



DARTMOOR LOCAL PLAN

# DARTMOOR LOCAL PLAN

## 2018-2036

Final Draft

(Regulation 19 Consultation)

September 2019



# Public Consultation on this draft Local Plan

## About this Consultation

This consultation sees the publication of the final draft of the Dartmoor Local Plan, giving you the opportunity to read the document and share your comments with us. It aims to ensure the plan may be found sound by an Inspector at examination stage. The final draft will be published on 16 September 2019, with the consultation period running until 1 November 2019.

Following this consultation, provided comments do not highlight that major changes to the plan are necessary, we will submit this final draft and your comments for examination in early 2020.

Below are some questions to consider when commenting on the plan:

- Are there any policies you particularly support, and why?
- Are there any policies which you consider not to be 'sound'? If so, why and what needs changing for the Plan to be found sound?

Please note this Plan has been several years in the making, so issues not raised previously should be supported by clear reasoning and evidence to justify changes.

### How can I comment?

Using the online form or downloading the questions to complete and return by email or post. We can only accept comments in writing.

[www.dartmoor.gov.uk/localplanreview](http://www.dartmoor.gov.uk/localplanreview)

### Who should comment?

Everyone and anyone who cares about Dartmoor - don't miss this opportunity to help us plan for the future of the National Park. We want to hear from residents, community groups, visitors and businesses, as well as developers, national organisations and other organisations.

### Where can I view the draft Plan in hard copy?

At Parish and Town Council offices, libraries, visitor centres and Local Authority headquarters (a full list of locations can be found on our website).

[www.dartmoor.gov.uk/localplanreview](http://www.dartmoor.gov.uk/localplanreview)

### How is the Local Plan drafted?

Production of the first draft local plan has been guided by previous community engagement and consultation, as well as considerable research and evidence gathering. The policies in the plan must be based on evidence, all of which you can view in the '[background evidence](#)' section of our website.

### What do we mean by 'sound'?

Government guidance<sup>1</sup> states that to be adopted, a plan must be deemed 'sound', meaning it should be:

- ✓ **Positively prepared** (meeting the area's needs; informed by agreements with other authorities)
- ✓ **Justified** (appropriate; taking into account reasonable alternatives; based on proportionate evidence)
- ✓ **Effective** (deliverable over the plan period; based on effective joint working with other local authorities on cross-boundary strategic matters)
- ✓ **Consistent with national policy**

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<sup>1</sup> [National Planning Policy Framework \(MHCLG, 2019\)](#)

## The Local Plan timeline

**2016 onwards** – [Evidence Gathering](#) – we collected evidence to help us prepare the plan

**Winter 2016** – [Issues Consultation](#) – we shared what we think are the key issues and the evidence we are collecting, and you told us your views.

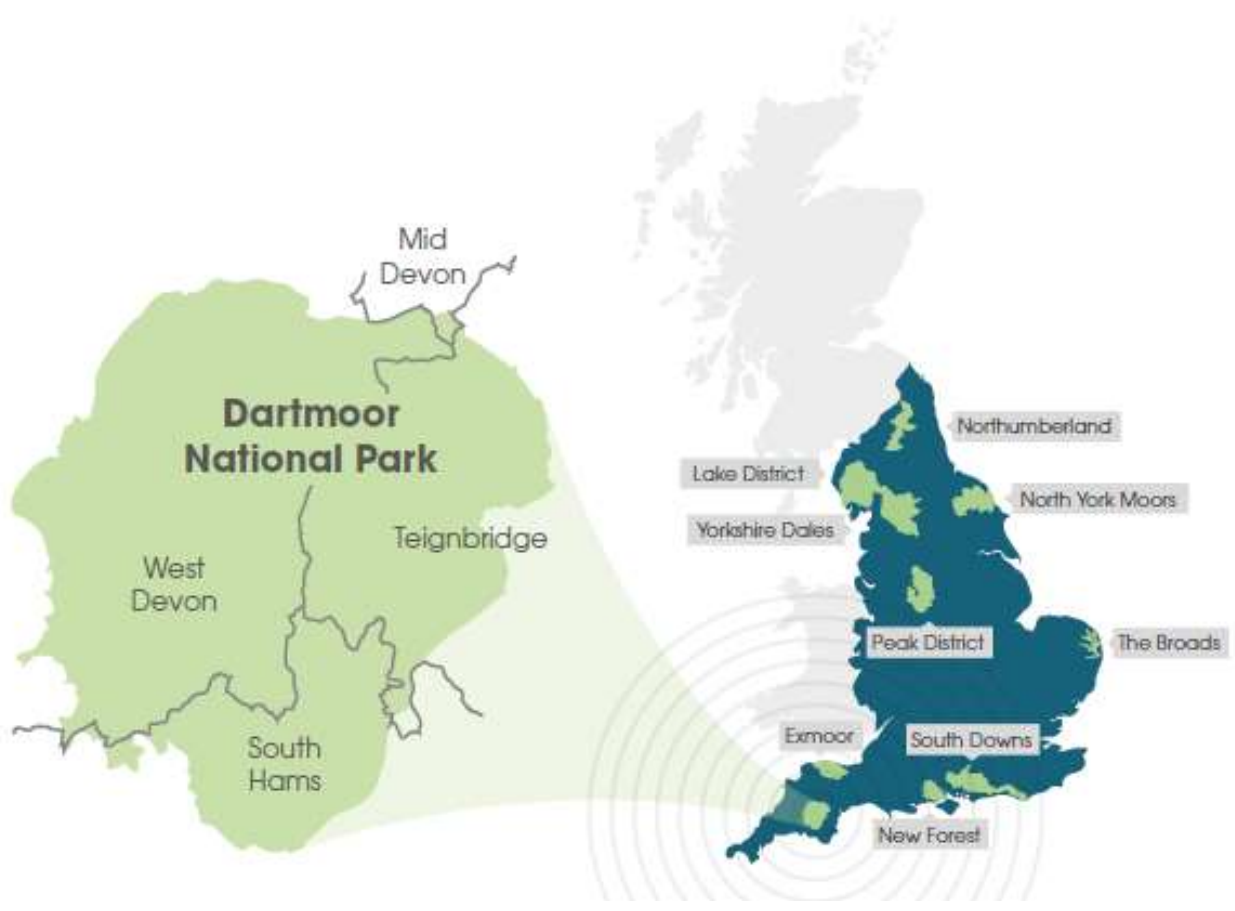
**Autumn 2017** – *Further Consultation* – We held further consultation events with Town/Parish Councils and local communities regarding settlement strategy and site allocations.

**Winter 2018** – *First Draft Local Plan* – we published the first draft local plan and invited you to comment on it.

**Autumn 2019** – *Final Draft Local Plan* – we publish the final draft local plan and invite you to comment. Any comments received are submitted alongside the plan at the next stage.

**2020** – *Submission and Examination* - the revised draft local plan and your comments are submitted for examination. Public hearings are held to discuss soundness, and an inspector's report may require modifications. You will be invited to comment on these modifications.

**2021** – *Adoption* – the plan is adopted and used to decide planning applications.



Dartmoor National Park is one of 10 National Parks in England, it covers an area of 954 square kilometres and is the largest open space in southern England. Dartmoor is home to 34,000 people.

Dartmoor National Park Authority (DNPA) was established in 1997 as an independent governmental body to conserve and enhance the National Park's natural beauty, wildlife, cultural heritage and special qualities, and promote their enjoyment and understanding. DNPA is the Local Planning Authority for the National Park, including the areas of Teignbridge, West Devon, Mid Devon and the South Hams within its boundary.

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## About the Local Plan

This is the Regulation 19 Draft Local Plan (Development Plan) for Dartmoor National Park 2018-2036. This document is the second formal step in the review of Dartmoor's Local Plan which will in time replace the Core Strategy (2008), Development Management and Delivery DPD (2013) and Minerals and Waste Plan (2004).

The Dartmoor National Park Local Plan guides what development can and cannot happen in Dartmoor National Park.

The Local Plan:

- conserves and enhances the National Park's 'Special Qualities', and protects special areas and features within it from harmful development;
- decides the type and amount of development required to meet the needs of Dartmoor's communities and businesses (e.g. housing, employment, open space, essential infrastructure);
- identifies where development can take place;
- encourages redevelopment of vacant buildings or land, or other areas;
- helps reduce the National Park's contribution to climate change; and
- reduces the need to travel by providing land for homes, schools, shops and businesses close together.

The Local Plan cannot:

- force development to go ahead, this is decided by land owners and developers, and influenced by economic conditions;
- decide which businesses undertake development or occupy premises;
- prevent businesses, schools, hospitals or other services from closing;
- control things which are not 'development', such as vegetation cover or land management;
- decide the availability, quality or frequency of public transport; or
- please everyone, all of the time. The Local Plan must strike a balance in the best interests of the National Park as a whole. With a range of views of how this is achieved it is the purpose of the planning system to make a judgement, which some may agree with and some may not.

The Local Plan is the starting point for all planning decisions in the National Park. Planning decisions must be made in line with the Local Plan, unless material planning considerations indicate otherwise.

This Local Plan is consistent with National Policy (the National Planning Policy Framework<sup>2</sup>) and reflects a range of other relevant legislation and guidance. Most crucially, this Local Plan is a key way in which we pursue National Park purposes, and the duty. The Local Plan sits alongside the National Park Management Plan, which is a key document setting out how joint strategy and partnership working will shape Dartmoor in the future.

The overall strategy and the policies contained within the Local Plan must strike a careful balance between:

- pursuing National Park purposes;
- supporting the duty to foster the economic and social wellbeing of communities;
- delivering sustainable development;
- meeting the aims of government policy and guidance; and
- supporting and engaging local communities and all with an interest in Dartmoor, in how

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<sup>2</sup> [National Planning Policy Framework \(MHCLG, 2019\)](#)

decisions are made and places are changed to meet their needs.

The Local Plan has been prepared taking into account the Duty to Co-operate<sup>3</sup>, with strategic cross-boundary issues considered jointly with neighbouring Local Planning Authorities. The National Park Authority also seeks to influence adjoining Authorities in pursuit of National Park purposes.

Neighbourhood Plans must be consistent with the strategic policies of this Local Plan. Neighbourhood Plans which are in force, will be a material planning consideration when making decisions on planning applications.

The Authority will produce a monitoring report at least annually in order to ensure the ongoing effectiveness of the Local Plan policies. This will measure policy performance against a series of indicators and targets which are set out in the Monitoring section (Appendix A).

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<sup>3</sup> The Duty to Cooperate is a legal test that requires co-operation between local planning authorities and other public bodies to maximise the effectiveness of strategic policies in Local Plans.

# Using the Local Plan

The Local Plan is divided into seven chapters.

Chapter

1	Vision, Spatial Strategy and Planning Applications
2	Environment
3	Housing
4	Communities, Services and Infrastructure
5	Economy
6	Minerals, Waste and Energy
7	Towns, Villages and Development Sites

Chapter 1 includes the overall vision for the National Park and general policies for planning applications. It also sets out the spatial strategy all other policies work within.

Chapters 2 - 6 set out policies for certain development types. These chapters all work to achieve

Chapter 7 contains policies for different towns and villages and identifies land

The nuts and bolts of the Local Plan are the strategies and planning policies included in each chapter.

## Strategies

Each chapter begins with a short strategy, which describes what the following planning policies aim to achieve.

## Planning Policies

The planning policies in the Local Plan are what we use to decide planning applications, all development in the National Park should comply with them. There are 'strategic' policies and non-strategic policies. Strategic policies address Dartmoor's development priorities. All other policies address non-strategic matters.

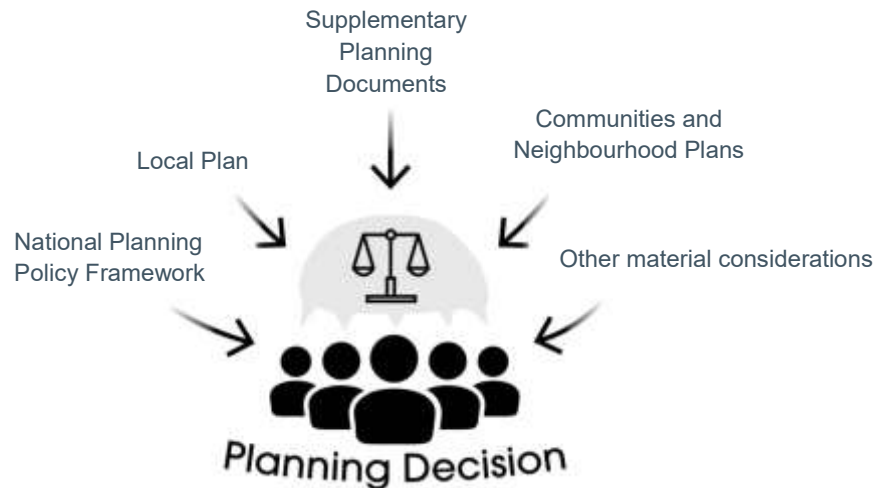
There is supporting text, or preamble, before each policy. This text explains the purpose for and reasoning behind the policy. Some important evidence may be summarised, but the majority of supporting evidence is included within Topic Papers and other reports in our [online evidence base](#).

All strategies and planning policies appear in coloured boxes to help draw your attention to them. But do not forget the supporting text is also important.



## Reading the Local Plan

**The Local Plan should be read as a whole.** No single policy can be used in isolation, and all relevant policies, together with National Policy, Neighbourhood Plans, Supplementary Planning Documents and any other material planning considerations may be relevant in making a planning decision.



## Understanding the Local Plan

There are key words in the plan which make a big difference to how it will be applied:

**'Will'** or **'must'** is used where there is a specific legal, regulatory or policy requirement that must be complied with.

**'Should'** is used for minimum good practice guidance you should follow unless there's a good reason (supported by evidence) not to.

**'And'**, **'or'**, or **'and/or'**? It's important to know the difference when reading policies:

**And** is used to join parts of a policy which all must be complied with.

**Or** is used when either one part or another part of a policy can be complied with.

**And/or** is used when parts of the policy can be taken either together or as alternatives.

Many planning terms have specific definitions; some are even set out in law. Definitions of terms in the Local Plan are in the **Glossary** at the end of the document and should be used to help you understand the plan.

# 1 Vision, Spatial Strategy and Planning Applications

## Strategy - Spatial Strategy and Planning Applications

Development is focussed upon protecting the National Park's Special Qualities, whilst meeting the needs of its communities. Development should maximise the use of brownfield land and existing buildings. Major development will not take place in the National Park other than in exceptional circumstances.

Housing and employment development will take place in the most sustainable settlements, where the mix of people, homes, jobs and infrastructure make for the most efficient use of resources, minimising our impact on climate change. Most development will take place in Local Centres, the largest and most sustainable settlements in the National Park, where land is allocated to meet identified local need for affordable housing, employment uses, or opportunities for regeneration. In Rural Settlements, Dartmoor's larger villages, development may come forward at a smaller scale, in order to meet identified housing, employment and infrastructure needs for that community and where there are specific redevelopment opportunities. In Villages and Hamlets, the National Park's smallest and most sensitive villages, only small scale affordable housing development or small scale business growth is appropriate. Outside classified settlements development will principally support the needs of farming, forestry and other rural land-based enterprises, where it can be shown that it needs to take place in the open countryside.

All new development should be of a high standard of design, accessibility and sustainability. All planning applications must be informed by a thorough understanding of the site and its surroundings, and respect the amenity enjoyed by its neighbours.

## 1.1 National Park purposes and Special Qualities

**1.1.1** English National Parks were created with two purposes which are set out in law<sup>5</sup>. These shape what the National Parks are, the reason for their designation and how they should be managed.

**First Purpose:** To conserve and enhance the natural beauty, wildlife and cultural heritage of the area.

**Second Purpose:** To promote opportunities for the understanding and enjoyment of the Special Qualities of the National Park by the public.

**1.1.2** Pursuit of the purposes can lead to conflicts, such as the need to conserve wildlife and habitats, but also encourage people to enjoy and learn from the countryside. In circumstances where the purposes of the National Park conflict the Sandford Principle is used to guide decision making. The Sandford Principle states that if there is a conflict between National Park purposes which cannot be resolved, the first purpose, of conserving and enhancing the natural beauty, wildlife and cultural heritage, will be given greater weight.

**1.1.3** National Parks have not however been designated as wilderness parks; their communities are fundamental to their character. The Government therefore placed a social and economic duty upon

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<sup>5</sup> [Environment Act \(1995\)](#)

National Park Authorities themselves.

**Duty:** To seek to foster the economic and social wellbeing of the local communities within the National Park.

**1.1.4** Authorities must ensure that, in their work furthering National Park purposes, they have regard and give appropriate weight to the economic and social interests of those who live in the National Park. The duty is secondary to National Park purposes and pursuing the duty should be compatible with and not undermine the purposes. It should also be noted that the Sandford Principle relates to the purposes, and not to the duty.

**1.1.5** All relevant authorities, including statutory undertakers and other public bodies, are required by law<sup>4</sup> to have regard to National Park purposes. The Defra Vision and Circular on English National Parks and the Broads<sup>6</sup> provides guidance on achieving National Park purposes and the duty.

**1.1.6** National Park purposes and the duty are at the heart of all the planning decisions the Authority makes. It is the purpose of the Local Plan to detail how the National Park purposes and the duty will be used in day-to-day decision-making to ensure they are achieved.

### **Strategic Policy 1.1(2) Delivering National Park purposes and protecting Dartmoor's Special Qualities**

1. Development will be permitted that furthers, and does not prejudice, the statutory National Park purposes of:
  - a. conserving and enhancing the natural beauty, wildlife and cultural heritage of the area;  
**and**
  - b. promoting opportunities for the understanding and enjoyment of the Special Qualities of the National Park by the public.

Development which complies with the policies in this Local Plan will be considered consistent with National Park purposes.

2. Where there is a conflict between the National Park's purposes, greater weight will be attached to the first purpose. In pursuit of the purposes, the Authority will have regard to its duty to seek to foster the economic and social well-being of the local communities within the National Park, provided such development is compatible with National Park purposes.
3. We will work with others to influence their plans, strategies and proposals to ensure development outside Dartmoor National Park does not damage its setting, Special Qualities or otherwise prejudice the achievement of National Park purposes.

## Special Qualities of Dartmoor National Park

**1.1.7** Dartmoor's Special Qualities are the National Park's distinctive and significant features which distinguish it from other areas. The combination of the Special Qualities are what justifies Dartmoor being designated and protected as a National Park. The Special Qualities of Dartmoor National Park

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<sup>6</sup> [English National Parks and the Broads: UK Government Vision and Circular \(Defra, 2010\)](#)

include its landscape character, geology, biodiversity, archaeology, history and the rural communities who live and work within Dartmoor now and the history of those who have lived here in the past.

**1.1.8** Through consultation with communities and stakeholders the Dartmoor National Park Management Plan<sup>7</sup> defined Dartmoor's Special Qualities in detail. These Special Qualities clarify what is important to conserve and enhance, and to promote the understanding and enjoyment of in relation to National Park purposes and are often referenced in the Local Plan's policies. Dartmoor's Special Qualities are:

- a distinctive landscape and valuable biodiversity, including:
  - windswept upland moors with far reaching views and a sense of remoteness and wildness, distinctive granite tors surrounded by loose rock or 'clitter', and large expanses of grass and heather moorland, blanket bogs, and valley mires providing habitats for distinctive wildlife such as skylark and cuckoo, and rarities including Vigur's eyebright and southern damselfly;
  - sheltered valleys with upland oak woodland, rhôs pasture and fast-flowing boulder-strewn rivers, home to characteristic wildlife including the pied flycatcher and salmon, and rare species such as the marsh fritillary butterfly; and
  - enclosed farmland with small irregular pasture fields bounded by dry stone walls and hedgerows providing a mosaic of different wildlife habitats, including hay meadows and species-rich dry grasslands with wildlife such as the beautiful greater butterfly orchid.
- a varied geology, including the granite bedrock providing the dominant building material throughout history, and a wide range of valued minerals including tin, copper, lead, silver and arsenic;
- timelessness - a place spared many of the intrusions of modern life, with dark night-time skies;
- tranquillity, where it is possible to find absolute peace, offering spiritual refreshment and opportunities for quiet reflection, escape and creativity;
- unrivalled opportunities to roam at will over the extensive open moorland, and an exceptional rights of way network for walking, riding and cycling;
- traditional farming practices, using the moorland commons for extensive grazing of hardy cattle, sheep and ponies including locally distinctive breeds;
- clean water, the catchment area for most of the rivers of Devon – historic leats still supply water to surrounding settlements. The peatlands and open water of the reservoirs provide an important water store helping to regulate the flow of water off the moor;
- one of the most important archaeological landscapes in western Europe revealing a chronology of human activity stretching back over 8,000 years, from ancient field systems to the legacy of tin mining;
- a wealth of historic buildings, structures and townscapes, including a strong medieval settlement pattern of scattered farmsteads, hamlets, villages and towns, set within enclosed farmland surrounding the open moor and linked by an intimate pattern of sunken lanes;
- resourceful rural communities with distinctive culture and traditions, characteristic ways of life, local crafts, fairs, food and drink;
- an inspirational landscape of legends and myths that has inspired art and literature through the centuries and continues to inspire; and
- opportunities for discovery, challenge and adventure for all.

## 1.2 The Vision for Dartmoor National Park

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<sup>7</sup> [Dartmoor National Park Management Plan 2014–2019 \(DNPA, 2014\)](#)

**1.2.1** When planning for Dartmoor’s future the Local Plan seeks to ensure development is environmentally, socially and economically sustainable. To achieve this, the Local Plan must balance the needs of people, communities, businesses, and the natural and historic environment in a way which is appropriate for an internationally important landscape and national asset. How the Local Plan seeks to accomplish this is first set out in the Vision.

**1.2.2** The Local Plan Vision sits within the wider Vision for Dartmoor set out in the National Park Management Plan<sup>8</sup>. It provides more detailed objectives for how the Management Plan Vision will be delivered through the planning system. The Local Plan Vision sets the Local Plan’s overall direction, describing what the Plan is aiming to achieve over the long term and identifying priority areas where actions can be taken. The Vision is an aspirational, but realistic, picture of what Dartmoor should be like in the future. This picture sets an overarching objective for the Local Plan’s strategies and policies to work towards.



Figure 1.1 A summary of the vision’s role in the local plan process

## The Vision for Dartmoor National Park

### **Decent homes**

There is access to well-designed, energy efficient and affordable housing for those who contribute to Dartmoor’s thriving communities.

### **A place to do business**

Businesses which respect, value and contribute to Dartmoor’s Special Qualities have the opportunity to thrive and innovate.

### **Sustainability – living within environmental limits**

Dartmoor’s natural resources are conserved and there are opportunities for innovation in the way in which we live and work which allow us to achieve and maintain an environmental, social and economic balance and minimise our contribution to climate change.

### **Making best use of resources**

Dartmoor’s land, resources and buildings are used efficiently, effectively and sustainably. Development prioritises previously developed land and minimises empty homes.

### **Culture and arts**

<sup>8</sup> [Dartmoor National Park Management Plan 2014-2019 \(DNPA, 2014\)](#)

The National Park's Special Qualities provide a continual source of inspiration and are celebrated in culture and the arts.

#### **Exemplars for outstanding development**

All new development has a character which respects local distinctiveness, vernacular and materials, and leads the way on sustainable building.

#### **Community involvement and participation**

Dartmoor is a place where people work together with a collective goal to respect and protect the National Park, and to promote and embrace positive change.

#### **Prosperous and vibrant communities**

Dartmoor's towns and villages provide opportunities for communities to thrive.

#### **Farming, forestry and land management**

Farming and forestry have the opportunity to evolve and innovate, sustaining their vital role in conserving and enhancing Dartmoor's distinctive cultural heritage, internationally significant landscape and precious biodiversity.

#### **Resilient landscape**

Dartmoor's nationally important landscape character is conserved and enhanced. Its wider landscape setting is respected.

#### **Thriving habitats and species**

A cohesive network of habitats allows species to thrive and be resilient to climate change.

#### **An historic environment in excellent condition**

Dartmoor's cultural heritage, archaeology and historic built environment is understood, protected and available as a source of inspiration and education. Development delivers significant enhancements, including through appropriate re-use.

#### **Opportunities for access and enjoyment**

Dartmoor's Special Qualities are respected, available as a resource for health and well-being, and accessible for everyone to understand and enjoy. Development helps manage visitor impacts in a way which protects the National Park for the benefit of future generations.

