepare their own neighbourhood plans and development orders. These planning documents must be in conformity with the strategic elements of the development plan. They are also subject to examination and a local referendum. If prepared and approved, a neighbourhood plan will become part of the development plan.