## **1.3 Sustainable Development in Dartmoor National Park**

**1.3.1** Achieving sustainable development is a key objective of the Local Plan's Vision and National Planning Policy. In reality it is a complex task with numerous competing priorities which all need to be successfully balanced. Sustainable development is defined as meeting the needs of the present without compromising the ability of future generations to meet their own needs<sup>9</sup>. It is meeting human development goals whilst sustaining the natural resources and ecosystems upon which our well-being, society and economy depend. This includes minimising our contribution to climate change.

**1.3.2** Dartmoor's sustainable development goals are a set of priority issues which all development within the National Park must address for it to be considered sustainable. They draw from a wide variety of issues which affect the National Park and relate to the three pillars of sustainable development: the environment, society, and economy. Dartmoor's sustainability goals are summarised in Figure 1.2 and detailed in full in Strategic Policy 1.2.

**1.3.3** The policies of the Local Plan set out how the sustainable development goals will be achieved. Development which is compliant with the policies in this Plan will be considered sustainable development.

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<sup>9</sup> [42/187: Report of the World Commission on Environment and Development \(United Nations General Assembly, 1987\)](#)



Figure 1.2 A summary of Dartmoor's sustainable development goals

### **Strategic Policy 1.2(2) Sustainable development in Dartmoor National Park**

In Dartmoor National Park all proposals should pursue sustainable development. Development is sustainable where it:

- a. supports National Park purposes;
- b. minimises our impact upon climate change by ensuring development takes place where it minimises the need to travel, conserves resources and reduces waste;
- c. responds to climate change through community resilience and adaptation;
- d. makes efficient use of land and infrastructure, in particular by prioritising the use of previously developed land and buildings;
- e. promotes the health, safety and well-being of the population, including by improving and supporting access to workplaces and housing, and ensures active community engagement in planning for the future of Dartmoor and its communities
- f. enables equal opportunities, freedom from discrimination and fair access to services, facilities, and the understanding and enjoyment of the National Park;
- g. conserves the quality and quantity of natural resources, including water, air, soils, geodiversity and biodiversity;
- h. avoids development which impacts upon flood risk, and allows for the natural drainage of surface water;
- i. delivers distinctive high quality design and uses sustainable materials and passive design principles where possible;
- j. conserves and enhances the character, quality and tranquillity of the National Park and sustains and enhances the setting, character and local distinctiveness of settlements;
- k. conserves or enhances important historic and cultural features;
- l. provides essential services and infrastructure, and promotes and enables travel by public transport, cycle or foot;
- m. supports the economic vitality of the National Park.

## **Strategic Policy 1.3 (2) Presumption in favour of sustainable development**

- 1** 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 to jointly find solutions which allow proposals to be approved wherever possible, and secure development that improves the economic, social and environmental conditions in the area.
- 2** Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be regarded as sustainable development and approved without delay, unless material planning considerations indicate otherwise. When considering whether a development proposal is sustainable or not, account will be taken of the sustainable development goals set out in Strategic Policy 1.2.
- 3** Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, the Authority will grant permission unless material considerations indicate otherwise, taking into account whether:
  - a.** 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**
  - b.** specific policies in that Framework indicate that development should be restricted.

## **1.4 Spatial Strategy**

**1.4.1** The spatial strategy of a local plan, the way in which different policies apply in different places, is its most powerful tool for shaping how an area changes. Towns and villages vary in their size, make up, and location relative to each other and their surrounding environment. As a result development which is needed may be more appropriate in one place than another.

**1.4.2** The spatial strategy does not operate in isolation; other policies within the Local Plan provide checks and balances which add detail, clarify opportunity, or mitigate less desirable change. For example, housing development is better directed at settlements which have the shops, facilities and services to meet residents' daily needs. Business development will be more appropriate where it is connected with the resources it needs and the market it supplies. In some cases the market will dictate this, but in others it needs to be controlled through the planning system to ensure sustainable development takes place. This is a key tool in reducing our impact upon climate change.

**1.4.3** A key role of the Local Plan is therefore to avoid development in places where it would cause harm to the National Park, and direct it to places where there are the best opportunities for sustainable living in the National Park context. This means policy must direct development to more sustainable locations and avoid unnecessary development in unsustainable locations, such as where there are limited services and facilities, fewer connections, a greater reliance on private transport and important conservation objectives. The way in which people, households, and communities behave is often more complex in reality, however the principle of aiming to reduce travel and promote community is robust.

**1.4.4** Focussing development opportunities in existing settlements also prioritises use of the most suitable land for development. Existing settlements are most able to offer land which has been developed before (brownfield land), has access to roads and utility connections, and where housing or employment premises relate well to existing development and therefore have a more limited impact



upon the National Park's Special Qualities.

**1.4.5** The aim of the Local Plan's spatial strategy is to:

- focus development opportunities in the most sustainable locations, and where it relates well to existing development;
- only enable appropriate development opportunities in less sustainable locations, where it is justified and clustered with existing development;
- avoid development in unsustainable locations; and
- direct development away from areas of sensitivity or conservation importance.




1.4.6 The spatial strategy for Dartmoor National Park is as follows (settlement locations are shown in the adjacent map):



**Legend**

-  National Park Boundary
-  Urban Areas and Quarries
-  Road Network

**Legend**

-  **8 Local Centres**, the largest and most sustainable settlements in the National Park which are well served to meet the development needs of the settlement and surrounding parishes. These settlements are defined by settlement boundaries. Sites are allocated to meet local housing and employment needs, or enable redevelopment opportunities.
-  **16 Rural Settlements**, the National Park's larger villages which have relatively good access to services and are better placed to meet the development needs of the settlement and the surrounding parish. These settlements have settlement boundaries, but no allocated development sites.
-  **18 Villages and Hamlets**, the National Park's smallest, most sensitive and isolated settlements, but which still have small-scale housing and business needs which need to be supported. These settlements have no settlement boundaries and more limited development opportunities.

Outside classified settlements, 'the open countryside', opportunities are strictly limited to development and activities which need to take place in the open countryside. This includes farming and forestry, development needed for the conservation of historic buildings and farm diversification.

## Strategic Policy 1.4(2) Spatial Strategy

Development within the National Park is based on the following spatial principles:

### 1. Local Centres

Ashburton, Buckfastleigh, Chagford, Horrabridge, Moretonhampstead, Princetown, South Brent, and Yelverton

Towns and larger villages defined by settlement boundaries where development intended to serve the needs of the settlement and its rural hinterland will be acceptable in principle. In these settlements the priorities are:

- a) to give opportunities to meet identified local housing needs, providing around 60% of the indicative housing delivery figure of 65 dwellings per year;
- b) to maintain employment sites and give opportunities for new or improved employment sites where appropriate opportunities exist; **and**
- c) to maintain and enhance a range of services which serve the settlement and its wider rural hinterland.

### 2. Rural Settlements

Bittaford, Bridford, Buckfast, Cheriton Cross / Bishop, Christow, Cornwood, Dousland, Dunsford, Hennock, Ilsington, Liverton, Mary Tavy, South Zeal, Sticklepath, Walkhampton, and Whiddon Down.

Larger villages defined by settlement boundaries where development intended to meet the needs of the settlement and its parish will be acceptable in principle. In these settlements the priorities are:

- a) to give opportunities to meet identified local housing needs;
- b) to maintain employment sites and give opportunities for new or improved small-scale employment sites where appropriate opportunities exist; **and**
- c) to maintain and enhance a range of services and facilities which serve the settlement.

### 3. Villages and Hamlets

Belstone, Dean Prior, Drewsteignton, Holne, Lustleigh, Lydford, Manaton, Meavy, North Bovey, North Brentor, Peter Tavy, Postbridge, Scorrison, Shaugh Prior, Sourton, South Tawton, Teign Village, Throwleigh, and Widecombe-in-the-Moor.

Smaller villages and hamlets where limited development to meet identified needs of the settlement and its parish will be acceptable in principle. In these settlements the priorities are:

- a) to give opportunities to meet identified local housing needs;
- b) to maintain and improve existing employment sites where appropriate opportunities exist; **and**
- c) to sustain a range of services and facilities which serve the settlement.

#### 4. Open Countryside

Outside classified settlements development will be acceptable in principle if it is:

- a. farming, forestry or other land-based rural businesses with a proven need to locate in the open countryside, including farm diversification;
- b. Gypsy and traveller, or low impact development, which is well-related to a Local Centre or Rural Settlement;
- c. new business development making use of redundant buildings and development related to existing businesses;
- d. householder or domestic related development;
- e. necessary to sustain buildings or structures of proven conservation value;
- f. for the provision of utility, service, transport or recreational infrastructure; **or**
- g. needed to pursue National Park purposes.

## 1.5 Major Development

**1.5.1** The NPPF states that within National Parks planning permission should be refused for Major Development other than in exceptional circumstances, and where it can be demonstrated they are in the public interest. The purpose of this policy is to protect the environment of nationally designated areas from the harmful effects of major development.

**1.5.2** The definition of 'Major Development' is **not** the statutory definition<sup>10</sup> (i.e. 10 dwellings or more, a building with 1,000m<sup>2</sup> of floorspace or more etc.). Nor is the definition rigid or size related. 'Major Development' is development which has the potential to have a significant adverse impact on the Special Qualities of the National Park, such as its dark night skies, landscape character, heritage significance, biodiversity, tranquillity and others. The NPPF states it is up to the Authority to decide whether a proposed development in the National Park should be treated as a Major Development.

**1.5.3** Major Development will typically be a proposal of a scale, character or nature which extends beyond what is needed locally, meaning it will have benefits which extend beyond Dartmoor's boundary. This could include, for example, a reservoir, energy development, major road or rail scheme, minerals or waste development, large-scale residential or commercial development, or high voltage electricity transmission scheme. However, it could also include smaller scale development with potential to have significant adverse impacts.

**1.5.4** If development falls within the definition of Major Development, applicants will be required to demonstrate why it is in the public interest and that there are exceptional circumstances which justify it. The Authority will consider whether the exceptional circumstances and public benefits outweigh the nation's long term interest in conserving and enhancing its National Parks. The policy sets out criteria which should be included in this assessment. The need for the development will be assessed and greater weight given to a national need for a development that must be located in the National Park. If an alternative location is technically and financially viable, applicants will be expected to pursue that option, even if the location within the National Park is more financially advantageous.

**1.5.5** Where exceptional circumstances exist and development would be in the public interest we will then assess the extent to which adverse impacts on the National Park's Special Qualities can be moderated.

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<sup>10</sup> As set out in the [Town and Country Planning \(Development Management Procedure\) Order \(2015\)](#)

### Definition of Major Development

For the purposes of this policy development is considered to be Major where its scale, character or nature has the potential to have a significant adverse impact on the Special Qualities of the National Park.

The definition of 'Major Development' is **not** the statutory definition (i.e. 10 dwellings or more, a building with 1,000m<sup>2</sup> of floorspace or more etc.).

### Strategic Policy 1.5 (2) Major Development

1. In deciding whether a proposal is 'Major Development' the Authority will consider whether the development, by reason of its scale, character or nature, has the potential to have a significant adverse impact on the Special Qualities of the National Park.
2. Planning permission will not be granted for Major Development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest, outweighing National Park purposes. Consideration of such applications should include an assessment of:
  - a. the need for the development, including a national need and the development's contribution to the national economy
  - b. the impact of permitting the development, or refusing it, upon the local economy of the National Park;
  - c. the cost of and scope for delivering the development outside the designated area, or meeting the need for it in some other way; **and**
  - d. any detrimental effect on Dartmoor's Special Qualities and the ability for the public to enjoy them, and the extent to which that could be moderated.

## 1.6 Design

### Delivering Good Design

**1.6.1** Design affects everything we make and use, it affects how we live, how we travel, how much things cost, the materials we consume and the waste we produce. Design also reflects our values, interests and says a lot about not only who we are, but who we want to be. The design of our built environment is no exception.

**1.6.2** The history and culture of Dartmoor National Park is written in its buildings, public spaces, historic landscapes and towns and villages. Every new development in the National Park has the potential to contribute to this legacy, improve our quality of life, stimulate the economy and enhance the environment.

**1.6.3** Dartmoor National Park's architectural legacy is widely celebrated for its uniqueness and variety. Fundamental to this legacy is Dartmoor's 'vernacular' – this is the traditional form of design based on local needs, and influenced by the availability of local building materials and techniques, and the local climate. Vernacular architecture reflects the physical attributes and culture of an area, it provides a clear sense of place and, because it is sourced locally, it is coincidentally often far more sustainable than modern buildings. Dartmoor's vernacular is fundamental to what makes the National Park look and feel like Dartmoor and what gives it its 'sense of place'. The vernacular must be respected by all new development whether it is in a traditional or contemporary style.

**1.6.4** The [Dartmoor National Park Design Guide](#) (Supplementary Planning Document) is a guide to

the styles, materials and features of Dartmoor's local vernacular and identifies the characteristics of the built environment which make Dartmoor distinctive. It is used to support Local Plan policy by guiding proposals and informing decisions. It should be an important reference for all applicants.

**1.6.5** In addition to their form and character the design of new buildings and spaces must be fit for purpose, respond to people's changing needs, minimise our impact on climate change, and make the best use of Dartmoor's limited land supply. We encourage use of tools such as [Building for Life](#) as a useful way for applicants to demonstrate a thorough consideration of good design. We also encourage applicants to submit their schemes for review by the [South West Design Review Panel](#) who provide independent, multi-disciplinary, expert advice. The following design principles set out our expectations for the design of all new development:

#### **Character**

- Encourage development with a clear and distinctive character that respects local character, vernacular and materials
- Encourage development which contributes to the National Park's cohesive and vibrant communities

#### **Promote quality and variety of accommodation**

- Ensure architectural taste or style is not imposed without clear reason and innovative design, including contemporary design, is encouraged
- Refuse planning permission for poor design

#### **Environmental sustainability**

- Achieve efficient use and protection of natural resources (promote a fabric-first approach, maximise energy efficiency, minimise the use of non-renewable resources, minimise the generation of waste and avoid pollution)

#### **Enhance biodiversity**

- Encourage creation of new habitat
- Design to allow migration and future adaptability

#### **Access and Movement**

- Ensure ease of access to new development and existing services through inclusive design, well-located and permeable development with adequate parking
- Promote sustainable means of travel and easy access
- Ensure land is used efficiently and effectively, and proposals do not prejudice the delivery of future development

#### **Community safety**

- Ensure attractive and safe public spaces and security through natural surveillance

### **Efficient use of land**

**1.6.6** The importance of Dartmoor's environment means that land supply in the National Park is severely limited. The Local Plan therefore seeks to ensure that what little suitable development land is available is used to best effect. In design terms this means development should:

- ensure site layouts and proposed land uses are compatible with future development opportunities, particularly at edge of settlement locations;
- maximise density whilst maintaining an urban grain, scale and massing which complements adjacent development; and
- terminate service roads at site boundaries to facilitate pedestrian and vehicle access to future development opportunities. Ransom strips which prevent community benefits from future development being fully realised will be strongly resisted.

### **Traditional Building Materials**

**1.6.7** Traditional building materials, such as stone walling, slate roofing and hanging, wheat reed thatch, corrugated metal sheeting, lime render and timber boarding, windows and doors, are

particularly important to Dartmoor's architectural legacy and its vernacular. Many of these materials are locally sourced and have a unique colour and texture which cannot easily be imitated. Use of these materials will often significantly improve how well new development complements its surroundings. The value of traditional skills and building practices also forms part of Dartmoor's cultural heritage.

**1.6.8** The [Dartmoor National Park Design Guide](#) provides a guide to appropriate building materials for Dartmoor and should be followed to ensure new development does not erode Dartmoor's architectural legacy.

### **Strategic Policy 1.6 (2) Delivering good design**

1. All development should create a strong sense of place by reinforcing local character, respecting Dartmoor's vernacular, and maintaining and enhancing townscapes, street patterns and frontages and their relationship with the landscape.
2. Decisions on design matters will be informed by the design principles set out in paragraph 1.6.5 and supplementary design guidance.
3. The following design features will be scrutinised to assess the design quality of new development:
  - a) urban grain and the arrangement of streets, plots and buildings relative to the texture and density of existing settlements;
  - b) the development's scale and massing, relative to views, skylines, townscapes, buildings and spaces;
  - c) the development's character and appearance, and the relationship between buildings, surfaces, open space, boundary features and the landscape;
  - d) the density and mix of land uses;
  - e) the texture, colour, pattern and durability of materials, construction techniques and detailing elements; **and**
  - f) the development's accessibility and security.
4. Traditional and natural building materials should be used in all new development to complement Dartmoor's vernacular.
5. All applications should include sufficient design information, including construction details where necessary, so that design quality can be adequately assessed at application and maintained through to completion.

### **Sustainable Construction Principles**

**1.6.9** There is overwhelming and unequivocal evidence that human induced climate change is occurring. The Local Plan aims to minimise our impact on the environment and climate change, and to ensure we contribute all we can to national mitigation targets. The construction and use of the built environment accounts for approximately 40% of the UK's total carbon emissions<sup>15</sup>. Designing development which is energy efficient, in terms of its embodied energy and the energy consumed in its everyday use, and which has low environmental impact can make a significant contribution to climate change mitigation targets.

**1.6.10** The hierarchy of measures for reducing a building's impact on climate change involves:

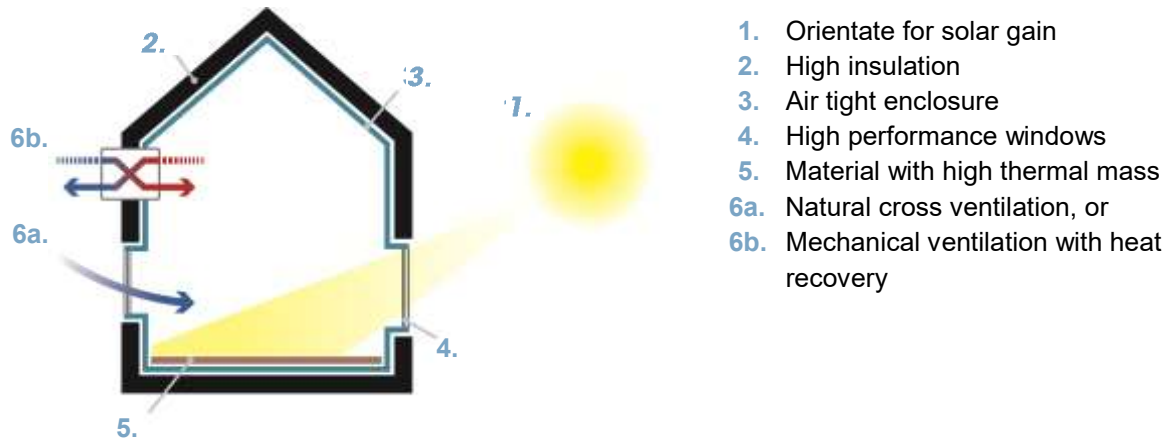
1. Minimising energy consumed in making construction materials and the process of construction

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<sup>15</sup> [Climate Change \(UK Green Building Council\)](#)

2. Using passive design to minimise energy consumption during a building's use (see Figure 1.3)
3. Generating renewable energy locally

**1.6.11** Strategies 1. and 2. have far greater energy saving potential and should always be considered before renewable energy generation. This is called a 'fabric first' approach and will be encouraged in all new development.



1. Orientate for solar gain
2. High insulation
3. Air tight enclosure
4. High performance windows
5. Material with high thermal mass
- 6a. Natural cross ventilation, or
- 6b. Mechanical ventilation with heat recovery

Figure 1.3 – Passive design principles which minimise energy consumption

**1.6.12** Government policy limits the levels of energy efficiency Local Planning Authorities can require in new buildings, up to an equivalent of Code for Sustainable Homes Level 4, this is a sustainability standard withdrawn by Government in 2015. This policy seeks to maximise the energy efficiency of all new buildings by requiring an improvement over building regulation standards.

**1.6.13** The policy also seeks to address the energy 'performance gap'. The performance gap is where a building's actual energy use is more than expected when it was designed. Research indicates that buildings can underperform by as much as 40%<sup>17</sup>, often due to poor quality control at construction stage. Requiring good quality control therefore ensures that buildings perform as well as they were designed to and is an 'easy win' to deliver more energy efficient development. We will therefore require developers meet air tightness standards and work to avoid unnecessary heat loss via thermal bridging or bypass in order to reduce the energy performance gap.

<sup>17</sup> Passivhaus Trust (2019) The route to zero carbon?



## **Strategic Policy 1.7 (2) Sustainable construction**

1. All development proposals should minimise their impact on climate change by reducing carbon emissions further than required by Building Regulations, and improving their energy efficiency using a 'fabric-first' approach.
2. All new residential and commercial non-residential buildings must achieve either:
  - a. a minimum 10% reduction in carbon emissions over Building Regulations Part L 2013, using a fabric-first approach; **or**
  - b. Association for Environment Conscious Building (AECB) or Passivhaus certification.
3. To minimise the risk of an energy performance gap when meeting part 2 of this policy, developers will be required to:
  - a. with regard part 2a, provide:
    - i. evidence of air tightness tests on all new buildings; **and**
    - ii. Passivhaus or equivalent accredited on-site training for airtightness and avoiding thermal bypass and thermal bridging; **or**
  - b. with regard part 2b, relevant certification.

## 1.7 Amenity

**1.7.1** Development of any scale or type may have the potential to impact upon those living or working nearby. Neighbours can be affected by a development which could cause them to be overlooked, have a dominant or overbearing effect, or include activities which may affect their quality of life.

**1.7.2** The impact of new development upon local amenity, including human health and quality of life should be mitigated, and reduced to a minimum. Impacts should be avoided through good design and appropriate use of land.

**1.7.3** Commercial and industrial development, including quarry and waste management, can detract from the amenity enjoyed by existing residents by being noisy, dusty, smelly or creating fumes or vibration. Applicants should take measures to avoid or mitigate this, and provide appropriate evidence in support of the proposal, in particular where the advice of the Environmental Health Officer may be needed.

**1.7.4** Decisions will take account of safe and suitable access to the site. The NPPF requires that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. The criteria we will use to decide what level of survey is appropriate are set out in paragraph 4.3.6 to 4.3.9.

### **Policy 1.8(2) Protecting local amenity in Dartmoor National Park**

Development proposals should not:

- a) significantly reduce the levels of daylight and privacy enjoyed by the occupiers of nearby properties;
- b) have an overbearing and dominant impact;
- c) introduce levels of noise, vibration, lighting, odours, fumes or dust that would adversely affect human health; **or**
- d) have an adverse effect on highway safety.

## 1.8 Higher risk development and sites

**1.8.1** The planning system protects public safety through controlling the use of land. The re-use of previously developed or 'brownfield' land (see Glossary for definition) is strongly encouraged in order to make efficient use of Dartmoor's precious land resource. However former commercial and industrial uses mean this land may contain pollution or contaminants which are a risk to human health and/or the environment. Where land is known or suspected to be affected by contamination, applications should include sufficient information to demonstrate any risk is at an acceptable level. We will seek the advice of the relevant Local Authority Environmental Health Department where necessary.

**1.8.2** Dartmoor's complex geology has supported a rich industrial history and a legacy of mining and quarrying across the National Park. This means some sites may be at risk from ground instability. Where land is known or suspected to be unstable, applications should include a ground stability report.

**1.8.3** Risks may also arise from specific development types. The Health and Safety Executive (HSE) is responsible for notifying the Authority of 'consultation zones' around existing hazardous sites, where toxic, highly reactive, explosive or flammable substances are present. Within these zones we consult the HSE on any proposed development which may be at risk.

**1.8.4** Where an application proposes new hazardous land uses, we will require sufficient information to assess the degree of risk arising to people and the environment of the surrounding area, consulting the relevant Local Authority Environmental Health Department and the HSE if necessary.

### **Policy 1.9 (2) Higher risk development and sites**

1. Development must be appropriate for its location. Development on sites which may have or are suspected to have a higher level of risk through contamination or stability, or involve hazardous installations or substances, will only be approved, where:
  - a) in the case of land contamination, 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 for its proposed use;
  - b) in the case of development involving the erection of buildings or structures on suspected unstable land, a stability report is undertaken, and where instability is present, acceptable remedial measures are proposed before or as part of the development;
  - c) within a Health and Safety Executive consultation zone, the proposed development would not prejudice the safe operation of the notified installation or be adversely affected by the operation of the notified installation; **or**
  - d) the proposal involves the use, production, storage or management of hazardous substances and there is no unacceptable risk to public health or safety, the general amenity of the area or environmental interests.
  
2. Where the above is satisfied conditions may be attached to any permission to ensure that:
  - a) monitoring is carried out; **and/or**
  - b) remediation measures are completed and the site is made suitable for use before development starts.

;;;

## 2 Environment

### Environment Strategy for Dartmoor National Park

DNPA will strive to enhance the quality of Dartmoor's environment.

All new development in Dartmoor National Park should respect the natural and historic environment, and demonstrate how the proposal will conserve or enhance it. The highest standards of environmental responsibility, sustainability and innovation will be sought in new development which will aim to minimise the impact on climate change, and adapt to it.

All new development must sustain and enhance Dartmoor's designated and priority habitats and species, and the ecological networks which support them. Dartmoor's geodiversity will be protected from harmful development.

Development should conserve and/or enhance Dartmoor's landscape character, tranquillity and dark night skies.

Proposals affecting heritage assets, including designated and non-designated assets, must respect their significance and demonstrate how the historic environment will be conserved and/or enhanced.

**2.1.1** Dartmoor is the largest upland area in southern England. Its dramatic landscape has a distinctive geology, flora and fauna which is of international conservation importance. Human activity has shaped Dartmoor over thousands of years leaving a rich cultural heritage which includes its distinctive landscape, a wide range of archaeological remains and historic features and buildings. Together Dartmoor's natural environment and cultural heritage tell a story of how our ancestors lived, and the biodiversity which flourished alongside them over thousands of years.

**2.1.2** Dartmoor's environment is of enormous public value and fundamental to its designation as a National Park. Its environment must be conserved and, wherever possible, enhanced, for the benefit of future generations.

## 2.2 Landscape

**2.2.1** Landscapes are fundamentally important to a National Park's attractiveness, distinctiveness, diversity and quality of place. Dartmoor's landscape is made up of open windswept high moors surrounded by intimate enclosed farmland with historic field patterns and deep wooded valleys, internationally recognised for its quality and uniqueness.

**2.2.2** The distinctive and recognisable pattern of elements that make one landscape different from another is known as 'landscape character'. The 'Landscape Wheel' (Figure 2.1) illustrates how the different natural, cultural and perceptual elements of a landscape combine to produce landscape character. Development which results in changes to these characteristics will affect the character of the landscape, regardless of whether the development can be seen from a publicly accessible view point. Importantly, landscape character therefore goes beyond 'visual impact'.

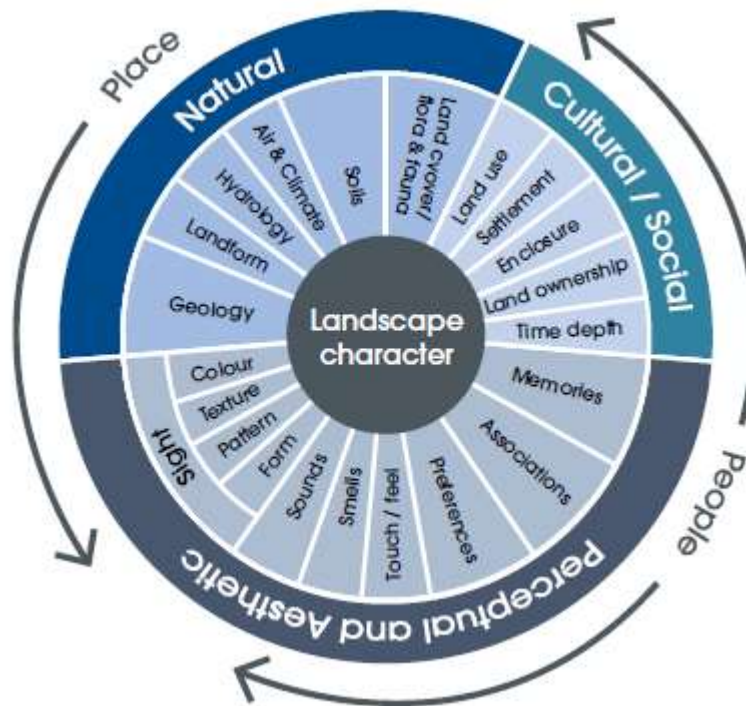


Figure 2.1 - Landscape Character Wheel (Natural England, 2014)

**2.2.3** Dartmoor National Park's landscape has been assessed at a national, county and National Park scale. At the national level much of Dartmoor National Park is covered by National Character Area (NCA) 150: Dartmoor<sup>21</sup>. At a county level Devon's landscape character assessment<sup>22</sup> describes a framework of Devon Character Areas (DCAs) and Landscape Character Types (LCTs): areas with a distinct identity recognisable on a county scale.

**2.2.4** The Dartmoor Landscape Character Assessment (LCA)<sup>23</sup> is based on the Devon LCTs, with 10 LCTs representing the different types of landscape found in the National Park. The Dartmoor LCA identifies Valued Attributes for each LCT which, if they were to cease to exist, would have a major impact on the character of the landscape. These Valued Attributes form the basis for assessing the potential impact of change, including new development, on the Dartmoor landscape.

**2.2.5** It is therefore important that change in the National Park is managed to minimise its effect on these Valued Attributes. Planning plays a key role in this, and there are many ways development can minimise its impact on landscape character, including:

- incorporating important landscape features into development design, such as important habitats, natural ground levels, ancient and veteran trees, orchards, hedgebanks, and granite walls;
- reflecting the prevailing pattern of development in the area - often new buildings will have least impact on landscape character when clustered and located next to existing building groups. Development in isolated locations, away from existing development, will often have an unacceptable impact on landscape character; and
- sustaining a sense of tranquillity and dark night skies by proposing land uses which are not noisy or intrusive, and do not require outside lighting, moving elements or signage.

<sup>21</sup> [National Character Area Profile 150: Dartmoor \(Natural England, 2014\)](#)

<sup>22</sup> [Devon's Landscape Character Assessment \(Devon County Council\)](#)

<sup>23</sup> [A Landscape Character Assessment for Dartmoor National Park \(LUC, 2017\)](#)

## Landscape setting

**2.2.6** The land surrounding the National Park (its setting) also contributes to the quality of Dartmoor's landscape. This is not a defined area, but a matter of judgement, and may vary according to the character or sensitivity of the landscape. The National Park's setting links Dartmoor with the wider landscape. It acts as a gateway into the National Park and affects views, into and out of it, which contribute to a wider appreciation of the area's landscape. Significant or abrupt changes to landscape character outside the National Park can have adverse impacts on landscape character within the National Park, potentially altering its character and sense of tranquillity. Examples of development close to the National Park which can have an adverse impact on its setting include:

- high-density residential or industrial development
- large-scale transport and utility infrastructure
- large-scale renewable energy schemes
- large-scale quarrying or mining development

### **Strategic Policy 2.1(2) Protecting the character of Dartmoor's landscape**

1. All development should conserve and enhance the character of the Dartmoor landscape by:
  - a. respecting the Valued Attributes of the Landscape Character Types identified in the Dartmoor National Park Landscape Character Assessment;
  - b. ensuring its location, layout, scale and design conserves and/or enhances what is special or distinctive about landscape character;
  - c. retaining, integrating or enhancing distinctive local natural, semi-natural or cultural features;
  - d. avoiding unsympathetic development that will harm the landscape;
  - e. respecting the tranquillity and sense of remoteness of Dartmoor and not introducing or increasing light pollution; **and**
  - f. seeking opportunities to enhance landscape character.
2. In the National Park's landscape setting the Authority will seek to ensure development respects Dartmoor's landscape character, particularly the Valued Attributes and key characteristics of the relevant Landscape Character Types.

## 2.3 Biodiversity and Geodiversity

**2.3.1** The conservation and enhancement of the National Park's natural beauty and wildlife forms part of its first purpose and is a key objective of the Local Plan. Dartmoor's unique and varied biodiversity is internationally important, comprising habitats supporting a rich diversity of plant and animal species.

**2.3.2** The Government's 25 Year Environment Plan<sup>24</sup> reflects agreements to take urgent and effective action to halt alarming global and national declines in biodiversity and recommends a holistic landscape-scale approach. [Living Dartmoor](#), the Authority's wildlife strategy, sets out how this should happen for the National Park area. Fundamental to this strategy is a move towards managing the natural environment in a way which recognises its reliance on connections with larger natural systems, such as healthy soils, clean air and water, biodiversity, climate and more.

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<sup>24</sup> [A Green Future: Our 25 Year Plan to Improve the Environment \(HM Government, 2018\)](#)

**2.3.3** Protecting and restoring connectivity in natural networks is achieved through the protection and creation of (see Figure 2.2):

- **Core areas** of high nature conservation value which contain important habitats and natural systems.
- **Corridors and ‘stepping stones’** of connecting habitat which enable species to move between core areas.
- **Restoration areas** where strategies are put in place to restore ecological functions and wildlife.
- **Buffer zones** which protect core areas, restoration areas and stepping stones from adverse impacts.



Figure 2.2 - Components of ecological networks

**2.3.4** A large portion of Dartmoor National Park is made up of **core areas**. These are designated wildlife sites of international, national and local importance and priority habitats. All of these are summarised below:

**Special Area of Conservation (SAC)** – These sites are internationally important. They give legal protection to habitats and species which are rare and threatened in Europe. The highest level of protection will be given to these sites. There are 3 SACs in the National Park which cover 27% of all land, see Map 2.1.

**Site of Special Scientific Interest (SSSI)** – These sites represent some of the most important habitats, wildlife, geological features and landforms in England. They are legally protected and are given a high level of protection in planning policy. All SACs are also designated as SSSIs. In total, SSSIs cover 28% of all land in the National Park, see Map 2.1.

**County Wildlife Site (CWS)** – These non-statutory sites are of local importance and often complement SAC and SSSI designations. CWSs are designated with agreement from the landowner and can be of similar ecological quality to SSSIs, but do not benefit from the same statutory protection. CWSs will be given a level of protection proportionate to their value. There are currently 232 CWSs in the National Park and a further 130 sites which meet the criteria but the owners are unknown or have not agreed to designation.

**Priority Habitat** – These are habitats (listed in Table 2.1) which have been identified because of their uniqueness, the species diversity they support and because most take many years to mature. These habitats have been identified from national priority habitats (Natural Environment and Rural Communities Act 2006) and those identified in Living Dartmoor (2013) and the Dartmoor Biodiversity Action Plan (2001).

Table 2.1 Dartmoor National Park’s Priority Habitats and Species

Habitats	Species
Ancient woodland	Atlantic salmon ◆ ■
Blanket bog	Bat species (inc. Greater Horseshoe Bat) ◆ ■
Caves, disused mines and disused quarries	Blue ground beetle
Grass moor	Bog hoverfly
Haymeadows and species rich grasslands (including some road verges)	Cirl bunting ■
Species-rich hedgerows and stonewalls	Curlew ■
Lowland heath	Deptford pink ■
Moorland	Dormouse ◆ ■
Parkland and ancient and veteran trees	Dunlin ■
Ponds	Flax leaved St John's wort
Raised and valley mire	Golden hair lichen ■

Rhos pasture	High brown fritillary ■
Rocky outcrops	Irish lady's tresses
Rivers and streams	Large blue butterfly ■
Traditional orchards	Marsh fritillary ■
Upland heath	Narrow-bordered bee hawk moth
Upland oakwood	Otter ◆ ■
Wet woodland	Pearl-bordered fritillary
	Red grouse ■
	Ring ouzel ■
	Skylark ■
	Golden plover ■
	Southern damselfly ◆ ■
	Keeled skimmer dragonfly
	Vigur's eyebright
	Woodlark ■
	Buzzard ■
	Cave shrimp
	Heather
	Greater butterfly orchid
	Bog orchid
	Wild daffodil
	<i>Usnea articulata</i> lichen
	<i>Graphina pauciloculata</i> lichen

◆ Internationally protected species ■ Nationally protected species

**2.3.5** The National Park's **buffers, stepping stones** and **corridors** are portions of priority habitat not large enough to be fully functional, but which support the functioning of core areas. Much of the National Park has the potential to be part of this wider wildlife network, but they are most likely to be found within the Key Wildlife Areas identified in Living Dartmoor, see Map 2.1.

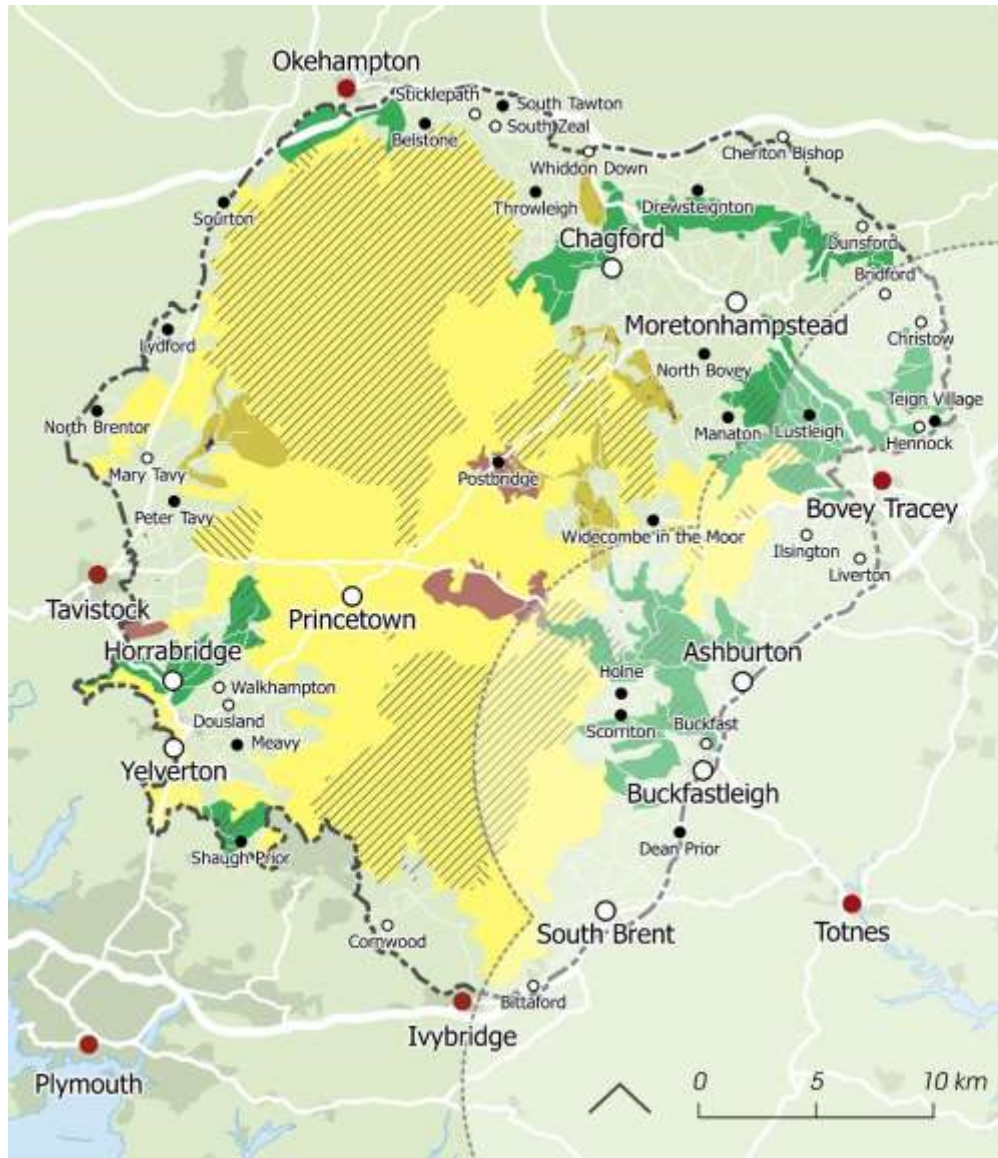
**2.3.6** It is important that all the National Park's designated sites and habitats are protected from harm, which can be caused by direct and indirect impacts, including:

- removal and fragmentation of habitats and species by development (e.g. flyways and feeding areas);
- damage and disturbance of wildlife by recreational activities (walking, cycling, horse riding, dog walking, kayaking etc.);
- disturbance of wildlife during construction through noise and vibration;
- water pollution or siltation of waterbodies / courses from run-off;
- disturbance of nocturnal fauna through the use of artificial lighting;
- air pollution and wildlife deaths caused by roads, traffic, and industry;
- threat to sensitive habitats and species from the escape of invasive non-native species, such as the exotic garden plant American skunk cabbage; and
- domestic cats and dogs hunting wildlife.

**2.3.7** Some of the disturbances above cannot be fully controlled. However proposals need to make impacts clear so they can be weighed against the benefits of development. All planning applications should include relevant and sufficiently detailed information to allow us to make a decision. The level of information required will be proportionate to the status of the protected site, habitat and/or species and the scale of the likely adverse impacts. Proposals considered likely to have a significant effect on an internationally protected site will require a Habitats Regulations Assessment (HRA), whereas a nationally protected site will require an Environmental Impact Assessment (EIA).



**2.3.8** Where there is evidence of deliberate neglect or damage to any of the National Park's protected habitats and species their deteriorated condition will not be taken into consideration and the ecological potential of the site will be used to decide the acceptability of any development proposals.



**Legend**

**Key Wildlife Areas**

- Moorland
- Woodland
- Rhos Pasture
- Wet Woodland
- Dry Grassland

**Designated Wildlife Sites**

- SAC and SSSI
- SSSI only
- South Hams SAC Greater Horseshoe Bat Consultation Zone

**Key Settlements**

- Local Centres
- Rural Settlements
- Villages and Hamlets
- Outside National Park

**Other Features**

- Road Network
- Urban Areas and Quarries
- National Park Boundary

Map 2.1 Designated Wildlife Sites and Key Wildlife Areas

## South Hams Special Area of Conservation (SAC)

**2.3.9** The South Hams SAC supports the largest population of greater horseshoe bats in the UK and lies partly within the National Park. Greater horseshoe bats rely on an interlinked network of:

- Roosts - structures used by bats for shelter and protection, including hibernation and raising young (maternity roosts);
- Foraging Habitat - areas where bats feed, including grazed pastures, the edges of broadleaved woodland, stream corridors and thick hedgerows; and
- Commuting Routes – the routes bats use to move through the landscape, often using linear landscape features.

**2.3.10** These features span Dartmoor, Teignbridge, Torbay and the South Hams Local Planning Authorities and, where known, are mapped on [Devon County Council's Environment Viewer](#). Development which may change or remove these features can affect the integrity of the SAC, by impacting on the bats' ability to roost, feed, mate, and move through the landscape. The South Hams SAC Greater Horseshoe Bat Consultation Zone has been identified jointly by the Authorities and defines the area where these features may be found. Guidance provides more detailed mapping and should be used to advise on information requirements for applications in these areas.

**2.3.11** If there is potential for development to have a likely significant effect on the SAC's greater horseshoe bat population, a Habitats Regulations Assessment (HRA) should be carried out. Development is most likely to have a significant effect within proximity to identified roosts and within sustenance zones, and where they effect features within the Landscape Connectivity Zone. Development should not be approved if it will have an adverse effect on the integrity of the SAC.

### Protected Species

**2.3.12** European and national protected species have specific legal protection. Natural England, as the Licensing Authority, ensures that no proposed development will have an adverse impact on a protected species. For European protected species the Habitats Regulations allow licences to be issued for development in the interests of public health and safety or in cases of overriding public interest, where there is no alternative and that will not have a detrimental impact on the species concerned. For nationally protected species it is not necessary to demonstrate essential need for the development, but the developer must incorporate measures to mitigate the impact.

**2.3.13** Planning permission for proposals affecting protected species will only be granted where we are confident Natural England is likely to grant a licence. A wildlife licence will be needed before works can start.

**2.3.14** European and national priority species are highlighted in Table 2.1. There are other legally protected species which are not on this list, but are also protected under international and national legislation, such as badgers, reptiles, and all nesting birds.

### Recreational Impacts

**2.3.15** Recent research has identified the pressure Dartmoor faces from population increase outside the National Park, which is likely to significantly increase visitor numbers and their associated recreational impacts, particularly on designated wildlife sites already affected by high visitor numbers. Strategic Policy 4.9 seeks to ensure that these impacts from development within or outside the National Park are appropriately mitigated.

### Air and Water Quality

**2.3.16** Priority habitats and species exist in finely balanced environments and are vulnerable to even small changes in air and water quality. Impacts on air and water quality will therefore be considered when deciding planning applications. Priority habitats are particularly sensitive to changes in drainage

which can affect their access to water and can introduce harmful pollutants.

**2.3.17** Industry, vehicle, shipping, aeroplane and agricultural emissions all contribute to poor air quality. Poor air quality is known to significantly affect all of Dartmoor's SACs. A particular issue is nitrogen deposition, which can disadvantage the slow-growing, smaller and low-growing species typically found in Dartmoor's rare and valued habitats.

## Mitigation

**2.3.18** Where development is acceptable and some harm to biodiversity is unavoidable, mitigation measures will be necessary to off-set any harm. The following approaches will be taken in preferential order:

1. **Avoid** any adverse impacts altogether by locating harmful development away from sensitive areas
2. **Mitigate** adverse impacts by providing on-site enhancements, such as habitat areas or biodiversity features, or by changing work practices and timings to ensure no adverse impact on biodiversity
3. Where on-site biodiversity losses cannot be avoided or mitigated and it is a last resort, **compensate** for losses by providing off-site enhancements which represent a net gain over the existing.

**2.3.19** Mitigation or compensation measures for protected habitats and species will be secured for the duration of impacts by planning condition and/or section 106 legal agreement. Off-site compensation (or offsetting) should happen near the development site and result in a net gain over the existing. Offsetting should also result in minimal temporary loss of ecology between damage occurring and new habitats becoming fully functional and/or species becoming established.

**2.3.20** Designated wildlife sites and many of the priority habitats listed in Table 2.1 will not be suitable for off-site compensation because of their irreplaceable nature. Where initial off-site compensation measures have fully or partly failed, further measures will be necessary.

## Geodiversity

**2.3.21** The National Park's geology shapes its spectacular landscapes, particularly the dramatic granite high moor, deeply cut river valleys and rolling hills. It has also influenced Dartmoor's industrial and mining heritage, determining where minerals have been worked and the methods used to do so, such as streaming, open cast and underground mining.

**2.3.22** Dartmoor's most significant sites of geological importance are designated as earth science SSSIs and protected in the same way as biological SSSIs. Regionally Important Geological Sites (RIGS) are regionally important sites which contribute to local distinctiveness and are designated for their educational, historic and aesthetic value.

## Strategic Policy 2.2 (2) Conserving and enhancing Dartmoor's biodiversity and geodiversity

1. Development must conserve and enhance Dartmoor's biodiversity and geodiversity.
2. Development proposals, either alone or in combination with other development, having adverse impacts on:
  - a. internationally, nationally or locally designated biodiversity and geodiversity sites; **and/or**
  - b. Dartmoor's priority habitats and species identified in Table 2.1will only be permitted in exceptional circumstances.
3. For the exceptional circumstances test to be met, applicants must demonstrate that:
  - a. there is no less harmful option available with regard to, in order of preference:
    - i. avoiding adverse impacts altogether;
    - ii. minimising adverse impacts and mitigating any unavoidable impacts on-site; **or**
    - iii. where adequate on-site mitigation measures are not possible, provide off-site compensatory measures which represent a net gain over the existing; **and**
  - b. for internationally protected sites or species (e.g. SACs) and other sites affecting their wider natural network, including candidate SACs, the development must be of overriding public and environmental interest and compensatory measures must be provided to protect the overall coherence of the site and its wider network, and maintain its species population at favourable conservation status in its natural range; **or**
  - c. for nationally protected sites (e.g. SSSIs) or species the development must result in benefits which clearly and significantly outweigh its adverse impact on the site or its wider natural network; **or**
  - d. for locally protected wildlife sites (e.g. CWSs), Regionally Important Geological Sites (RIGS) and the Dartmoor priority habitats and species listed in Table 2.1 the development must result in benefits which significantly outweigh its adverse impact on the site; **or**
  - e. for Dartmoor priority habitats listed in Table 2.1 which are of non-functional size development must not have a significant adverse impact on the integrity of the local natural network.

### Biodiversity Net Gain

**2.3.23** At the national level, evidence for biodiversity loss over the last 50 years is clear. The UK is among the most nature depleted countries in the world and we are not on course to meet the global agreements we have signed for improving our biodiversity<sup>27</sup>. Enhancing biodiversity is crucial to sustaining the essential and irreplaceable benefits it provides us with, such as pollination, soil health, nutrient cycling, resilience to and regulation of climate change, clean air and water and many more.

**2.3.24** Strategic Policy 2.3 ensures that development with the potential to impact on habitats and biodiversity makes a proportionate contribution to biodiversity enhancement. This policy must be applied after the strategic biodiversity policy (Strategic Policy 2.2), which protects designated sites and priority habitats from harmful development. This policy then ensures that loss of unprotected habitat (e.g. scrub, improved grassland, arable fields etc.) is appropriately compensated for.

**2.3.25** Development involving 2 homes, 100m<sup>2</sup> of non-residential floorspace, or a site area of 0.2 hectares, or more, will be required to compensate for any habitat losses and deliver 10% biodiversity net gain. Development not involving any loss of habitat will not be required to deliver net gain, e.g. changes of use. The value of existing habitats and the compensation required will be calculated in accordance with Natural England's biodiversity metric.

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<sup>27</sup> [State of Nature Report \(State of Nature Partnership, 2016\)](#)

**2.3.26** Net gain should be secured and maintained for as long as the development exists. Maintenance payments for off-site biodiversity gains should cover a minimum of 30 years, with a clear commitment for longer. Further details on net gain and how it will be delivered will be available in supplementary planning guidance.

**2.3.27** Development falling below the threshold for net gain will be required to deliver a simpler form of enhancement through delivery of biodiversity enhancement features in accordance with the thresholds in Table 2.2.

**2.3.28** Various options for delivering biodiversity enhancement features are set out in Table 2.3. Although the amount of enhancement is fixed, applicants should propose the most appropriate types of enhancement which suit their site, local ecosystem, and circumstances. Appropriate alternatives and mixing of enhancements will be allowed provided they are of equivalent value.

**2.3.29** It may not be possible to deliver enhancements on-site, in which case, off-site enhancements will be preferred. Off-site enhancements should be in the most beneficial locations and should not be limited by political boundaries. Proposed enhancement (on-site or off-site) which would conflict with local conservation or land management objectives will not be accepted. Off-site enhancements will be secured by legal agreement with independent land owners included as signatories and the payments necessary to deliver the enhancement works and subsequent maintenance will be clearly stated. On-site biodiversity enhancements will be secured by condition.

**2.3.30** Financial contributions in-lieu will also be considered acceptable where on or off-site provision is proven not possible or the Authority is satisfied it will enable greater environmental benefit, including through pooling multiple contributions.

**2.3.31** Where there is evidence of deliberate neglect or damage to existing biodiversity its deteriorated state will be disregarded in decision making. Where proposals require removal of unprotected biodiversity features, this must be mitigated for in addition to the requirements in Table 2.2 and 2.3.

**Table 2.2** Thresholds for calculating required biodiversity enhancement

Type of minor development	1 enhancement feature required for every (or part thereof*):
New and replacement residential buildings (including dwellings, extensions, conversions, garages and outbuildings)	20m <sup>2</sup> of floorspace
New non-residential buildings and conversions	30m <sup>2</sup> of floorspace
New non-residential roads, tracks, hardstandings, and car parks.	30m <sup>2</sup> of footprint developed

\* e.g. a residential extension of 30m<sup>2</sup> should deliver 2 units of enhancement

Floorspace measurements should use gross internal floor area (GIFA)

**Table 2.3** Biodiversity enhancement options

Enhancement options	Quantity required for 1 enhancement feature
<b>Habitat:</b>	
• Native wildflower meadow	10m <sup>2</sup>
• Native hedgerow	10m length
• Native trees	3 trees
• Native fruit trees (orchard)	3 trees
• Integrated bird or bat boxes	2 boxes
• Permanent pond	2m <sup>3</sup> (min. 0.6m depth)
• Stone bank (with corridors)	2m length (min. 1m high)
• Swale or wetland	8m <sup>2</sup>
• Fence rivers, woodland, ditches, scrapes, scrub or other habitats to	25m length

prevent grazing	
<b>Habitat connectivity:</b> <ul style="list-style-type: none"> <li>• Permeable boundaries, including wildlife corridors under fences and walls</li> <li>• Wildlife corridors under main roads and amphibian friendly kerbing</li> </ul>	All new boundary treatments, at least 1 corridor per 2m  2 corridors and 1 kerb
<b>Sustainable drainage:</b> <ul style="list-style-type: none"> <li>• Simple rainwater harvesting</li> <li>• Swale or wetland</li> </ul>	1 rainwater butt 8m <sup>2</sup>

### Strategic Policy 2.3 (2) Biodiversity Net Gain

1. Development with the potential to impact on biodiversity will be required to contribute towards biodiversity enhancement. Biodiversity enhancement should support the National Park's network of wildlife sites and priority habitats and maximise potential for other environmental gains; including soil, water and air quality, natural flood management, carbon sequestration and pollination.
2. Development involving 2 homes, 100m<sup>2</sup> of non-residential floorspace or a site area of 0.2 Hectares, or more, will be required to deliver 10% biodiversity net gain.
3. Development falling below the threshold in part 2 will be required to make a proportionate on-site contribution to wildlife enhancement in accordance with the thresholds in Table 2.2.
4. Off-site enhancement will only be acceptable where on-site provision is not possible, or it would make a better contribution to improving biodiversity than wholly on-site provision. Financial contributions in lieu will be accepted where it is demonstrated that on- or off-site provision is not possible or the Authority is satisfied it will enable greater environmental benefit.

## 2.4 Dartmoor's moorland, heathland and woodland

**2.4.1** Section 3 of the Wildlife and Countryside Act 1985 requires National Park Authorities to identify areas of moorland, heathland and woodland 'whose natural beauty it is, in the opinion of the Authority, particularly important to conserve', including for its landscape, archaeological, ecological and recreational importance.

**2.4.2** For the purposes of the Local Plan these areas are identified as areas of moorland, heathland and woodland of conservation importance, as shown on Map 2.2 and the Policies Map. These areas form the heart of the National Park, comprising 53.4% of its area and including many of the Special Qualities described in Section 1.1. Approximately 52% of Dartmoor's woodland resource and 49% of its agricultural resource are designated as areas of conservation importance.

**2.4.3** The Local Plan protects these areas from harmful development which would compromise their quality, accessibility and character. It ensures development in these areas is in the public interest and supports their continued conservation and enhancement. This includes development needed for land management and small-scale public recreation, where this is freely open to the public. In both cases proposals should be appropriate in scale and not lead to harm, this is particularly relevant for recreation proposals where increases in visitor numbers can lead to harm.

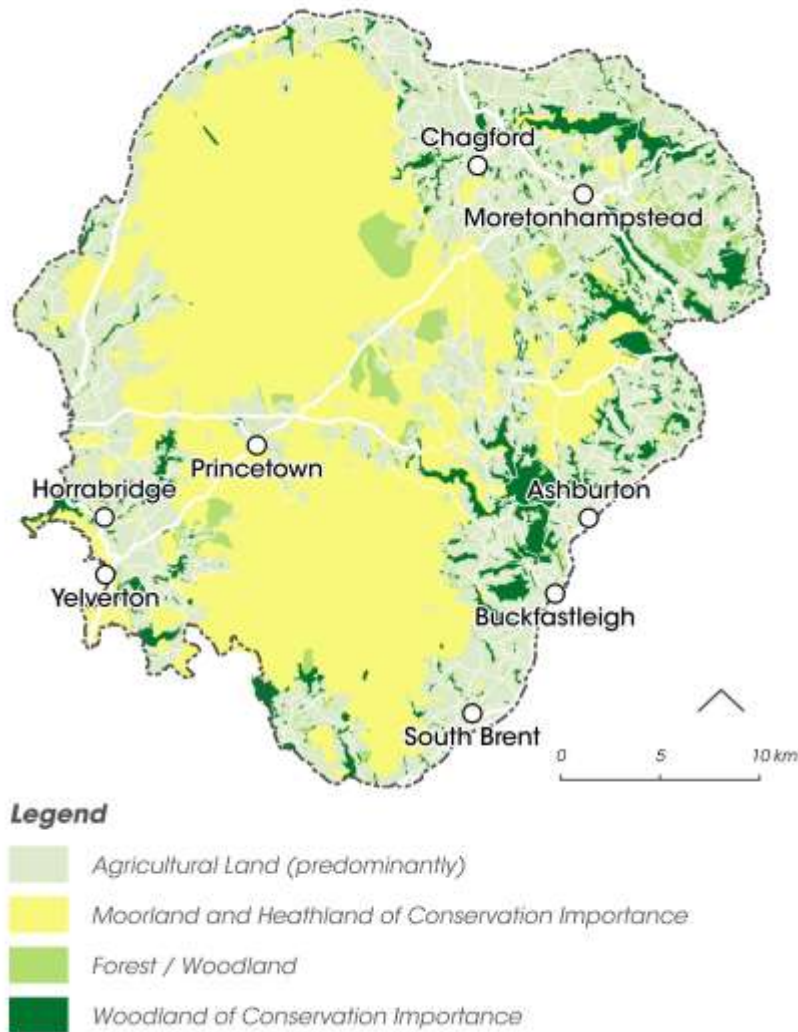
**2.4.4** Woodlands of conservation importance are under particular development pressure. In the National Park there is more demand for small amenity/recreational woodlands than there is for commercial forestry and this has led to ownership of some large woodlands breaking up. Smaller woodlands can increase the demand for buildings, vehicle access tracks and other infrastructure which can impact on the woodland's character and ecological significance.

### **Strategic Policy 2.4(2) Conserving and enhancing Dartmoor's moorland, heathland and woodland**

Within the areas of moorland, heathland and woodland of conservation importance development shall only be permitted where it:

1. conserves, enhances and/or restores features of landscape, archaeological, historic and ecological significance; **and**
2. maintains and/or improves public access; **or**
3. is demonstrated to be necessary for managing land and/or small-scale public recreation.





Map 2.2 Moorland, Heathland and Woodland of Conservation Importance

## 2.5 Tranquillity and dark night skies

**2.5.1** The tranquillity found within Dartmoor National Park is increasingly rare and is cherished by Dartmoor's communities and visitors alike. Dartmoor's vast open uplands, unspoilt enclosed farmlands, and remote river valleys all serve to make the National Park a place where tranquillity can be found easily.

**2.5.2** Tranquillity is subjective and relative: whether a place feels tranquil will be different for everyone, however there are common characteristics<sup>28</sup> which help us refine our understanding. Tranquillity can be understood as being made up of a variety of sounds and experiences which help people find peace and a sense of wellbeing within the landscape. Most commonly these factors include:

- Feeling close to nature and wildlife
- Feeling solitude and remoteness
- Hearing natural sounds
- Seeing unspoilt natural beauty

<sup>28</sup> [Tranquillity Mapping: Developing a Robust Methodology for Planning Support \(Jackson et al., 2008\)](#)

**2.5.3** A particularly sensitive part of tranquil places are dark night skies: areas where light pollution does not noticeably disturb our view of the stars at night. It's important to understand that tranquillity and dark night skies are finite resources which are highly valued, attract visitors, and therefore also have economic value. Tranquillity and dark night skies are also fragile resources easily diminished by noise, lighting and intrusive development both within and beyond Dartmoor's boundaries. Dartmoor's location, close to major trunk roads and the growing urban areas of Plymouth, Exeter and Newton Abbot, make its position particularly sensitive. The following development activities have the potential to directly and indirectly impact on tranquillity and dark night skies:

- New buildings and structures in isolated locations
- New noisy operations, such as quarrying
- Utility and renewable energy infrastructure in isolated locations, such as pylons, wind turbines and solar farms
- New light sources, such as security and flood lighting
- Transport infrastructure, such as roads and car parking
- Road, air and rail traffic
- Signage and visual clutter
- Recreational activities

**2.5.4** The CPRE's tranquillity map<sup>29</sup> provides the most up-to-date assessment of tranquillity for Dartmoor National Park and we will use this to inform assessments of a site's relative tranquillity.

**2.5.5** External lighting should be avoided in the National Park to preserve tranquillity and dark night skies, but also to protect wildlife, visual amenity, and landscape and historic character. To ensure conservation of dark night skies the following sequential approach will be used across the National Park when considering proposals for new external lighting:

1. **Avoid** the installation of external lighting altogether
2. Where external lighting is absolutely necessary, **mitigate** all its adverse impacts
3. As a last resort, **mitigate its adverse impacts to the greatest possible extent**

**2.5.6** Where necessary, a technical lighting statement will be required to justify why lighting is necessary and demonstrate every effort has been made to mitigate its adverse impacts. As a minimum, these proposals will be required to meet the Institute of Lighting Professionals (ILP) standards for National Parks: Zone E1<sup>30</sup>.

### **Strategic Policy 2.5 (2) Protecting tranquillity and dark night skies**

1. Outside classified settlements development proposals will only be permitted where they conserve and/or enhance tranquillity.
2. All development proposals should avoid external lighting. Where external lighting is demonstrated to be absolutely necessary its design should avoid all adverse impacts, or as a last resort mitigate them to the greatest possible extent in order to avoid adverse impacts on tranquillity, dark night skies, biodiversity, visual amenity, landscape character and heritage significance.

## **2.6 The Historic and Cultural Environment**

**2.6.1** The quality of Dartmoor's historic and cultural environment is a key reason for the area's

<sup>29</sup> [Tranquillity Map: England \(CPRE, 2007\)](#)

<sup>30</sup> [Guidance Notes for the reduction of obtrusive light \(Institute of Lighting Professionals, 2011\)](#)

designation as a National Park and is fundamental to its Special Qualities. Dartmoor's cultural heritage, including its archaeological features, settlements, buildings, and landscapes, is one of the richest of any area in the UK. These heritage assets make a substantial contribution to Dartmoor's rich and distinctive character. Together they allow the story of Dartmoor's settlement to be widely appreciated. The types of heritage asset found in the National Park are summarised below:

### **Archaeology**

Remains which provide material evidence of past human activity and culture. Important sites vary in scale from building remains to field systems. Of particular importance are Dartmoor's 1,082 Scheduled Monuments. Archaeology has the greatest potential for discovery of new assets.

### **Settlements and building groups**

Significant historic towns and villages, farmsteads, isolated building groups and industrial building groups. 25 of the National Park's settlements have Conservation Area status and there are 1,100 historic farmsteads. A building's significance comes not just from its individual elements, but also its relationship with other buildings and the surrounding landscape.

### **Buildings and structures**

All traditional historic buildings and structures have some heritage significance. The National Park is home to 2,059 listed buildings and structures which are of particular importance.

### **Landscapes**

Many of the National Park's landscapes show layers of evidence of past human activity. This can include historic field systems, old mining and farming activities, and historic routeways and greenlanes. There are 14 Premier Archaeological Landscapes (PALs) within the National Park which are some of the finest archaeological landscapes in Europe.

## Conserving and Enhancing the National Park's Heritage Assets

**2.6.2** Heritage assets are protected in two ways:

**Designated heritage assets** include Conservation Areas, Listed Buildings, Scheduled Monuments and Registered Parks and Gardens which are of national significance and are statutorily protected under legislation.

**Non-designated heritage assets** include buildings, monuments, sites, places, areas, landscapes or archaeology which have a level of significance sufficient to warrant consideration in the planning process, but which are not formally designated assets. Non-designated heritage assets are recorded by the Authority on the [Historic Environment Record \(HER\)](#): a live, searchable and publically accessible database of historic sites, buildings and features known to exist in the National Park. There is always the potential for the discovery of new assets. Potential heritage assets will be assessed against Historic England's significance criteria, discussed in paragraph 2.6.3, to decide whether they should be protected as designated or non-designated assets.

## Understanding Significance

**2.6.3** Understanding a heritage asset's significance is essential to assessing the impact of a development. Historic England describes significance as consisting of four values, significance may be found in all or just one of these values:

**Evidential value:** the potential for a place to preserve evidence of past human activity.

**Historical value:** the ways in which historic people, events and aspects of life can be understood through a place.

**Aesthetic value:** the ways in which people draw sensory and intellectual stimulation from a place.

**Communal value:** the meaning of a place for the people who relate to it, or for whom it forms part of their collective experience or memory.

**2.6.4** In addition to the above principles other factors to be taken into consideration include age, state of preservation, rarity, vulnerability to damage, contribution to setting, group value and the degree to which a heritage asset is characteristic of a given period.

**2.6.5** The below list summarises the buildings and features within the National Park which are likely to have heritage significance or where within which there is significant potential for discovery of previously unknown heritage assets:

- archaeological features, structures and buildings;
- historic buildings and structures which reinforce local distinctiveness, particularly those in Conservation Areas (e.g. vernacular farm buildings, historic farmsteads and houses pre-1919);
- historic artefacts and structures (e.g. milestones, bridges, wells, slotted gateposts);
- sites, buildings or structures which reflect Dartmoor's industrial and socio-economic history (e.g. engine houses, mines, Boulton & Paul prefabricated buildings, nonconformist chapels);
- buildings which reflect a distinctive architectural style (e.g. estate buildings, such as Hambleton and Bedford, and K6 telephone boxes);
- historic land divisions and landscapes (e.g. burgage plots and preserved historic field systems); and
- historic road, lane and routeway surfaces (e.g. disused railway tracks, green lanes and byways).

**2.6.6** A heritage asset's significance can be harmed by alteration or destruction of the asset and also by development within its setting. As heritage assets are irreplaceable, there is presumption against harming assets. Any proposed harm must have clear and convincing justification.

**2.6.7** All applications proposing development affecting a heritage asset must include an Assessment of Significance. This will describe the significance of the asset and its setting and assess the impact of the proposal. Historic England have produced good practice advice which will assist when assessing significance<sup>32</sup> and setting<sup>33</sup>.

## Conservation Areas

**2.6.8** Conservation Areas are designated heritage assets. There are 25 Conservation Areas in the National Park, each has a [Character Appraisal](#). These appraisals describe the heritage qualities of the Conservation Area and provide important background information to inform development proposals which affect the Conservation Area.

**2.6.9** Within Conservation Areas the Authority has some special controls to ensure their heritage value is not undermined, including to:

- restrict permitted development rights;
- control substantial demolition of buildings;
- restrict advertisements; and

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<sup>32</sup> [Managing significance in decision-taking \(Historic England, 2015\)](#)

<sup>33</sup> [The setting of heritage assets \(Historic England, 2017\)](#)

- control works to trees.

**2.6.10** However, the key purpose of designating Conservation Areas is not to prevent change, but to allow development to occur in a way which conserves and enhances the character and appearance of the Conservation Area. To achieve this we will seek to ensure development respects the elements and features that define the Conservation Area's character and heritage significance.

**2.6.11** Development outside Conservation Areas can also have an impact on its character and appearance, particularly where it impacts on prominent or significant views or leads to abrupt changes in building scale and style. We have identified a number of Areas of Historic Setting adjacent to designated Conservation Areas which have particular significance. These areas, below, are considered non-designated heritage assets and are shown on the policies map.

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

## Strategic Policy 2.6 (2) Conserving and enhancing heritage assets

1. All development must conserve and/or enhance heritage assets and their settings.
2. All applications affecting designated and non-designated heritage assets must be supported by an Assessment of Significance. All applications affecting designated heritage assets must be submitted as detailed applications.
3. The change of use, extension or alteration of heritage assets will be permitted only where:
  - a. for **designated heritage assets**, any harm is clearly outweighed by the development's public benefits; **or**
  - b. for **non-designated heritage assets**, any harm has been balanced against the significance of the asset and found to be reasonable and justified.
4. The whole or partial loss of heritage assets will only be permitted in exceptional circumstances, where:
  - a. it is necessary for health and safety reasons; **or**
  - b. the loss of all or part of a **designated asset** is necessary to achieve substantial public benefits that outweigh the loss; **or**
  - c. the loss of all or part of a **non-designated asset** has been balanced against the significance of the asset and found to be reasonable and justified; **and**
  - d. the harm is the least possible and there is no less harmful viable option; **and**
  - e. it is demonstrated there is no other source of funding that might achieve the conservation benefits.
5. Where substantial harm to or loss of a heritage asset is permitted the applicant will be required to undertake a detailed record of the asset.
6. Where an application could affect existing or potential archaeological interests the application must be supported by a method statement detailing the assessment, evaluation or excavation works necessary to ensure its protection.
7. Where there is evidence of deliberate neglect of or damage to a heritage asset (including demolition) its deteriorated state will be disregarded in decision making.

### Conservation of historic non-residential buildings in the open countryside

**2.6.12** The National Park has a substantial number of non-residential historic buildings in the open countryside, particularly farm buildings, chapels and churches, which are of historic value and contribute to the character and cultural value of Dartmoor. There are known to be 1,100 surviving pre-1919 historic farmsteads and over 200 lost farmsteads.

**2.6.13** These traditional buildings tell a story of Dartmoor's history and the settlement of its landscape. Their construction often reflects underlying geology and vernacular building practices and they contribute to a sense of place, local distinctiveness and landscape character.

**2.6.14** Changing farm practices have resulted in many traditional farm buildings falling out of use or being repurposed. Furthermore, changes in land ownership leading to the splitting up or amalgamation of farms have disassociated traditional buildings from the land they once served. Where buildings are no longer needed to support farming practices there can be demand to find alternative uses. Redundant buildings can provide flexible and affordable employment space. However the isolated rural location of these buildings can make them particularly desirable for residential conversion, unfortunately of the range of possible uses residential is almost always the

most harmful in conservation terms.

**2.6.15** It is crucial that conversions preserve the important features, materials and form of the building and the traditional techniques used to build them. As important as the building itself is its setting; agricultural buildings generally have a modest setting, unenclosed and with few embellishments, churches and chapels will typically have a more formal enclosed setting. Residential conversions can lead to a significant amount of pressure on a building's setting to provide gardens, patios or decking, sheds, furniture and other paraphernalia which can all distance the building from its modest beginnings. The result can be, whilst the building is conserved, its relationship with the surrounding landscape is lost.

**2.6.16** We will take the following steps when assessing proposals for re-use and conversion of all historic non-residential buildings in the open countryside:

### **1. Is the building historic, redundant and capable of conversion?**

Suitable buildings need to be historic within the context of Dartmoor's built heritage, redundant, and be capable of conversion without substantial alteration. The conversion of modern non-residential buildings, proposals which create a need for new buildings or involve the rebuilding, extension or alteration of historic buildings will not generally be acceptable under this policy. The creation of new access roads or tracks will also not be acceptable and buildings should not be at risk from flooding.

A building is redundant when it is no longer needed or useful for its intended purpose. When assessing for redundancy, a building's current and potential use will be taken into account. For example, although a building may not be of use to one owner it may still serve a need for its intended use in the wider area. Its value should reflect its current use, and not a 'hope value' for conversion. To be considered redundant a building should be entirely surplus to requirements and its loss should not generate a need for additional floorspace or an extension, even for a general use such as storage.

There are limited opportunities for conversion of modern buildings included elsewhere in the Local Plan, within policies for non-residential business and tourism development (Strategic Policy 5.1) and farm diversification (Policy 5.8).

### **2. Is the proposed use in a sustainable location?**

All buildings and their uses rely on infrastructure, services and facilities to support them (e.g. access roads, utilities, shops, amenity and health facilities etc.). The Local Plan seeks to minimise our impact on climate change by reducing the need to travel by car to meet daily needs. Each use will be different, but proposals which are located close to the infrastructure, services and facilities needed to sustain them will be considered more favourably. The acceptability of a proposal will be considered by balancing the quality of the building and the conservation works against the sustainability of the building's location. For this reason uses which significantly impact on character, such as residential uses or intensive holiday lets, will not generally be acceptable in isolated locations away from basic facilities and services.

### **3. Will the proposed works harm heritage significance?**

Different uses can put varying degrees of pressure on a building and its setting to change. Generally the more a building changes the more its character is lost and the less likely the building's heritage significance will be successfully conserved. Table 2.4 summarises the pressure different works can put on a building to change. Importantly it is principally the works, not the proposed use, that determine a proposal's impact. As each building is different and demands a different approach to achieve its conservation, proposals' impacts will be determined on a case-by-case basis.

Table 2.4 – The pressure for change different uses generally have on historic non-residential buildings

<b>Impact</b>	<b>Typical changes to building</b>	<b>Example uses</b>
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<b>Low</b>	Use can generally be achieved with only minor alterations to the building interior and exterior, and the wider site.	Light industrial, storage, workshop, community use (e.g. hall, meeting room, or community centre), equestrian, ancillary to residential (e.g. garage, games room)
<b>Medium</b>	Significant alterations necessary, but can be achieved with a minimalist approach: without the need to subdivide the interior, enclose and subdivide the building's setting, create new wall openings. New rooflights and flues are minimised and placed discretely.	Office, camping barn, farm shop, pub, restaurant, museum, granny annexe
<b>High</b>	Very significant alterations normally necessary and difficult to achieve with a minimalist approach. Including subdivision of interior, roof and wall insulation, and alterations to door and window openings. Any new rooflights and flues are placed prominently. Often demand for ancillary buildings, gardens and domestic curtilage which subdivides and harms setting. Generally incompatible with listed buildings and difficult to achieve conservation in non-designated assets.	Permanent residential, holiday let, hotel

**2.6.17** High impact proposals will be carefully scrutinised to ensure they achieve conservation. Any proposals of a low, medium or high impact will be refused where they would harm heritage significance. The following buildings are unlikely to be suitable for high impact conversions because of their special historical and architectural characteristics:

- Longhouse shippens, linhays and cart sheds
- Pre-1700 farm buildings
- Agricultural buildings providing an agricultural setting for a Grade I or II\* listed farmhouse
- All non-residential buildings of particular significance, including:
  - those of the highest heritage significance
  - those which make an important contribution to the character of a settlement, particularly within a Conservation Area
  - those within building groups of particular merit or with important historic associations
  - the best examples of estate architecture
  - those with particularly good interiors or with internal features, furniture or machinery of interest which cannot be retained in the conversion scheme

**2.6.18** Applications for high impact uses must demonstrate that the proposal represents the optimum viable use for the building

by providing evidence that less harmful uses have been explored and are not viable. For all proposals, except farm diversification proposals, this should include marketing evidence the property has been offered on the open market for rent, sale or lease for a range of less harmful uses for not less than 6 months at a realistic price (requirements for marketing evidence are provided in the glossary). To ensure marketing exercises do not encourage splitting-up of farms, farm diversification proposals can demonstrate this through business planning, see Policy 5.8.

**2.6.19** Where permanent residential accommodation is acceptable the new dwelling will be required to be affordable housing or rural workers' accommodation. However, there may be occasions where



on-site provision of affordable housing is unviable or inappropriate. Affordable housing may be inappropriate where the accommodation and its curtilage is too large and cannot be made affordable, even with a significant discount. In these cases a financial contribution ('commuted sum') in-lieu will be sought on an equivalent basis and the property restricted to occupation by a Local Person. Section 3.5 details our approach for deciding when contributions in-lieu will be acceptable.

### **Strategic Policy 2.7 (2) Conservation of historic non-residential buildings in the open countryside**

1. Development must conserve and/or enhance the heritage significance of non-residential buildings.
2. The conversion of redundant historic non-residential buildings in the open countryside will only be permitted where:
  - a. The building is:
    - i. redundant for its most recent use;
    - ii. of a form, structure and history that is traditional within the context of Dartmoor's built heritage;
    - iii. structurally sound and capable of conversion without the need for reconstruction, excavation or alteration, as confirmed by a structural engineer's survey; **and**
    - iv. appropriately sized for the intended use and capable of conversion without the need for ancillary buildings or extension.
  - b. The proposed use is the optimum viable use consistent with the building's conservation and is located with reasonable access to necessary infrastructure, services and facilities; **and**
  - c. The proposed conversion work:
    - i. conserves and/or enhances the character and appearance of the building and its setting;
    - ii. proposes no significant new openings or extensions;
    - iii. preserves significant historic or architectural elements; **and**
    - iv. ensures any garden, fence or wall, parking, lighting, essential utilities (cables and pipes) or other paraphernalia do not harm the building's character, setting or any significant historic or architectural features.
3. The optimum viable use is the viable use which causes least harm to the asset's significance. Applications for high impact uses must be supported by evidence which demonstrates the proposal is the optimum viable use and less harmful uses are unviable. Evidence should include not less than 6 months marketing evidence demonstrating the property has been offered on the open market for rent, sale or lease for a range of less harmful uses, at a realistic price.
4. Where permanent residential uses are considered acceptable, these will be for affordable or rural workers' accommodation. Where affordable or rural workers' accommodation is demonstrated to be unviable or inappropriate an equivalent financial contribution in-lieu of provision on-site will be sought and the dwelling will be restricted to occupation by a Local Person.
5. Permitted development rights will be removed to control the character and appearance of the converted building and its setting.

## Enabling Development

**2.6.20** Some heritage assets need such significant work to conserve them that in exceptional circumstances flexibility in planning policy can be necessary to enable important conservation works to take place. ‘Enabling development’ is development that would normally be unacceptable except that it enables sufficient conservation benefits to justify it, and which could not otherwise be achieved.

**2.6.21** Enabling development is a last resort, but nevertheless a useful planning tool which enables a community to secure the long-term future of a heritage asset and sometimes bring about other public benefits. Crucial to the acceptability of enabling development is that the public benefit outweighs the harm of departing from the development plan (i.e. the Local Plan and any Neighbourhood Plans in force). When deciding applications for enabling development we will have regard to the best practice advice of Historic England<sup>35</sup>.

### Policy 2.8 (2) Enabling Development

- 1) In exceptional circumstances enabling development that secures a heritage asset’s future, but conflicts with other planning policies, will be permitted where:
  - a. the public benefits clearly outweigh the harm of departing from the development plan;
  - b. it will not materially harm the heritage asset or its setting;
  - c. it will avoid detrimental fragmentation of management of the heritage asset;
  - d. it will secure the long-term future of the heritage asset and, where applicable, its continued use for a purpose sympathetic to its conservation;
  - e. 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;
  - f. it is demonstrated there is no other source of funding that might achieve the benefits without the need for enabling development; **and**
  - g. it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset and it minimises harm to other public interests.
- 2) Where necessary, planning conditions or a section 106 legal agreement will be used to secure the future of the heritage asset.

## 2.7 Water Environment

**2.7.1** Dartmoor’s landscape, biodiversity, and cultural heritage are inextricably linked with its water environment. A finely balanced water environment has shaped Dartmoor over millennia, creating its landscape, habitats, supporting industry and shaping development patterns. Dartmoor’s wet uplands store water and are the source of many of Devon’s rivers, its wooded valleys slow catchment run-off, and its 7 reservoirs provide around 45% of South West Water’s daily water supply. Dartmoor’s upland peat is a significant carbon store, and careful management of its water environment plays an important role in minimising our impact on climate change.

**2.7.2** Development proposals provide an opportunity to review a site’s water environment and provide on- and off-site enhancements which can benefit an array of environmental indicators, particularly soil quality, biodiversity and flood risk. Enhancements to the water environment will therefore be taken into consideration when pursuing biodiversity net gain as part of Strategic Policy 2.3. Typical enhancements range from simple measures, such as water butts, swales and natural

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<sup>35</sup> [Enabling development and the conservation of significant places \(Historic England, 2008\)](#)

flood management measures, to more complex enhancements, such as greywater recycling, attenuation ponds, oil interceptors, and wetlands.

## Flood risk

**2.7.3** Positive planning can play an important role in catchment and flood risk management. The Local Plan will ensure that flood risk is taken into account in all new development, managing risk by directing land uses to the most appropriate locations. Development should not take place where it would have an unacceptable level of flood risk, or where it would increase flood risk elsewhere by, for example, reducing flood storage, impeding the flow of flood water or increasing run-off.

**2.7.4** Where development is proposed in an area of flood risk, applications must be supported by a Flood Risk Assessment (FRA). The purpose of the FRA is to provide a basis for applying the sequential test to flood risk, which steers new development to areas with the lowest probability of flooding. If, following the sequential test and consistent with wider sustainability objectives, it is not possible to locate development in an area of lower flood risk, the exception test can be applied. This ensures that there is a need for the development which outweighs potential risk, and that the FRA demonstrates the development will be safe, and not increase flood risk elsewhere.

### [TO INSERT – FLOOD RISK SEQUENTIAL TEST DIAGRAM]

**2.7.5** Sustainable drainage systems (SuDS) can make an important contribution to good catchment management by:

- controlling the quantity of runoff;
- managing water quality; and
- providing amenity and biodiversity improvements.

**2.7.6** Despite their clear benefits SuDS are generally underused. Devon County Council has produced straightforward SuDS Guidance<sup>36</sup> to encourage their wider use. This guidance will be used to inform decisions on all proposals involving SuDS.

Major development,<sup>37</sup> and development which is within a Critical Drainage Area must include sustainable drainage systems. Minor development<sup>37</sup> outside an area of flood risk will also be encouraged to incorporate sustainable drainage systems. The most up to date flood and Critical Drainage Area maps can be found [online](#).

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<sup>36</sup> [Sustainable Drainage Systems: Guidance for Devon \(Devon County Council, 2017\)](#)

<sup>37</sup> As defined in the [Town and Country Planning \(Development Management Procedure\) Order 2015](#)

## **Policy 2.9 (2) The Water Environment and Flood risk**

- 1** All development should conserve Dartmoor's water environment and explore and take opportunities to enhance it.
- 2** Through application of the sequential test, development will not be located where it would be at risk of flooding or where it would lead to increased flood risk in other places.
- 3** In exceptional circumstances, development which does not satisfy the sequential test will be permitted in flood risk areas when:
  - a)** there are no suitable locations of lower flood risk;
  - b)** the development is demonstrated to provide wider benefits which outweigh flood risk;
  - c)** there will be appropriate flood protection for the lifetime of the development, taking account of the vulnerability of its users; **and**
  - d)** the development will not increase flood risk elsewhere, and where possible, will reduce flood risk overall.
- 4** Major development, and development which is within a Critical Drainage Area, must incorporate sustainable drainage systems (SuDS), taking account of advice from Devon County Council, the Lead Local Flood Authority. Where necessary, conditions will be used to ensure their future management and maintenance.

## **3 Housing**

## Housing Strategy

The focus of housing development in Dartmoor National Park is the delivery of affordable, well-designed, efficient homes to meet the needs of local people. Market housing will support the delivery of affordable housing, it should also respond to the needs of local people in terms of size, mix and tenure. Around 65 new homes will be built in the National Park each year.

Housing development should be of a mix of house type and size which enables and encourages younger families to live and work within Dartmoor's communities, as well as providing opportunities for older local people to stay. Housing should be accessible and adaptable and achieve high levels of sustainability.

Housing delivery will reflect the Spatial Strategy. In Local Centres land is allocated for development to meet the affordable housing needs of local people: 45% of homes on allocated sites are required to be affordable, subject to viability. A mix of housing can come forward within Local Centres, to meet local needs and respond to appropriate development opportunities.

In Rural Settlements a mix of small scale housing may come forward, and there are opportunities for development which meet local needs on brownfield sites. In Villages and Hamlets new housing is restricted to small scale development to meet local needs.

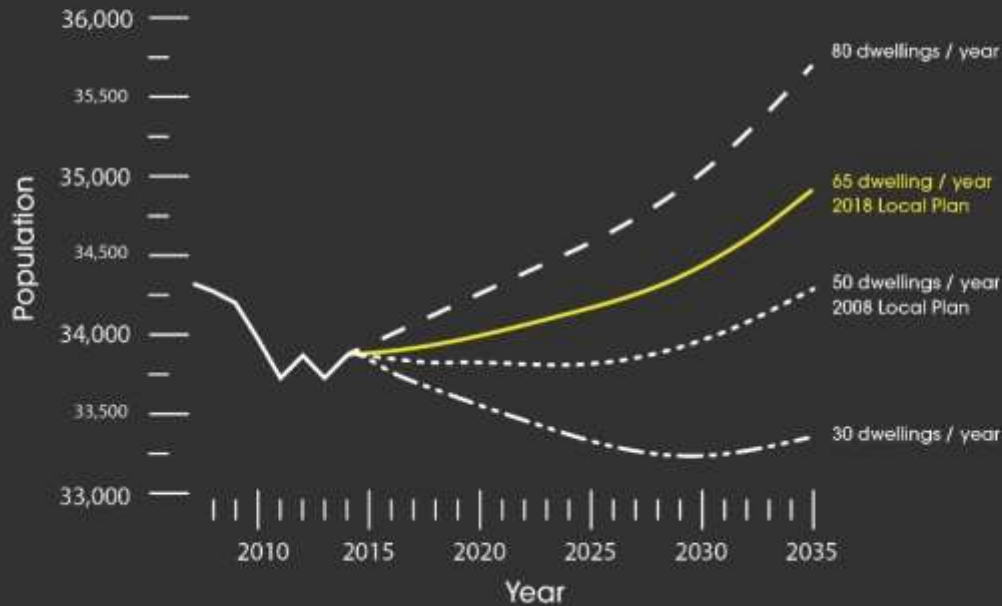
Outside classified settlements new housing development will principally support the needs of farming, forestry and other land-based rural enterprises with a functional need for a worker to live in the open countryside.

Homes may be altered and extended to improve their design, efficiency and meet the needs of their occupants. The size of extensions and replacement homes is limited in order to retain a mix of smaller and more affordable housing,

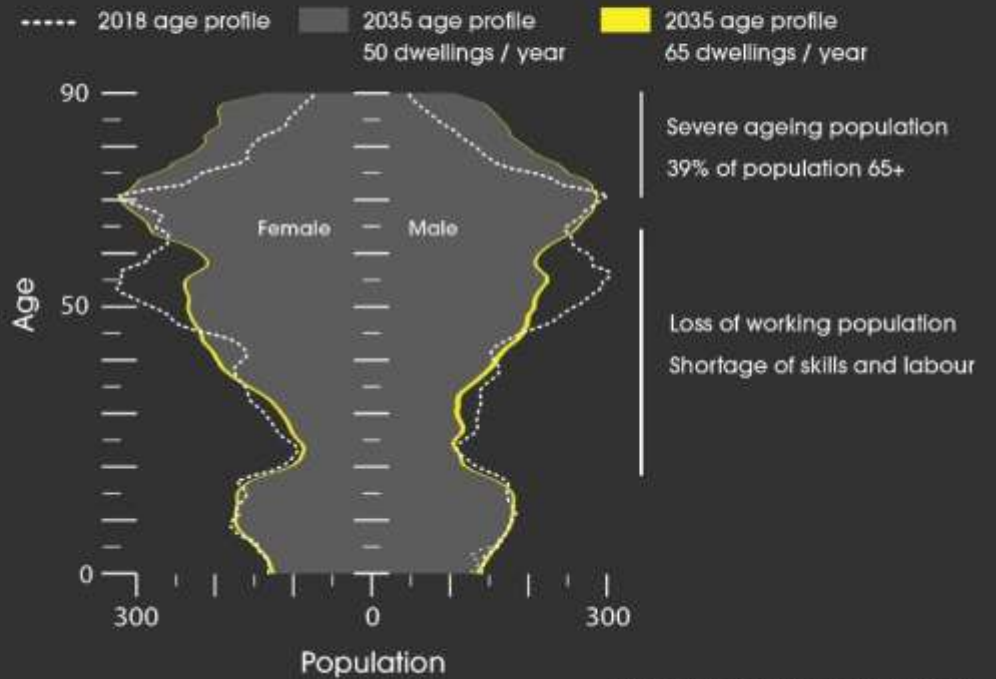
# Housing Evidence Summary

## Population projections

How housing delivery could affect Dartmoor's population



## Dartmoor's approximate age profile in 2035



Demographic Forecasts, Edge Analytics, 2019

## Dartmoor's Housing Affordability Ratio median house price : median earnings

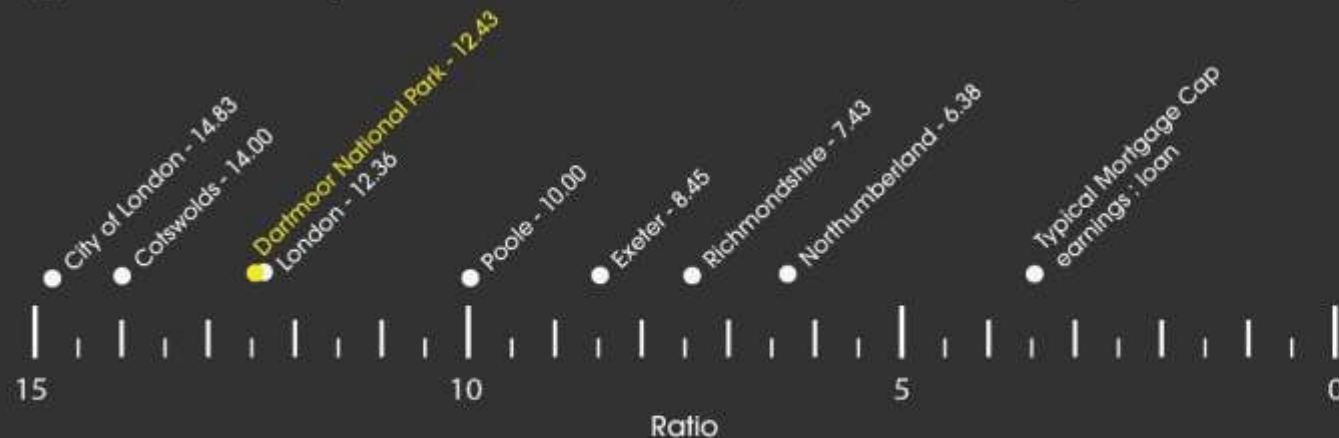
Office for National Statistics 2017

**£272,000**

Median house price

**£22,034**

Median earnings



## 3.1 Housing development in Dartmoor National Park

**3.1.1** The 2008 Core Strategy aimed to deliver around 50 homes per year. Delivery has been in line with this, but over the last 10 years this has resulted in little population change. This is largely because new housing provision has been counter balanced by a growth in smaller households (i.e. fewer people living in more houses). Whilst the National Park does not have a declining population, within its population there are trends which, when projected forward, could have a significant impact upon Dartmoor's communities. In particular, projections show an ageing population and a reduction in the proportion of working age people.

**3.1.2** National policy seeks to significantly increase housing delivery across the country in the expectation that it will improve affordability and deliver a range of homes to meet national housing need. In the National Park the National Planning Policy Framework (NPPF) recognises this is not an appropriate response and the scale and extent of development within these designated areas should be limited. Instead the Dartmoor Local Plan must carefully balance the needs of the National Park's communities with the need to conserve and enhance its internationally important environment. Planning cannot and should not 'engineer' the National Park's population, but it can be a tool to respond to issues and deliver community priorities. It is important therefore that the Local Plan responds to these trends, which would have a range of impacts within Dartmoor's communities, including:

- High housing unaffordability making it difficult for local people and workers to live locally
- A reduction in the working age population, making it increasingly difficult for local businesses to recruit and retain staff, and reducing the sustainability of communities and local services
- Continued or increasing under-occupancy of homes by older people or individuals, which runs at odds with the aim of making the best use of the housing stock
- A greater demand for services and facilities to meet the needs of older people, some of which may be difficult to deliver in deeply rural areas (for example home care)
- A decreasing demand for services and facilities for younger people, including schools, making them increasingly difficult to sustain in smaller communities

**3.1.3** Seeing these changes first hand in Dartmoor's towns and villages, local communities are looking for the Local Plan's housing policies to:

- provide appropriate and flexible opportunities for housing development which meets communities' needs in a range of settlements;
- ensure a mix of house sizes are available to meet communities' housing needs, including those in affordable housing need, needs of first time buyers, elderly downsizers, growing families and small households;
- provide suitable homes for older people and downsizers;
- enable local families and working people to live on Dartmoor;
- work within environmental limits, and achieve more sustainable construction; and
- support farming, forestry and other rural land-based enterprises.

**3.1.4** The housing strategy in the Local Plan therefore provides an indicative housing delivery figure of 65 homes each year across the National Park. This figure is not a target. It is the level of development evidence suggests is necessary to reduce the trends identified above and provide sufficient housing to meet local housing needs. The figure is set locally, rather than by Government, and the policies and site allocations within this Local Plan seek to deliver that amount of development throughout the plan period. This number of homes will enable the delivery of affordable housing to meet local needs, allow sufficient open market housing to cross-subsidise affordable housing delivery, and bring about a small increase in population intended to reduce the scale of the demographic issues described above.

**3.1.5** New housing will be focussed in the Local Centres, which are the most sustainable locations for development. Within the Rural Settlements there is opportunity for small scale development. Within the Villages and Hamlets development opportunities are limited to affordable housing to meet identified local needs.

**3.1.6** Within settlements local needs custom and self-build housing may come forward, providing opportunities for local people, making the best use of previously developed (or 'brownfield') land and encouraging high quality, sustainable and innovative design. Opportunities also exist for conversion of buildings to new homes.

**3.1.7** Beyond the classified settlements, in the Open Countryside, the broader housing needs of communities may be met through:

- rural workers' houses;
- subdivision of existing dwellings; and
- in locations well-related to necessary services and infrastructure:
  - conversion of suitable redundant historic buildings
  - Gypsy and traveller accommodation
  - low impact development – enabling small-scale residential development which has exceptionally low environmental impact.

## Housing need

**3.1.8** The strategy for the Local Plan is founded upon delivering the development required to meet the needs of the National Park and its communities, sustaining them as vibrant and viable places to live and work, whilst also ensuring Dartmoor's Special Qualities are conserved and enhanced. The housing strategy takes forward this approach by using land for development only when it is needed to meet an identified local housing need and makes the best use of Dartmoor's limited land supply. This needs-based approach applies on allocated sites, larger 'windfall' sites (sites which weren't planned for through the Local Plan's site allocations) and through a rural exception sites policy. Policies on all these development site types require that development should only come forward when homes are needed. Assessing housing need is the first step in the process of deciding how many homes need to be planned for.

**3.1.9** It is important that assessments of affordable housing need and the allocation of new affordable homes, reflect the roles of the Local Centres, Rural Settlements and Villages and Hamlets within Dartmoor. Within these settlement types, the area or 'catchment' we assess to identify whether any affordable housing need exists should reflect that settlement's role, and then people with connections to that area should have priority for any new affordable homes. The approach to this is set out in Strategic Policy 3.1.

**3.1.10** Housing needs assessments are surveys undertaken in communities which establish the level and nature of current and future housing need. They are a vital tool for understanding a community's housing need, and offer far more detailed information about a community than the Housing Register. Housing needs assessments are typically valid for around 3-5 years and they may be supported by information from the Housing Register. Where a development has taken place since a survey was carried out, this will normally mean the housing needs assessment's results are less meaningful.



### **Strategic Policy 3.1 (2) Meeting Housing Need in Dartmoor National Park**

1. This Local Plan will seek to meet an indicative housing delivery figure of 1,125 homes (65 homes each year after adoption) across the National Park over the period of this Plan. It will do so by identifying opportunities for housing delivery on allocated sites, windfall sites, and rural exception sites.
2. Development on allocated sites and windfall sites will only be approved where there is a current identified affordable housing need. For schemes of 6 homes or more within Local Centres, or schemes of 4 homes or more within Rural Settlements and Villages and Hamlets, affordable housing need should be demonstrated by an up-to-date housing needs assessment. Schemes delivering fewer homes within these settlements may be evidenced using the Housing Register.
3. Development on rural exception sites will only be approved where there is a current identified need for affordable housing demonstrated by an up-to-date housing needs assessment.
4. The geographic areas from which affordable housing need should be identified is as follows:
  - a. for development within a Local Centre, but not Princetown, the housing need of the parish in which development is taking place and the adjoining parishes which are wholly or substantially within the National Park;
  - b. for development within a Rural Settlement or Princetown, the housing need of the parish in which development is taking place and the adjoining *rural* parishes (i.e. excluding those which contain a Local Centre or larger settlement) which are wholly or substantially within the National Park; **or**
  - c. for development within Villages and Hamlets, the housing need of the parish in which development is taking place, and any adjoining *rural* parishes as may be agreed with the parish of provision.
5. The size and tenure mix of the development should respond to the need identified, including the need for any specialist housing. In classified settlements, an up-to-date Housing Needs Assessment will be required. The need for smaller windfall developments in Local Centres may be evidenced by the Housing Register.
6. In all cases other development in the pipeline or recently completed, which may alter the need for affordable housing in the relevant geographic area, will be taken into account. The above geographical areas shall be used for allocating affordable housing and will be included in section 106 legal agreements. Priority may be varied through Local Lettings Plans. Section 106 legal agreements will include a cascade to ensure properties do not remain empty for an unreasonable period of time and a mortgagee in possession clause to ensure mortgageability. On rural exception sites in Villages and Hamlets, shared ownership housing will be restricted to 80% staircasing.

**3.1.11** The use of section 106 legal agreements is critical for securing affordable housing into the future, and provides communities with assurance that new affordable homes will continue to be available to meet local housing need. Section 106 legal agreements must be carefully worded to ensure they are flexible; an overly restrictive agreement can mean a development or property cannot be financed and therefore prevent the development from going ahead.

**3.1.12** Staircasing on shared ownership properties, where the owner of a shared ownership home buys a larger share of the property, is one such issue. In a rural area, the owner would not normally be allowed to buy the whole property (or 'staircase' to 100%) to ensure the benefit of the affordable home remains in the community. However lenders are not currently supporting such restrictions. As such, in order to enable development to come forward, 100% staircasing will be allowed in Local Centres and Rural Settlements where this is supported by Homes England. A section 106 legal agreement provides for a right of pre-emption, where the Housing Association and/or Local Housing Authority have the right to buy the property before it is offered on the open market. It also requires that, where someone does acquire 100% of a shared ownership property, a local occupancy restriction remains on the property in perpetuity.

### Vacant Building Credit

**3.1.13** The NPPF (2019) provides for a 'Vacant Building Credit' designed to promote the use of previously developed ('brownfield') land. It sets out that, where vacant buildings are being reused or redeveloped, any affordable housing contribution should be reduced by a proportionate amount. For the application of the Vacant Building Credit we will apply the following factors:

- The provision applies to previously developed land only
- All floorspace will be calculated using gross internal floor area (GIFA)
- The whole building needs to be vacant, not just a single planning unit or part of the building and the provision does not apply to buildings which have been abandoned
- The applicant must demonstrate that the building has been vacant for a continuous period of 3 years preceding the day the planning application is valid
- Credit will not be applied to building(s) which have been made vacant for the purpose of redevelopment or where a building is covered by an extant or recently expired planning permission for the same or substantially the same development
- Where vacant building credit is applied, the full affordable housing obligations will be sought as a percentage of the remaining floor space viability
- Where a vacant building credit calculation results in a part dwelling requirement this will be rounded up to the next whole affordable dwelling
- Vacant building credit provisions do not apply to rural exceptions sites

## 3.2 Different types of housing

**3.2.1** As well as evidencing overall need housing needs assessments, in combination with the Housing Register, provide important information on what size, affordability, and tenure of homes are needed by a community, as well as the need for older persons' or specially adapted housing.

**3.2.2** Both the affordable and open market element of schemes should respond to a community's identified housing needs. Having a mix of available housing is vital to ensuring Dartmoor's communities are inclusive and sustainable. This means ensuring that there is a mix of housing to meet the needs of first time buyers, elderly downsizers, the disabled as well those unable to afford open market prices. To support the housing and economic strategies, any new open market housing should therefore be of a mix of house types and sizes which enable and encourage younger families to live and work within Dartmoor's communities.

**3.2.3** With regards affordable housing tenure, an indicative tenure split between affordable rental properties (e.g. social rent, affordable rent) and intermediate sale (e.g. shared ownership, discounted sale) of 70:30 is generally appropriate. However this is indicative only, and the tenure mix should reflect the identified housing need as closely as possible.

**3.2.4** Forecasts suggest that the proportion of Dartmoor's population aged 65 or over could increase by 44% by 2035. It is important that future housing supply responds to the needs of older people. Dartmoor's existing housing stock contains a high proportion of historic buildings which can have poor accessibility. Whilst many older homes continue to be desirable, many will not meet the accessibility needs of an ageing population. This means providing new homes which are smaller, more accessible for those with limited mobility, and adaptable. Homes for older people may need to be affordable housing, or may be market housing, normally as part of a mixed development. This type of housing can enable local people to stay in their communities for longer, enable downsizing, free up under-occupied family sized housing and encourage a churn in the local housing stock.

**3.2.5** There has been an increase in the proportion of second homes and holiday homes within the National Park (3% in 2001, 8% in 2011), mostly in the open countryside rather than settlements. Whilst this is a concerning trend it is not of the scale seen in other areas, where some Local and Neighbourhood Plans are responding by applying 'principal residence' conditions on new housing. Principal residence conditions have limited impact where it is the existing 'traditional' housing stock which is more attractive for second homes. These conditions also impact on development viability, reducing the amount of affordable housing which can be delivered. The Local Plan does not therefore require principal residence conditions on new homes, but responds to this issue by supporting the sustainability of Dartmoor's communities with policies aimed at providing homes for those living or working in the National Park.

**3.2.6** Local needs custom and self-build housing is a key way of doing this, Local Plan policy encourages this type of housing on smaller sites or through conversions within Local Centres, Rural Settlements and Villages and Hamlets. Custom and self-build housing has multiple benefits: it can be more affordable to build, encourages people to stay in their home longer, and can lead to a greater variety and quality of house design.

**3.2.7** The Authority encourages communities to engage in shaping development locally. Community Land Trusts (CLTs) can play a key role in helping to identify need, shaping the mix of new housing and the process of allocating homes to new tenants. Where a CLT is the freehold owner of new homes, they can attract a small income for community use, and have a greater influence over the future of the homes.

### The size and accessibility of new housing

**3.2.8** Properties should be modest and commensurate with the needs of communities. Nationally described technical housing standards<sup>38</sup> will be used to benchmark house sizes and ensure that all new affordable and open market housing is not excessively large or small for the need it is intended to meet. Housing which is significantly larger or smaller than these standards will need to be justified.

**3.2.9** To ensure new dwellings are accessible and adaptable for ageing residents this policy requires that all new build housing meets Building Regulations Requirement M4(2) for accessible and adaptable dwellings, unless it is not practical, viable or desirable in planning terms. Wheelchair accessible dwellings will be encouraged where a specific local need has been identified and space standards will be applied flexibly if necessary.

### **Strategic Policy 3.2 (2) Size and accessibility of new housing**

1. All new housing development should contribute towards creating and sustaining sustainable and balanced communities by delivering a mix of dwelling sizes and types, that will meet the needs of present and future generations.
2. All new housing should meet and not significantly exceed nationally described technical housing standards.
3. All new build dwellings should be constructed in accordance with Building Regulations Requirement M4(2) for accessible and adaptable dwellings, or successive regulations, unless evidence demonstrates:
  - a. it is not desirable or possible for planning or environmental reasons; **or**
  - b. it is not viable.
4. Wheelchair accessible dwellings constructed in accordance with Building Regulations Requirement M4(3), or successive regulations, will be encouraged where a specific local need for a wheelchair adaptable or accessible dwelling is identified.

## **3.3 Definition of a Local Person**

**3.3.1** In response to the challenge of meeting local affordable needs, an ageing community and the need to sustain the working age population, local occupancy restrictions will apply to affordable and local needs custom and self-build housing. In all cases this will be secured in perpetuity with a section 106 legal agreement.

**3.3.2** The definition of a Local Person is set out below. The criteria are based upon community desire to support local people who wish to stay in their communities, to enable those who have been unable to stay to come back, and to encourage those already working in the National Park to live locally

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<sup>38</sup>[Technical housing standards – nationally described space standards \(MHCLG, 2015\)](#)

## Definition of a Local Person

Dartmoor's local needs and local affordable homes are restricted to occupancy by a local person. 'Local' is defined as a household containing at least one permanent resident who:

- a. currently lives in the National Park or a rural parish which lies substantially within the National Park and having done so for at least 5 years; **or**
- b. has lived in the National Park or a rural parish which lies substantially within the National Park for at least 5 years, but moved away within the last 5 years; **or**
- c. is currently employed within the National Park, working for not less than 16 hours per week, and having done so for at least 26 weeks out of the preceding year; **or**
- d. has a strong connection to the National Park or a rural parish which lies substantially within the National Park by virtue of, for example: upbringing, employment, or having a requirement to provide substantial care for a close relative who currently lives in the National Park and has done so for at least 5 years.

These criteria are not in priority order. A level of priority will be applied in s106 legal agreements to the geographical area of housing need used to justify the development, in accordance with Strategic Policy 3.1. Priority may also be applied to other criteria where this is sought by the community, and is consistent with the Local Plan.

## 3.4 Definition of Affordable Housing

**3.4.1** The term 'affordable housing' can mean different things to different people. Indeed the broader definition set out by Government in the National Planning Policy Framework means that affordable housing is not as affordable as 'social housing' delivered in the past. This does, however, reflect the fact that a widening gap between incomes and house prices means open market housing in some areas, including Dartmoor, may be beyond the reach of those with an average household income.

**3.4.2** It is critical that the type of housing delivered responds to the need identified in any Housing Needs Assessment. Developers should therefore work with communities to tailor schemes to meet the most appropriate mix of affordable housing in line with the definition, below.

### Housing Association ('council') Housing

**3.4.3** In most cases affordable housing is built by or for a registered provider or 'housing association'. In these cases a section 106 legal agreement will be attached to any permission, ensuring that the property remains affordable and for occupation by a Local Person in perpetuity. The registered provider will be responsible for the allocation of these homes to an eligible household in accordance with the section 106 legal agreement. Rents for affordable housing are linked with a discount from market rents, however in some instances this can still be unaffordable, given the high house prices in many Dartmoor communities. Affordable rents should therefore not exceed the Local Housing Allowance (LHA) for the area, including any additional charges on the property.

### Private (Intermediate) Affordable Housing

**3.4.4** Affordable housing may also be delivered without a registered provider. This approach allows privately built affordable homes to come forward in the National Park which have a section 106 legal agreement restricting their occupation to an eligible household, i.e. a household containing somebody who:

- is a Local Person;
- is in housing need; **and**
- is unable to afford market house prices in that area.

**3.4.5** Given the range of land and property values, and potential build costs across the National Park, a fixed discount for affordable housing is not appropriate. The minimum discount is 20% from open market value, but this should be increased where necessary to ensure the housing is affordable to eligible households.

**3.4.6** In 2017 median earnings for Dartmoor were £22,034. Using a mortgage indicator of 3.5 times earnings a household with two average earners would be able to borrow £154,238. Given the need for a minimum 5% deposit this equates to an affordable house price of around £150,000 - £165,000. This relies on two average earners and is intended to be a guide that will vary with incomes and lenders' requirements. It is considered to be at the upper end of what is currently affordable for a 2 bedroom 4 person house.

**3.4.7** Delivering homes in line with this benchmark may require a varying level of discount, depending on the property's size and location. We will therefore discount the open market sale price, having already taken into account the occupancy restriction, by 20% - 40%. In accordance with the definition of affordable housing, all private affordable housing will be controlled in perpetuity. Where a private affordable house is rented to an eligible household, it should be rented at not less than a 20% discount from the prevailing market rent for the property, or at a greater discount if this is necessary to ensure the rent charged does not exceed the Local Housing Allowance (LHA) for the area, including any additional charges on the property.

**3.4.8** Alongside the discount, careful design can also help to ensure a property is more affordable. Private affordable housing will be restricted to 93m<sup>2</sup> in size (gross internal floor area) to support its affordability, this is equivalent to a 3 bedroom 5 person house in national space standards. For the successful delivery of affordable housing it is crucial that the land value also reflects its use for affordable housing. This will include ensuring the size of the plot and the building's design support its affordability. In particular:

- Garages will not be acceptable, a modest car port may be.
- The property should have a modest amount of garden space. Large gardens or associated land and buildings will not be acceptable.
- The finish of the property must be carefully considered. Whilst we will seek a high standard of design and build including aspects of sustainable design, a high internal specification is not appropriate for this type of housing, and could make the property unaffordable for an eligible household.
- Permitted Development Rights will be removed in order to control extensions and alterations (including loft conversions), preventing the property from becoming less affordable.

**3.4.9** In developments where a proportion of affordable housing is required the development should either provide the number of units required, rounded up to the nearest single property, or may provide a contribution in lieu for any part of a unit required through policy.

## Definition of Affordable Housing

Affordable housing is housing for sale or rent, for those whose needs are not met by the market.

In Dartmoor National Park, all affordable housing must remain at an affordable price for future eligible households or include provision for subsidy to be recycled for alternative affordable housing. Affordable housing is:

**a) Affordable housing for rent:** where the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents. Affordable rented housing must remain at an affordable price for future eligible households, or include provision for the subsidy to be recycled for alternative affordable housing provision.

**b) Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections.

**c) Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

**d) Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Homes must remain at an affordable price for future eligible households or include provision for subsidy to be recycled for alternative affordable housing.

Homes which do not remain at an affordable price for future eligible households or include provision for subsidy to be recycled for alternative affordable housing will not be considered as affordable housing for planning purposes. Local needs custom and self-build housing is not affordable housing.

## 3.5 Financial contributions in lieu of on-site Affordable Housing provision

**3.5.1** National policy recognises that providing affordable housing on small development sites can be difficult to achieve. The Local Plan therefore provides some flexibility in how affordable housing can be provided on small sites to ensure policy is not unduly restrictive. This is achieved by allowing financial contributions (or 'commuted sums') in lieu of affordable housing on-site. Our approach varies depending on a development site's location, it is summarised below.

**3.5.2** In Local Centres and Rural Settlements, where the majority of housing growth is planned, we will permit financial contributions in lieu of on-site affordable housing provision on small sites of: up to 5 units in Local Centres; and up to 3 units in Rural Settlements. This is set out in Strategic Policy 3.3 and Strategic Policy 3.4.

**3.5.3** In Villages and Hamlets and in the open countryside, where there is greater need for affordable housing and the environment is more sensitive, our approach is more restrictive. Here financial contributions will only be acceptable where the proposal involves the creation of one or more new dwellings which comply with Local Plan policy, but provision of affordable housing is considered by the Authority to be inappropriate because of:

- the anticipated market value (e.g. being too expensive to be an affordable dwelling); or
- the feasibility of converting or adapting the building (e.g. building works are too complex

- and/or costly); or
- the impact the conversion or adaptation would have on the building (e.g. where the building works would harm a heritage asset).

**3.5.4** Given the range of land and property values, and potential build costs across the National Park, we will negotiate financial contributions in lieu on a case by case basis. These sums should be calculated on an equivalent basis, i.e. the contribution would be equivalent to the provision of an affordable dwelling on-site. The principle being that the developer of a scheme should be no worse or better off where they provide the affordable housing required on-site or as a financial contribution. The calculation of a commuted sum would therefore be based upon the difference between the value of a development providing the required amount of affordable housing in line with policy, and the value of that development as 100% market housing.

**3.5.5** Applications which propose a contribution in lieu must therefore be supported by a viability appraisal and we will seek independent verification of this appraisal, as required, by a suitable professional instructed by the Authority and at the applicant's cost.



# Housing Strategy Summary Diagram

## Local Centres

Ashburton, Buckfastleigh, Chagford, Horrabridge, Moretonhampstead, Princetown, South Brent, Yelverton



### Exception sites

For local needs which cannot be met within Settlement Boundary.

100% AH; up to 25% cross subsidy where essential for viability; or

Minimum 45% AH where providing necessary infrastructure.

### Allocated sites

Identified in Chapter 7  
45% AH

### Infill sites

≤ 5 dwellings: 45% AH on-site or commuted sum, or no AH if Local Needs Custom- or Self-build restricted to occupation by local people.

≥ 6 dwellings: 45% AH on-site

## Rural Settlements

Bittaford, Bridford, Buckfast, Cheriton Cross / Bishop, Christow, Cornwood, Dousland, Dunsford, Hennock, Ilington, Liverton, Mary Tavy, South Zeal, Sticklepath, Walkhampton, Whiddon Down



### Exception sites

For local needs which cannot be met within Settlement Boundary.

100% AH, up to 25% cross subsidy where essential for viability; or

Minimum 45% AH where providing necessary infrastructure.

### Infill sites

≤ 3 dwellings: 45% AH on-site or commuted sum, or no AH if Local Needs Custom- or Self-build restricted to occupation by local people.

≥ 4 dwellings on Previously Developed Land: 45% AH on-site.

All other sites are exception sites.

## Villages and Hamlets

Belstone, Dean Prior, Drewsteignton, Holne, Lustleigh, Lydford, Manaton, Meavy, North Bovey, North Brentor, Peter Tavy, Postbridge, Scorriton, Shaugh Prior, Sourton, South Tawton, Throwleigh, Widecombe-in-the-Moor



### Exception sites

≥ 4 dwellings for local needs within or adjoining settlement.

100% AH, up to 25% cross subsidy where essential for viability.

### Infill sites

≤ 3 dwellings: 100% AH on-site, or no AH if Local Needs Custom- and Self-Build restricted to occupation by local people.

All other sites are exception sites

# Open Countryside

All land which is not within or adjoining Local Centres, Rural Settlements and Villages and Hamlets



New housing is tightly restricted as per national policy. Opportunities generally limited to:

- Agriculture, forestry and rural workers' housing to meet needs of rural land-based businesses.
- Conversion of redundant historic buildings, where well related to services and facilities or as part of farm diversification. Employment uses are required to be demonstrated not viable and works sympathetic.

# How to identify land

This graphic shows how land around settlements is identified as within, adjoining or in the open countryside.



## 3.6 Housing in classified settlements

**3.6.1** Strategic Policy 3.3, Strategic Policy 3.4, and Strategic Policy 3.5 set out the locations and types of housing which will be permitted within classified settlements. Importantly, these policies must be considered alongside all other relevant Local Plan policies.

**3.6.2** In all classified settlements a rural exception site policy is in place, which enables additional affordable housing to come forward where this cannot be met within the settlement. Due to the dispersed and varied character of Dartmoor's settlements, the merits of a site will be considered on a case by case basis, taking into account:

- the identified need for affordable housing;
- the availability of alternative sites within or adjoining the settlement;
- the relationship of the site with the settlement's built form;
- the scale of development in relation to the site and character of the settlement; and
- the value of the land reflecting the fact that it would only be available for affordable housing.

**3.6.3** Strategic Policy 3.3 sets out where new housing development will be permitted in Local Centres. Within these settlements there are opportunities for the small scale development of affordable housing and local needs custom and self-build housing. A mix of housing, which includes local needs custom and self-build housing, may be appropriate, however the priority for Dartmoor's limited land supply must be the delivery of affordable housing to meet identified local needs.

**3.6.4** In classified settlements the need to make the best use of redundant buildings, brownfield land, and any land which may be suitable for development, means that affordable housing should normally be provided on-site. However, in some cases it may be appropriate to use a 'commuted sum' (see section 3.5).

**3.6.5** In some cases, the percentage of affordable housing required on an exception site in a Local Centre or Rural Settlement may be varied where a development is also delivering community infrastructure. Community infrastructure might include:

- a public car park, highways, flood infrastructure or utilities improvements; and/or
- non-residential employment space required within the community.

These will only be taken into account in reducing the affordable housing requirement where they are necessary within the community and identified in the National Park Authority's Infrastructure Delivery Plan. A viability appraisal of the development must demonstrate that any reduction in affordable housing from the policy requirement, is proportionate to the cost of the new community infrastructure being provided.

**3.6.6** Where there is an evidenced need for employment space within a community this may be provided as part of a mixed development which provides affordable housing. This must be safeguarded for employment use in perpetuity. Permitted development rights will be removed to ensure it does not become residential use. If the employment space later proves undeliverable or unviable the land should become available for affordable housing.

**3.6.7** Where the percentage of affordable housing is varied for reasons of development viability, this must be a last resort. The developer should first meet any funding gap through any reasonably available subsidy, or financial contribution offered by the Authority or Housing Authority.

### Strategic Policy 3.3 (2) Housing in Local Centres

1. In Local Centres new housing development will be approved:
  - a. on sites allocated in this Local Plan or an adopted neighbourhood plan;
  - b. on sites within the settlement boundary; **or**
  - c. through the conversion, sub-division or change of use of existing buildings.
  
2. In developments of up to 5 dwellings, the development must:
  - a. comprise local needs custom and self-build housing;
  - b. comprise not less than 45% affordable housing provided on-site; **or**
  - c. provide a commuted sum equivalent to 45% affordable housing.

This may be varied only where:

  - i. a higher proportion of open market housing is proven essential for the viability of the development; **and**
  - ii. the development is still making a meaningful contribution towards the provision of affordable housing, community infrastructure, or environmental betterment within the wider settlement.
  
3. In all developments of 6 dwellings or more, the development must comprise not less than 45% affordable housing provided on-site. This may be varied only where:
  - a. a housing needs assessment would justify that the development includes a proportion of local needs custom and self-build housing to meet an identified local need; **or**
  - b. a higher proportion of open market housing is proven essential for the viability of the development; **and**
  - c. the development is still making a significant contribution towards the provision of affordable housing, community infrastructure, or environmental betterment within the wider settlement.
  
4. Exceptionally, where there is an identified need for affordable housing which cannot be met within the settlement boundary new housing development will be approved on suitable sites which are adjoining the settlement boundary. Development on these sites must comprise 100% affordable housing. This may be varied only where:
  - a. it is proven essential for the viability of the development and comprises not less than 75% affordable housing; **or**
  - b. a development is providing community infrastructure and/or non-residential employment space which is proven necessary within the wider settlement, that any reduction in affordable housing is proportionate to the infrastructure and/or non-residential employment space provided and the development comprises not less than 45% affordable housing.

**3.6.8** In Rural Settlements Strategic Policy 3.4 sets out opportunities for small scale development, and windfall development on previously developed land within the settlement boundary. A rural exception sites policy operates for sites within or adjoining the settlement boundary to enable development to come forward in response to an identified local need for affordable housing which cannot be met within the settlement boundary.

## Strategic Policy 3.4(2) Housing in Rural Settlements

1. In Rural Settlements new housing development will be approved:
  - a. on infill sites of up to 3 dwellings within the settlement boundary;
  - b. on previously developed land within the settlement boundary; **or**
  - c. through the conversion, sub-division or change of use of existing buildings.
2. In developments of up to 3 dwellings within the settlement boundary, the development must:
  - a. comprise local needs custom and self-build housing;
  - b. comprise not less than 45% affordable housing provided on-site; **or**
  - c. provide a commuted sum equivalent to 45% affordable housing

This may be varied only where:

- i. a higher proportion of open market housing is proven essential for the viability of the development; **and**
  - ii. the development is still making a meaningful contribution towards the provision of affordable housing, community infrastructure, or environmental betterment within the wider settlement.
3. Developments of 4 dwellings or more must be on previously developed land within the settlement boundary, development must comprise not less than 45% affordable housing provided on-site. This may be varied only where:
    - a. a housing needs assessment would justify that the development includes a proportion of local needs custom and self-build housing to meet an identified need; **or**
    - b. a higher proportion of open market housing is proven essential for the viability of the development; **and**
    - c. the development is still making a significant contribution towards the provision of affordable housing, community infrastructure, or environmental betterment within the wider settlement.
  4. Exceptionally, where there is an identified need for affordable housing, development will be approved on other suitable sites which are within or adjoining the settlement boundary. Development on these sites must comprise 100% affordable housing. This may be varied only where:
    - a. it is proven essential for the viability of the development and comprises not less than 75% affordable housing; **or**
    - b. a development is providing community infrastructure and/or non-residential employment space which is proven necessary within the wider settlement, that any reduction in affordable housing is proportionate to the infrastructure and/or non-residential employment space provided and the development comprises not less than 45% affordable housing.

**3.6.9** In Villages and Hamlets opportunities for housing are more restricted. Infill development is restricted to affordable housing, or local needs custom and self-build housing on previously developed land. Villages and Hamlets can be more disperse in their form; infill sites must respect this form, and therefore be clearly within the built form of the settlement, not leading to sprawl or linear spread of these small settlements. A rural exception sites policy operates for sites within or adjoining the settlement boundary in response to an identified local need for affordable housing which cannot be met within the settlement boundary.

**3.6.10** Importantly, Villages and Hamlets are small settlements with a small population. Any development must be proportionate to the size of the settlement ensuring that, cumulatively, development does not harm its character or have an overbearing nature on the settlement or its community.

### **Strategic Policy 3.5 (2) Housing in Villages and Hamlets**

- 1.** In Villages and Hamlets new housing development will be approved:
  - a.** on small infill sites within the settlement;
  - b.** on previously development land within the settlement; **or**
  - c.** through the conversion, sub-division or change of use of existing buildings within the settlement.
  
- 2.** Development of up to 3 dwellings, will be approved, where it:
  - a.** is local needs custom or self-build housing, or 100% affordable housing, on previously developed land;
  - b.** is local needs custom or self-build housing, or 100% affordable housing provided through the conversion, sub-division or change of use of an existing building; **or**
  - c.** is on a small infill plot within an existing built frontage and within the settlement, and comprises local needs custom or self-build housing, or 100% affordable housing provided on-site.
  
- 3.** Exceptionally, where there is an identified need for affordable housing, development will be approved on suitable sites which are within or adjoining the settlement, and well related to its existing built form. Development on these sites must:
  - a.** comprise 100% affordable housing; **or**
  - b.** where it is proven essential for the viability of the development, comprise not less than 75% affordable housing.

## 3.7 Custom and Self-Build Housing

**3.7.1** Policies for housing development within classified settlements support the development of custom and self-build housing. Development of small sites or single plots can make a notable contribution towards housing delivery in the National Park.

### Definition of Custom and Self-Build Housing

Custom or self-build housing means the building or completion of a house by:

- a. individuals;
- b. associations of individuals; **or**
- c. people working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals.

More specifically, *custom build housing* is: a home commissioned by an individual for their own use, and to which they have had a significant influence over the design, layout and specification.

*Self-build housing* is: a home built in whole or in part by an individual for their own use and to which they have had a significant influence over the design, layout and specification.

Custom or self-build housing does not include the building of a house on a plot purchased with detailed planning permission provided by the seller.

**3.7.2** Custom and self-build housing is a long established route for new homes on Dartmoor. This type of housing can have a range of benefits, including:

- Those who self-build may save money by carrying out work themselves (known as 'sweat equity'), making access to home ownership more affordable
- It supports local suppliers, trades, and small builders
- Homes are tailored to the needs of the occupant, meaning also they are more likely to stay in the home and the community for longer
- There is scope for a greater variety of design, and a greater opportunity for higher quality, innovative and sustainable design
- It can make efficient use of land by using small or underused plots, and with a lower impact than larger scale development.

**3.7.3** The housing strategy of the Local Plan is focussed upon the delivery of affordable housing. Custom and self-build housing can come forward as affordable housing on an exception site, on an allocated site or appropriate infill development opportunity. In this instance affordable housing should be in line with the approach described in paragraph 3.4.4.

**3.7.4** Local needs custom and self-build housing may also be built, including as conversions, small infill development or as the market element of Exception Sites or Allocated sites. Local needs custom and self-build housing will be subject to a section 106 legal agreement to ensure the property is only occupied by a Local Person (see definition in section 3.3). This policy enables a greater degree of opportunity to deliver custom and self-build housing, meeting government's aspirations to increase the amount of housing coming forward through this route.

**3.7.5** Where policies allow for unrestricted market housing, this may also come forward as custom and self-build housing.

## Policy 3.6(2) Custom and Self-Build Housing

- 1 DNPA will positively encourage the delivery of custom and self-build housing and be proactive in exploring ways to approve plots in pursuit of the duty set out in the Self-Build and Custom Housebuilding Regulations.
- 2 Custom and self-build housing may be approved as either:
  - a. affordable housing: house restricted to 93m<sup>2</sup>, occupation by an eligible household and its value (taking into account the occupancy restriction) discounted by at least 20% in perpetuity; **or**
  - b. local needs custom and self-build housing: house restricted to 93m<sup>2</sup> and occupation by a Local Person in perpetuity; **or**
  - c. market housing: unrestricted housing

in accordance with the strategic housing policies relevant to the site location, i.e. Strategic Policy 3.3, Strategic Policy 3.4 or Strategic Policy 3.5.

## 3.8 Householder Development

**3.8.1** Changes to a dwelling, such as extensions, conservatories, loft conversions and other alterations are known as 'householder development'. Some of these changes may be 'permitted development', meaning they do not need planning permission. In the National Park extensions, alterations to the roof, and new outbuildings will typically need planning permission.

**3.8.2** Dartmoor's popularity as a place to live means it has much higher than average house prices; for decades prices have risen steadily and more recently these rises have outstripped wages. Dartmoor's housing affordability ratio (median earnings : median house price) is now extremely high (see section 3.1).

**3.8.3** Although extending a property can be more cost effective for a family's changing needs, over time this has reduced the available stock of smaller and more affordable homes in the National Park. It is now far harder for local people to afford to live in the National Park, they are more likely to be in affordable housing need or have to move outside the National Park. Evidence shows this pressure on workers also affects local businesses who often struggle to find staff, particularly in the tourism, and food and drink services industries. It also reduces opportunities for elderly people to downsize and encourages the separate sale of farmhouses from farm land.

### The 30% rule

**3.8.4** To support sustainable communities and a vibrant economy it is important to ensure the National Park retains a mix of house sizes. The Local Plan therefore sets restrictions on householder development. All policies relating to residential extensions, outbuildings and replacement homes require proposals not to increase the habitable floorspace of the original dwelling by more than 30%. This is in addition to the design, amenity and other typical considerations which will be considered as part of a planning application for householder development.

**3.8.5** The **original dwelling** is the dwelling as it existed on 1 April 1995 (the year of the most recent primary legislation for National Park Authorities) or the original dwelling if constructed after this date. Ancillary buildings will only be considered part of the original dwelling where they are converted



to habitable floorspace, attached to the main dwelling, and accessed via a fully enclosed corridor or walkway (i.e. you should not have to go outside to access them). Accommodation in roof spaces will only be included where it is converted, accessed via a permanent staircase and has a ceiling height of at least 1.8m.

**3.8.6 Habitable floorspace** is defined as the areas of a dwelling which are usually lived in (living rooms, kitchens, bathrooms, hallways etc.). Habitable floorspace should be measured using gross internal floor area (GIFA): the area of a building measured to the internal face of the perimeter walls at each floor level. However, any areas which are not currently lived in should be excluded (garages, workshops etc.). For clarity, a detailed definition of habitable floorspace, what it includes and excludes, is provided in the Glossary.



**3.8.7** When assessing whether proposals comply with the 30% rule, all habitable floorspace which has been, or is proposed to be, added to the original dwelling will be included. This includes:

- any extension, including those completed with permitted development rights;
- any outbuildings which contain habitable floorspace (e.g. living space above garages); **and**
- any proposed replacement dwelling which exceeds the original dwelling's habitable floorspace.

### Residential alterations, extensions and outbuildings

**3.8.8** Alterations, extensions and outbuildings are a common way of upgrading and increasing available space in the home. The objective of this policy is to:

- prevent unsympathetic alterations and extensions; **and**

- retain a mix of dwelling sizes to help sustain balanced communities across the National Park.

**3.8.9** Unsympathetic works can detract from a building's character, quality and its immediate surroundings. In some cases households may see the desire for more floorspace as more important than good design. To ensure the National Park retains high standards of design residential extensions will be expected to follow these basic design principles:

- their scale should be subordinate to the existing house;
- eaves and ridge heights should be below that of the existing house;
- they should be on the side or rear of the property, not on the front; **and**
- materials should complement those on the existing house, with a preference for natural materials characteristic of Dartmoor.

**3.8.10** More detailed design guidance is provided in the [Dartmoor National Park Design Guide](#) and should be considered when designing householder development proposals.

**3.8.11** An extension also offers an opportunity to improve energy efficiency and reduce our impact on climate change. The energy efficiency of Dartmoor's housing stock is very poor and a very high proportion of homes are difficult to improve, such as those off the gas network and of solid wall construction.

**3.8.12** To ensure permitted development rights are not used to avoid the 30% rule after permission is granted, permissions will be subject to a condition removing permitted development rights in respect of extensions. Where there is a possibility of habitable accommodation becoming a separate dwelling over time (e.g. a granny annexe), permissions will be subject to a condition or legal agreement requiring it remains ancillary and tied to the principal dwelling.

**3.8.13** There are only two exceptions where a proposal which exceeds the 30% rule will be permitted:

- if the original dwelling's habitable floorspace is smaller than the standard set out in National technical housing standards<sup>40</sup> for that type of dwelling, in which case a 30% increase from the relevant standard will be permitted; or
- if a minor increase is necessary to ensure the proposed design conserves the dwelling's special character.

**3.8.14** Proposals to extend domestic curtilage (e.g. gardens) will be decided based on their impact on landscape character, the surrounding built environment and other National Park Special Qualities, and also taking into account the impact of the extension on the affordability of the house. Domestication of the pastoral landscape can be harmful to its character. It will generally be resisted where it would not deliver environmental enhancement.

**3.8.15** Proposals for the merging of one or more dwellings into a single dwelling impact on the availability of smaller more affordable homes in the National Park, and would normally constitute a material change of use. These proposals will not be permitted, except where the building was previously a single dwelling.

**3.8.16** The subdivision of homes can be a way of creating smaller and more affordable homes, however proposals for subdivision must carefully consider other relevant policies in the Local Plan, including impact upon the character of the property, and the effect of an intensification of use upon highways, parking needs, and amenity.

**3.8.17** In the open countryside, subdivision will only be permitted where it subdivides the habitable

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<sup>40</sup> [Technical housing standards – nationally described space standards \(MHCLG, 2015\)](#)

floorspace of an original dwelling, as defined in 3.8.5. Conversion and subdivision of non-habitable floorspace (e.g. garages and outbuildings) or habitable floorspace which is not connected or accessed from the original dwelling (e.g. granny annexes) will not be permitted. The new dwelling will be required to be affordable housing (see definition in section 3.4) or rural workers' accommodation (see section 3.9). However, there may be occasions where on-site provision of affordable housing is inappropriate and a financial contribution in lieu of provision of affordable housing on-site is sought on an equivalent basis. Our approach for deciding when a contribution will be acceptable is explained in section 3.5.

### **Policy 3.7(2) Residential alterations, extensions and outbuildings**

1. Residential alterations, extensions and outbuildings will be permitted provided that, either individually or cumulatively with previous works, they:
  - a. reflect the design principles set out in the Design Guide;
  - b. are subservient to the original dwelling and conserve or enhance its character, appearance, curtilage and immediate surroundings; **and**
  - c. do not increase the habitable floorspace of the original dwelling by more than 30%.
2. In exceptional circumstances an increase in habitable floorspace which exceeds the 30% allowable will be permitted where:
  - a. the original dwelling's size is below technical housing standards<sup>40</sup>, in which case a 30% increase from the applicable technical housing standards will be permitted; **or**
  - b. a minor increase is necessary to ensure the design conserves and/or enhances the dwelling's special character.
3. Where the above is satisfied permissions will normally be subject to a condition removing permitted development rights in respect of extensions. Where the proposal involves the creation of ancillary accommodation, permission will be subject to a condition or legal agreement requiring it remain ancillary and tied to the principal dwelling.
4. Extensions and/or outbuildings will not be permitted if the dwelling is:
  - a. unauthorised or has become immune from enforcement action through, for example, the passage of time or with the benefit of a Certificate of Lawful Use of Development; **or**
  - b. limited by a rural workers' occupancy condition and the extension would result in a gross internal floor area over 106m<sup>2</sup>; **or**
  - c. an affordable dwelling.
5. The merging of more than one dwelling to create a single dwelling will not be permitted, except where the building was previously a single dwelling.
6. The subdivision of an existing dwelling in the open countryside will only be permitted where:
  - a. it subdivides the habitable floorspace of the original dwelling; **and**
  - b. the new dwelling(s) is affordable housing or rural workers' accommodation, or where this is demonstrated to be unviable or inappropriate, an equivalent off-site affordable housing contribution is made.

**3.8.18** When designed well, replacement homes can help improve the character and appearance of an area and replace sub-standard housing. However, replacement homes should not replace structures of heritage, architectural or cultural interest.

**3.8.19** The loss of embodied energy in any demolished structures and the energy consumption required to produce new materials is also an issue. To avoid wasteful development which unnecessarily contributes to climate change this policy requires replacement homes to deliver a major additional improvement in energy efficiency which could not otherwise be achieved through alteration or improvement of the existing building. Equally, homes which are perfectly capable of alteration or improvement should not be demolished and replaced. In considering whether a significant improvement in energy efficiency is being achieved, the loss of embodied energy from the existing building should be taken into account.

**3.8.20** To ensure permitted development rights are not used to avoid the 30% rule after permission is granted, permissions for replacement homes will be subject to a condition removing permitted development rights in respect of extensions.

### **Policy 3.8 (2) Replacement Homes**

1. Replacement homes will be permitted provided they will lead to:
  - a. removal of a dilapidated dwelling; **or**
  - b. a significant improvement in energy efficiency which could not be achieved by modification or adaptation of the existing dwelling; **and**
  - c. the building is not on or would not be a candidate for inclusion on the Historic Environment Record (HER).
2. Proposed replacement homes must:
  - a. enhance their local environment and reflect the design principles set out in the Design Guide; **and**
  - b. not increase the habitable floorspace of the original dwelling by more than 30%.
3. An increase in habitable floorspace which exceeds the 30% allowable will only be permitted where the original dwelling's size does not meet technical housing standards. In which case a 30% increase from the applicable technical housing standard<sup>40</sup> will be allowed.
4. Permission for a replacement home will be subject to a condition removing permitted development rights in respect of extensions.

## **3.9 Rural Workers' Housing**

**3.9.1** Rural workers are workers on land-based enterprises located in the countryside. Traditionally comprising agriculture and forestry workers, but more recently including equestrian, horticultural and other rural land-based enterprises.

**3.9.2** There is a demand for homes in the countryside from all sectors of the community, caused by a shortage of more affordable housing and the desirability of the National Park as a place to live. In Dartmoor this has led to rising house prices and an increase in pressure to sell desirable countryside homes, many of which used to accommodate agricultural and other rural workers.

**3.9.3** The separate sale of farmhouses, divorced from the rest of the farm, has brought about the loss of much needed worker accommodation. Although farm sizes are increasing there remains a clear and continuing need for agricultural and other rural workers' dwellings. This is evident by the

number of planning applications received.

**3.9.4** This policy ensures rural workers' dwellings are only approved where there is an essential need, and not where need is artificially or unnecessarily created. We will not approve a rural worker's dwelling if a need is created through recent sale of another dwelling separately from the land holding. The history of the holding will be investigated to ensure that only genuine applications are approved.

**3.9.5** 'Essential need' means specific management activities which require a worker's presence at most times and which cannot be achieved by other means, such as electronic surveillance, mechanical watering etc. Essential need is demonstrated by there being circumstances which might threaten the stability and economic viability of an enterprise and need to be managed day and night most of the week, such as animal welfare and crop quality. Security concerns will not, on their own, be sufficient to justify a new dwelling.

**3.9.6** Where a new rural worker's dwelling is proposed to service a new rural enterprise, a temporary dwelling will be allowed for three years, in order to demonstrate the need and the viability of the business. A permanent new rural worker's dwelling will only be acceptable where the business has been established for three years, profitable for at least one, currently financially sound and has a clear prospect of remaining so. Further temporary permissions will not be granted.

**3.9.7** To demonstrate there is an essential need for a worker (the functional test) and the business is viable (the financial test) applicants will be required to submit a rural business appraisal. Where necessary, we may seek independent verification of an appraisal, at the applicant's expense.

**3.9.8** The size of new rural workers' housing is critical. New dwellings should be modestly sized to safeguard the farm holding's affordability and ensure it can be purchased at a competitive value in the future. Whilst many farms will pass down within a family, those which don't should be accessible for new entrants to the sector. They should be capable of being affordable dwellings, should the occupation condition need to be removed in the future. The size of dwellings should therefore reflect the evidenced need and are restricted to a maximum gross internal floor area of 106m<sup>2</sup>. This includes all storage, boot and equipment rooms. Outbuildings and garages will not normally be acceptable because of their impact on affordability, a modest car port may be. For many smaller farms, separate offices will not be necessary. Where they are justified they will generally need to be no larger than a small bedroom of around 10m<sup>2</sup> and will be allowed in addition to the 106m<sup>2</sup> size restriction.

**3.9.9** To ensure housing for rural workers remains available and connected to land, all new rural workers dwellings will be subject to the following:

- An occupancy condition requiring the dwelling only be used for the needs of the rural enterprise, additionally conditions may be imposed to restrict occupancy of other associated dwellings on the same holding
- A condition removing permitted development rights so that any future alterations or extensions can be controlled to conserve the dwelling's character and affordability
- A legal agreement which ties the dwelling to the farm holding and ensures the dwelling is not sold separately from the land in the future, also known as an anti-severance obligation.

**3.9.10** Permission will not be unreasonably withheld to vary the land associated with an anti-severance obligation. To allow flexibility for future business needs a portion (typically around 25%) of the applicant's land holding, at the time planning permission is sought, may also be left untied. In both circumstances the tied land must be sufficient to ensure the business' future viability.

### Removal of rural workers' occupancy conditions

**3.9.11** Where a rural workers' house is no longer needed by the current occupant, the occupancy condition should remain in place so it can serve the wider area.

Removal of a rural worker occupancy condition will only be permitted following rigorous assessment and where evidence demonstrates there is no demand for the unit.

### **Policy 3.9 (2) Rural Workers' Housing**

1. The principle of new rural workers' housing will only be acceptable where:
  - a. it is justified by an essential need for a full-time rural worker in agriculture, forestry or other rural land-based business to live permanently at or near their place of work;
  - b. the business 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; **and**
  - c. the business and land management activity contributes to the conservation and/or enhancement of the National Park's Special Qualities.
2. Where the principle of new rural workers' housing is acceptable proposals should:
  - a. use suitable redundant historic buildings before proposing the construction of new buildings;
  - b. be clustered with existing building groups and conserve and/or enhance the National Park's Special Qualities, particularly landscape character, heritage significance, and biodiversity; **and**
  - c. be sized to reflect the evidenced need and not have a gross internal floor area of larger than 106m<sup>2</sup>.
3. Where the above is satisfied, permission will be granted subject to the following:
  - a. an occupancy condition requiring the dwelling only be used by a rural worker;
  - b. a legal agreement tying the dwelling and any other relevant dwellings to the holding; **and**
  - c. a condition removing permitted development rights.
4. To support the establishment of a new farm or other rural land-based business, permission for a residential caravan will be granted for a temporary period up to 3 years. New enterprises will be required to meet the functional and financial tests set out in Part 1 of this policy, the viability of the business should be demonstrated through business planning.
5. Removal of a rural worker's occupancy condition will only be approved where:
  - a. evidence demonstrates there is no demand for rural workers' housing in the area and the property has been offered on the open market for rent, sale or lease for not less than 12 consecutive months at a price which reflects the occupancy condition; **and**
  - b. the applicant enters into a legal agreement ensuring the property is affordable housing.

### **Residential annexes to support farming**

**3.9.12** The physical and variable nature of upland farming work means farms typically operate using flexible work practices: making use of part-time or informal workers. Older farmers will also often stay working on the farm well into retirement, but on a more part-time basis. These work practices often create a need for more accommodation than a single small farmhouse can offer. Given the importance of agriculture to the conservation of the National Park's biodiversity, landscape and heritage significance, this policy's objective is to allow for a new residential annexe where there is a need:

- to accommodate an agricultural worker; **or**
- to provide for a retired farmer where the annexe would free up an existing dwelling for a full

time worker.

**3.9.13** An annexe could facilitate farm succession, but could also support part-time agricultural workers and therefore the rural economy more widely. An annexe will be allowed as an exception to the normal restrictions on extensions to rural workers' dwellings set out in Policy 3.7.

**3.9.14** This policy should be read alongside Policy 5.8 which allows the conversion of a redundant historic building to a dwelling to support farm diversification. Where no redundant historic buildings suitable for conversion exist, this policy provides an alternative approach. It is important to understand that only one of these policies can be pursued on any farm holding. In other words, where accommodation has been permitted under one policy it will not be permitted under the other.

**3.9.15** Eligible farm enterprises must be viable and meet the same financial and conservation tests set out in part 1 of the rural workers' housing policy (Policy 3.9). Applicants will need to demonstrate the above by submitting a rural business appraisal. The functional need for the accommodation does not need to be essential, but the appraisal should demonstrate an eligible agricultural worker exists and that housing them on the holding will benefit the farm enterprise.

**3.9.16** The design of annexes will be closely controlled. They should be located close to and share facilities with the main dwelling, be subordinate in scale and respond to their local environment in accordance with the design policies in this plan. All annexes will be restricted in size to no more than 40m<sup>2</sup> gross internal floor area (GIFA).

**3.9.17** In order to meet the objective of this policy, it is important to ensure an annexe remains tied to the main dwelling and farm. Permissions will therefore be subject to conditions restricting occupancy to a rural worker and tying the annexe to the main dwelling.

### **Policy 3.10 (2) Residential annexes to support farming**

1. In exception to the restrictions on residential extensions and alterations set out in Policy 3.7, development of one new residential annexe on a farm holding will be acceptable where:
  - a. there is a need for additional agricultural worker accommodation to support the farm holding;
  - b. there is at least one rural worker's dwelling on the holding;
  - c. the existing accommodation is not sufficient to meet the need;
  - d. the business meets the financial and conservation tests for rural workers' housing set out in Part 1 of Policy 3.9; **and**
  - e. no residential accommodation has already been permitted under this Policy or Policy 5.8.
2. Where the principle of an annexe is acceptable proposals should:
  - a. be located close to and share some facilities with the existing dwelling;
  - b. be subservient to the existing dwelling and not adversely affect its appearance, curtilage or immediate surroundings; **and**
  - c. have a gross internal floor area of no more than 40m<sup>2</sup>.
3. Where the above is satisfied, permission will be granted subject to the following:
  - a. an occupancy condition requiring the dwelling only be used for the needs of a rural worker;
  - b. a condition tying the annexe to the associated dwelling; **and**
  - c. a condition removing permitted development rights.

## 3.10 Gypsy and traveller accommodation

**3.10.1** The Government's overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.

**3.10.2** The most recent Gypsy and Traveller Accommodation Assessment for Devon<sup>41</sup> indicated a very low level of need for Dartmoor National Park. Given this, it is not appropriate for this Local Plan to identify a pitch target for Gypsy and traveller sites. Instead a criteria base policy is set out below which enables suitable sites to come forward where a need is identified. Consistent with Government Guidance<sup>42</sup>, this policy takes into account:

- peaceful and integrated co-existence between the site and the local community
- access to and availability of health and education services and infrastructure
- a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment
- local environmental quality, and health and well-being, and vulnerability to flood risk
- the potential inherent sustainability of traditional lifestyles

It must also comply with relevant building regulations and health and safety requirements.

**3.10.3** Sites for Gypsy and traveller accommodation should be within or adjoining a Local Centre or Rural Settlement. Where it is demonstrated that need exists, and that no suitable site is available within or adjoining a Local Centre or Rural Settlement, a site outside but well-related to the settlement may be acceptable. Suitable sites for Gypsy and traveller accommodation (and for Low Impact Development), which are well-related to a settlement must:

- take a sequential approach, considering previously developed land first;
- be within a reasonable and safe walking distance of the centre of the settlement;
- have a safe suitable highway access;
- have reasonable access to utilities, with any new telephone or electricity connections being placed underground;
- be of a size which is proportionate to the adjacent community; and
- be consistent with other relevant policies within this Local Plan, including matters of landscape character, tranquillity, and the natural and historic environment.

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<sup>41</sup> [Gypsy and Traveller Accommodation Assessment \(Devon Partnership, 2015\)](#)

<sup>42</sup> [Planning policy for traveller sites \(MHCLG, 2015\)](#)



### **Policy 3.11 (2) Gypsy and Traveller Accommodation**

1. Proposals for small scale development of permanent or transit sites for Gypsy and traveller accommodation will be permitted where need for such development in the National Park is demonstrated by a Gypsy and Traveller Accommodation Assessment.
2. Permanent and transit sites must be within, adjoining, or well-related to a Local Centre or Rural Settlement. Applications should consider whether any reasonable alternative sites are available outside the National Park.
3. Sites must:
  - a. be of a scale which is appropriate for and does not dominate the settlement and its community;
  - b. take into account local amenity;
  - c. have suitable highway, pedestrian and utilities access; **and**
  - d. take a sequential approach to the use of previously developed land and flood risk, consistent with other policies in this Local Plan.
4. Permission will be subject to a section 106 legal agreement to ensure occupation is limited to those meeting the definition of Gypsies and travellers in the relevant national planning policy.

## **3.11 Low Impact Residential Development**

**3.11.1** A fundamental principle of the NPPF's environmental ambition is supporting a transition to the low carbon economy, through encouraging the reuse of existing resources and use of renewable resources (including renewable energy) to minimise our impact on climate change. Planning can play a key role in supporting a transition to a low carbon economy which is central to the economic, social and environmental aspects of sustainable development.

**3.11.2** This Local Plan aims to take an inclusive approach to sustainable development, supporting the varied needs of Dartmoor's community. There is a growing movement of people who genuinely wish to live differently and take it upon themselves to pursue development and a lifestyle which is far more sustainable and low impact than what is considered normal in the 21<sup>st</sup> Century. Their homes are unconventional structures, built on-site, of natural materials sourced within the locality. Whilst a home may be of non-standard construction, it must meet relevant building regulations, and provide safe and healthy living accommodation.

**3.11.3** Low impact means not only being broadly self-sufficient, but doing so in a way which has no significant environmental impact and instead brings environmental enhancements. This includes landscape, biodiversity, cultural heritage, air, water and soil quality and other relevant environmental enhancements on-site.

**3.11.4** Landscape character is particularly relevant to this type of development, new buildings will have least impact on landscape character when clustered and located next to existing buildings. Development in isolated locations, away from existing development, will often have an unacceptable impact on landscape character.

**3.11.5** The use of the land may be genuinely experimental, and also include elements of education and research; however these activities must also be taken into account in the overall impact of the development, e.g. travel to and from the site. Where a development is outside, but well related to a

settlement, it must meet the criteria described in 3.10.3.

**3.11.6** It may be appropriate to permit a temporary permission in the first instance in order to test or demonstrate policy compliance. However government guidance states that it will rarely be justifiable to grant a second temporary permission; further permissions should normally be granted permanently or refused. There is no presumption that a temporary planning permission should then be granted permanently.

**3.11.7** This policy allows for a departure from policy outside of classified settlements, so it is critical that proposals must clearly demonstrate a truly low impact approach, and will therefore undergo rigorous assessment. Proposals must be supported by robust evidence including:

- **Business and Improvement Plan:** in order to clearly identify the need to live on the site, quantifying how the inhabitants' requirements in terms of income, food, energy and waste assimilation can be obtained directly from the site, and demonstrating that land use activities proposed are capable of supporting the needs of the occupants
- **Ecological Footprint Analysis:** for the occupation of the site - providing a figure for the land area required to support an individual, a family or a community in terms of food, resources, energy, waste assimilation, and greenhouse gases mitigation. Developments should demonstrate that they will achieve an Ecological Footprint consistent with this type of low impact living.
- **Zero Carbon Analysis:** for the construction and use of buildings - demonstrating that a zero carbon status will be achieved
- **Landscape and Visual Assessment, Biodiversity Assessments:** in order to prove the development is appropriate in its local context, conserving the Special Qualities of the National Park and providing environmental gain.
- **Travel Plan and Transport Statement or Assessment:** assessing traffic generated by the development, and demonstrating the suitability and sustainability of its location through ready access to other services and facilities by walking or cycling.

**3.11.8** In order for proposals to clearly demonstrate the achievability of the project, permissions will only be granted initially on a temporary basis.

### **Policy 3.12 (2) Low Impact Residential Development**

Low impact residential development will be permitted where:

- a. the proposal is located within, adjoining, or well-related to a Local Centre, Rural Settlement or Village and Hamlet;
- b. the proposal is proportionate in scale to the settlement it relates to;
- c. the proposal will make a positive environmental, social and economic contribution;
- d. all activities and structures on site are demonstrated to have a low impact in terms of the environment and use of resources, consistent with development of this type;
- e. the development uses suitable redundant historic buildings before proposing the construction of new buildings existing buildings which are available are used, or have been investigated and shown to be impracticable;
- f. the development conserves and/or enhances the National Park's Special Qualities, particularly landscape character, heritage significance and biodiversity;
- g. where located outside a settlement, the proposal requires a countryside location, involves agriculture, forestry or horticulture and is tied directly to the land on which it is located;
- h. the proposal demonstrates a business plan and sufficient land is available which can provide for the livelihood and substantially meet the needs of all residents on the site;
- i. the number of adult residents is directly related to the functional requirements of the enterprise; **and**
- j. in the event of the development involving members of more than one family, the proposal will be managed and controlled by a trust.

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## 4 Communities, Services and Infrastructure

### Communities, services and infrastructure strategy

DNPA will strive to support the needs of Dartmoor's communities.

New services and facilities, including for transport, education, health, community, culture, sport and recreation purposes, will be supported. New development should protect and/or improve the quality and range of sports and play facilities.

New development should be located where it enables the most effective use of sustainable transport, minimising our impact on climate change. New sustainable transport networks, including infrastructure for cycling and walking, electric car charging, bus and rail, will be supported where they are consistent with the National Park's Special Qualities.

New development will be expected to contribute to the provision of new services, facilities and infrastructure where this is necessary. Proposals which will result in loss of community services, facilities and/or infrastructure will be resisted.

New development should provide an appropriate amount of parking, and demonstrate how it will have either a neutral or positive effect on congestion.

The access network will be protected and enhanced where opportunities exist. Development likely to increase harmful recreational pressure on Dartmoor will be mitigated.

### 4.1 Community Services and Facilities

**4.1.1** 'Community services and facilities' are social and cultural services and facilities which support the social well-being of the community as a whole, or a substantial portion of it.

**4.1.2** The vitality and well-being of Dartmoor's communities is reliant upon local services and facilities which meet their day-to-day needs. These include health, education, emergency services, community halls, car parks, public transport, places of worship, cultural infrastructure (museums, art galleries etc.) and libraries. They can also include more commercial enterprises such as pubs and post offices, and 'Assets of Community Value' which communities can nominate themselves<sup>43</sup>.

**4.1.3** Funding, developing and maintaining facilities can be an enormous task for small communities and, once established, they are easily undermined by short term interests. The Authority will support development of new facilities in appropriate locations where they are needed. As far as we are able we will also ensure necessary facilities are not lost. The planning system can protect community facilities and services from harmful development, but it cannot require the continuation of services which are not feasible or viable.

**4.1.4** The protection of the National Park's community services and facilities is all the more important given the National Park's ageing population. Services which support the elderly population and encourage retention of young people and families are of particular importance to the National Park's communities. However, increasing second home ownership, reducing household sizes and use of online services is likely to threaten the viability of many services into the future.

**4.1.5** The case for losing community services or facilities cannot be based upon the short term needs of an owner or tenant, or their current business model. The case must demonstrate a business

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<sup>43</sup> Find out more in [Understanding the Community Right to Bid \(My Community, 2016\)](#)

or facility is not workable in the long term by exploring the full range of potential uses or ways to operate it. For example, the loss of an important pub will not be allowed based only on the failure of the current owner's business model. Marketing evidence and independent assessments of the facility's potential will be expected, taking into consideration alternative uses or ways to make the service or facility more viable. Evidence should be proportionate to the scale of the loss and flexibility will be allowed where it is clear the facility is only suited to a specialist use.

**4.1.6** Where the viability of services and/or facilities is genuinely threatened it may be possible to combine facilities, or introduce complementary commercial activities (such as shops, cafes, or offices) which help to secure their long term future without undermining the principal service and/or facility.

### **Strategic Policy 4.1 (2) Supporting community services and facilities**

1. All existing community services and facilities will be protected.
2. Development involving the whole or partial loss of community services and facilities will only be permitted where evidence demonstrates:
  - a. there is no community need;
  - b. there is equivalent provision elsewhere which meets the community's needs; **or**
  - c. the service and/or facility is not viable.
3. Within or adjoining classified settlements provision of new or extended community facilities will be supported.
4. Proposals for the diversification of community services and facilities will be supported where evidence demonstrates:
  - a. the development improves the viability of the service and facility, and is necessary to resolve inherent viability problems, rather than the circumstances or needs of the present owner;
  - b. the development is subservient and well related in scale and kind to the existing service and/or facility;
  - c. there is no other source of funding that might achieve the same benefits; **and**
  - d. the proposed development will secure the long term future of the service and facility.

## 4.2 Public open space and sports facilities

**4.2.1** Public open space and sports facilities play an important role in making Dartmoor's communities healthy, sociable and desirable places to live. They are generally located within or close to settlements and can include:

- allotments
- greenspaces, for informal recreation
- hard-surfaced areas, providing functional space or public amenity
- equipped children's play space
- outdoor sports areas and associated buildings
- swimming pools
- indoor sports facilities
- cemeteries and churchyards

**4.2.2** These spaces and facilities are separate from the National Park's common and open access land, but allow important public recreational activities which are no less valuable. To provide certainty, known areas of public open space and sports facilities are mapped in our [Settlement Profiles](#). These

profiles have been produced for each classified settlement and are informed by community consultation. They identify where public open space and sports facilities exist, but are not intended to be exhaustive and will be updated periodically.

**4.2.3** The planning system helps ensure communities have adequate, good quality and accessible public open space and sports facilities. This is achieved by protecting existing provision and supporting the development of new facilities where there is an identified need. Clustering, or grouping facilities together, can significantly improve their accessibility, effectiveness and viability.

**4.2.4** Where development, such as housing, creates or exacerbates a shortfall in provision we will seek a contribution towards the creation of new facilities, or the improvement of existing ones (via section 106 legal agreement). The scale of these contributions will be directly related to the development.

**4.2.5** Shortfalls in existing provision will be identified using:

- the most up to date Open Space, Sport and Recreation Study (OSSR) which assesses the quantity and quality of open space within the National Park's settlements;
- other local authorities' assessments of open space, built sports facilities, playing pitches and other types of provision; **and/or**
- any other evidence at the time of application which provides more up to date information on shortfalls in provision.

**4.2.6** As development in the National Park is generally small scale and focused on affordable housing delivery there is often limited scope for significant open space contributions. For this reason we will focus contributions on equipped play areas and outdoor sports provision. Standards for these are established in the OSSR and are summarised in Table 4.1. Contributions for other open space types and built leisure facilities will, however, still be sought where evidence demonstrates they are directly related to the development.

**Table 4.1** Dartmoor National Park open space standards

<b>Open space type</b>	<b>Quantity standard</b>
Equipped play areas	0.12 Ha / 1,000 population
Outdoor sports (pitch and non-pitch)	1.2 Ha / 1,000 population

**4.2.7** The good management of sites by local authorities, parish and town councils, community groups and private organisations is critical to their success. Where new public open space and/or sports facility is provided, it will be important to set out, normally in a section 106 legal agreement, who is responsible for its ongoing management and maintenance.

## **Strategic Policy 4.2(2) Supporting public open space and sports facilities**

1. Development should promote the availability of and access to public open space and sports facilities. The whole or partial loss of public open space and/or sports facilities will only be permitted where evidence demonstrates:
  - a. the space or facility is not needed by the community, and compensatory enhancements of equivalent value are made to other local spaces or facilities; **or**
  - b. alternative provision of better quantity, quality and accessibility is made available elsewhere.
2. Provision of new or extended public open space and/or sports facilities will be supported in locations well-related to classified settlements.
3. Development will be required to contribute to open space and/or sports facilities provision where it creates or exacerbates a shortfall in provision, or as identified in a site allocation in this Local Plan or an adopted Neighbourhood Plan.

## **4.3 Transport**

**4.3.1** It is a strategic objective of national planning policy and the Local Plan to ensure development occurs where people can use sustainable transport, reducing their need to travel and minimising our impact on climate change. This is particularly challenging in a National Park. Dartmoor's isolated nature, dispersed settlement pattern and low population density means its residents are heavily reliant on the private car. Bus services are available in Dartmoor's larger settlements and are an essential service for many. However, lack of work-time connections, limited destination choice and people's preference to travel by car means these services are generally under-used. Walking and cycling are popular, but often the distances people need to travel mean they cannot be relied upon. Despite the challenging context the Local Plan seeks to ensure development supports provision of sustainable transport opportunities and that development which prejudices these opportunities is refused.

### **Rail**

**4.3.2** None of the National Park's settlements have direct national rail network access. The nearest railway stations are at Ivybridge and Okehampton, though the mainline rail service passes through South Brent, and a recreational heritage line links Buckfastleigh with Totnes, where there is a mainline service. There are currently four potential rail opportunities for Dartmoor National Park:

- There has been a desire to explore whether the Buckfastleigh to Totnes heritage line could be extended to its original Ashburton terminus. The option for this exists through the identification of land at Chuley Road for redevelopment.
- A small portion of land beside the rail line at South Brent is safeguarded for the potential re-opening of South Brent station. This is the only land option which could enable future rail access returning to South Brent.
- Long-term options (2030+) include reopening the Okehampton, Coleford Junction, Tavistock to Plymouth route north of Dartmoor.
- Outside Dartmoor work is on-going to provide a regular Exeter to Okehampton service supported by a parkway station at Okehampton.

### **Roads**

**4.3.3** A large part of the National Park's road network comprises narrow winding country lanes bounded by high hedgerows. These roads have limited capacity to accommodate significant traffic

growth, and make a valuable contribution to the National Park's landscape character and habitat connections. For this reason there is a strong national policy presumption against significant road widening or the building of new roads through the National Park<sup>44</sup>.

**4.3.4** The Local Plan's spatial strategy therefore focusses growth in settlements with good access to the existing road network, local services, shops and facilities, including public transport, walking and cycling links. This approach:

- reduces people's need to travel;
- ensures development sites are serviced by existing transport infrastructure;
- avoids costly new transport infrastructure which can be difficult to deliver;
- allows contributions from new development to help address existing transport issues; and
- improves sustainable access and viability of public transport services.

**4.3.5** The small scale of growth planned in the National Park and its focus in settlements with established highway access, albeit rural in character, means that, strategically, the National Park's constrained nature should not prevent planned growth. It should be recognised however, that this approach relies on the Local Plan:

- ensuring new development minimises its impact on existing transport issues, including by providing appropriate car parking and supporting provision of car parking where it is needed;
- supporting provision of sustainable transport infrastructure; and
- requiring submission of appropriate evidence to inform decision making.

## Transport Statements and Transport Assessments

**4.3.6** Where development may have transport impacts it should be supported by an appropriate level of survey and assessment to inform the decision making process.

**4.3.7** Transport Statements and Transport Assessments are used to assess the implications of a development. Transport Statements involve a lighter touch evaluation and are used where transport impacts are limited. Transport Assessments are more comprehensive and assess all transport issues relating to a development.

**4.3.8** We will decide the appropriate level of assessment on a case by case basis, with regard to:

- the scale of the proposed development and its potential for additional trip generation;
- existing intensity of transport use and the availability of public transport;
- proximity to nearby environmental designations or sensitive areas;
- impact on other priorities/strategies (such as promoting walking and cycling);
- the cumulative impacts of multiple developments within a particular area; and
- whether there are particular types of impacts around which to focus the Transport Assessment or Statement (e.g. assessing traffic generated at peak times).

**4.3.9** Major Development (as defined in section 1.5) is not common in the National Park and can have significant and/or unique transport implications. These proposals should be assessed through a Transport Assessment.

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<sup>44</sup> [English National Parks and the Broads, UK Government Vision and Circular \(Defra, 2010\)](#)



### Policy 4.3 (2) Enabling sustainable transport

1. In order to minimise our impact on climate change, and promote healthy lifestyles, new development should encourage and enable sustainable travel by protecting, enhancing and providing new walking, cycling, and sustainable transport routes.
2. Development should support a network of walking and cycling routes which are safe, convenient, and connect to local services, facilities and sustainable transport links. Opportunities for sustainable transport development which meets the needs of the National Park will be supported. Development which would prejudice the ability to deliver future sustainable travel and transport infrastructure will not be approved.
3. Applications should be supported by an appropriate level of transport survey and assessment to inform the decision making process.

### Car Parking Standards for new development

**4.3.10** Dartmoor’s historic settlements and housing means car parking often does not feature in their design. Terrace houses without off-street parking and narrow streets with little capacity for on-street parking are common across Dartmoor. In most circumstances there is little scope to adapt these houses and settlements to meet modern car parking standards. The National Park’s parking standards therefore seek to ensure new development’s parking demands do not over-spill onto streets already under parking pressure.

### Residential parking standards

**4.3.11** The Authority’s minimum residential parking standards aim to ensure resident’s parking needs are met. All new residential development is required to meet the standards in Table 4.2 on-site. Alternative levels of provision may be accepted where on-site parking provision is not possible (e.g. a conversion in a restricted town centre location), there is good public transport access (including as a minimum public transport with work-time connections, and walking and cycling links), alternative provision nearby, and evidence clearly indicates an alternative level of provision is appropriate. The Highway Authority’s view will be considered when deciding what level of parking is appropriate.

Table 4.2 Minimum on-site residential car parking standards

Dwelling size	Parking provision*
1 bedroom	1
2-3 bedrooms	2
4+ bedrooms	3

\* in addition 1 visitor parking space should be provided for every 10 dwellings

### Non-residential parking standards

**4.3.12** We will take a flexible approach to parking provision on non-residential sites. Across the National Park accessibility varies to such an extent it is not possible for a single standard to always be appropriate. For this reason maximum parking standards are set in Table 4.3. Applicants should decide appropriate levels of parking provision, not exceeding the standards in Table 4.3, based on the needs of the development and conserving the character and appearance of the surrounding area. Parking provision above the standards in Table 4.3 should be justified by a Transport Assessment

(see paragraph 4.3.6 to 4.3.9).

**Table 4.3** Maximum non-residential car parking standards

<b>Use Class</b>	<b>Standard parking</b> (Gross internal floor area)	<b>Lorry parking</b> (Gross internal floor area)
A1 & A2	1 space per 14m <sup>2</sup> 1 staff space per 100m <sup>2</sup>	1 lorry space for supermarkets over 1000m <sup>2</sup>
A3 & A4	1 space per 5.5m <sup>2</sup> dining area 1 space per 2m <sup>2</sup> drinking area Staff spaces 10% of customer spaces	1 lorry space
C1	1 space per bedroom Restaurant and bar as per A3 & A4 Staff spaces 10% of customer spaces	1 lorry space
B1	1 space per 28m <sup>2</sup>	B1a - 1 lorry space per 1000m <sup>2</sup> B1b/c - 1 lorry space
B2	1 space per 32.5m <sup>2</sup>	1 lorry space per 100m <sup>2</sup>
B8	1 space per 200m <sup>2</sup>	No maximum

#### **Policy 4.4 (2) Parking standards for new development**

1. All new residential development should provide on-site car parking in line with the standards in Table 4.2. Alternative levels of parking provision will be supported only where:
  - a. on-site parking provision is not possible and the development has good access to sustainable transport. The availability and proximity of off-site public and private car parking will be used to determine appropriate provision; **and/or**
  - b. robust and convincing evidence demonstrates alternative car parking provision is appropriate.
2. All new non-residential development should provide appropriate parking which does not exceed the maximum specified in Table 4.3 and conserves the area's character and appearance. Provision which exceeds the maximum standards will only be supported where it is justified by robust and convincing evidence set out in a Transport Assessment.
3. All new parking areas should incorporate sustainable drainage systems (SuDS).

#### **Electric Vehicle Charging Points (EVCPs)**

**4.3.13** With Dartmoor's population highly reliant on the private car for personal transport, electric vehicles represent one of the key ways Dartmoor can transition to a lower carbon economy, minimising our impact upon climate change. However, there are significant challenges in encouraging use of electric vehicles. Our existing vehicles, fuels and infrastructure are long established, and our economy, business and lifestyle rely upon them. Many people see little reason to make greener travel choices due to not having access, not being able to afford or being unaware of lower carbon options.

**4.3.14** Electric vehicles require a network of charging points and by investing in this infrastructure now, obstacles to take-up can be overcome. An accessible charging network can encourage wider use of electric vehicles by residents and workers, it can also improve visitor attraction and convenience. Recognising that electric vehicles are the most realistic low carbon transport option on Dartmoor this policy requires delivery of electric vehicle charging points (EVCPs) alongside off-street car parking provision in new development. Minimum standards for the provision of EVCPs are in Table 4.4. Provision is only required with off-street parking provision.

**4.3.15** EVCPs will not be sought for on-street parking spaces due to the current lack of cost-effective charging solutions, however this should not lead to a higher proportion of on-street parking being provided than is acceptable in design or highway safety terms.

**4.3.16** EVCPs can be provided as either active or passive charging points. Active points are fully wired and ready to use. At passive charging points the infrastructure is installed, but electricity supply not activated and charging equipment may not be supplied. Passive points are cheaper and allow the market to decide when activation is necessary.

**Table 4.4** Minimum standards for provision of EVCPs in off-street car parking spaces

Development Type	Electric vehicle charging points (EVCPs)*
New and replacement dwelling(s) with private driveway or garage	1 active EVCP per dwelling
New dwellings with communal car parking	5% of car parking spaces provide active EVCPs 50% of remaining spaces provide passive EVCPs
Non-residential commercial development and public car parks	5% of car parking spaces provide active EVCPs 25% of remaining spaces provide passive EVCPs

\* part provision should be rounded up  
All EVCPs should be at least 32 Amps

### Policy 4.5(2) Electric Vehicle Charging Points (EVCPs)

All development involving off-street car parking provision should provide electric vehicle charging points (EVCPs) to comply with the standards in Table 4.4. This may be varied only where it is proven essential for development viability.

#### Public car parks

**4.3.17** Many of Dartmoor's historic settlements cannot easily accommodate modern day parking demands and sometimes experience significant parking pressures which can create highway safety issues and harm an area's appearance. Parking pressures can also arise in the open countryside, particularly at popular tourist and public recreation destinations. Whilst the purpose of a car park is to enable people to access a community, business or destination, we should also be actively enabling a transition to a lower carbon economy. New car parks are therefore required to provide Electric Vehicle Charging Points in line with Policy 4.5.

**4.3.18** Public car parks can help alleviate parking pressures, but they need to be in convenient and safe locations to ensure they are used, and should conserve the character and appearance of the area. New car parks will be supported where there is an evidenced need. Need should be based on demand throughout the year. Meeting peak car parking demands is not appropriate in the National Park.

**4.3.19** In countryside locations additional car parking should be carefully designed, with use of appropriate loose surfacing, and considered against the need to manage recreational impacts. Additional parking must not exacerbate or lead to inappropriate recreational impacts. Where there is uncertainty, applicants will be required to submit a management strategy to demonstrate potential negative impacts of additional parking have been fully addressed.

**4.3.20** Sustainable Drainage Systems (SuDS) should be used in all locations to ensure surface water drains effectively and does not impact on flooding or lead to pollution or erosion of the surrounding environment.

**4.3.21** Funding construction and continued maintenance of car parks is often difficult for small

communities. To support car park provision, in Local Centres and Rural Settlements there are opportunities to provide community infrastructure alongside housing development, see Chapter 3 (Housing).

### **Policy 4.6 (2) Public car parks**

1. All public car park development should be conveniently located and conserve and enhance the National Park's Special Qualities, particularly heritage significance, tranquillity, dark night skies and landscape character.
2. Within or adjoining classified settlements new or extended public car parks will be supported where evidence demonstrates they are necessary to:
  - a. meet a public need arising from within the community or from visitors;
  - b. alleviate local traffic problems; **or**
  - c. enhance a settlement's historic character in combination with other traffic management measures.
3. Outside classified settlements new or extended public car parks will only be permitted in exceptional circumstances, where evidence demonstrates they will have overriding benefits for the management of public recreation and traffic.
4. All new parking areas should incorporate sustainable drainage systems (SuDS).

## **4.4 Signs and Advertisements**

**4.4.1** Apart from the centre of Buckfastleigh, the whole of the National Park is designated as an Area of Special Control of Advertisements. This designation gives us additional controls over the siting and appearance of signs and advertisements, this includes; advance signs, those related to local events and public safety notices, sign and advertising boards, canopies and flags.

**4.4.2** In the first instance applicants should use the Government's Guidance on Outdoor Advertisements and Signs<sup>45</sup> to decide whether advertisement consent is required. Some classes of sign are excluded from planning control or are considered to have 'deemed consent' and do not need the Authority's consent. Where advertisement consent is required the policies of the Local Plan will be used to decide whether they are acceptable.

**4.4.3** Within the National Park the following types of signage can have a harmful impact on Dartmoor's tranquil and rural character, its dark night skies and the quality of its built environment:

- large, garish and poorly designed signage which uses materials that weather and deteriorate easily;
- the sprawl of signage into the open countryside;
- signage which includes unnecessary advertisements;
- illuminated signage in the open countryside; and
- signage which creates a highway safety issue.

**4.4.4** This policy's objective is to ensure signs and advertisements, either on their own or cumulatively with those nearby, do not harm the National Park's Special Qualities and are high quality, whilst allowing sufficient opportunities for local businesses to promote themselves.

**4.4.5** The preference is for signs to be on-site and closely related to the associated business. To limit the sprawl of signage into the open countryside this policy requires off-site advance signage to

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<sup>45</sup>[Outdoor advertisements and signs: a guide for advertisers \(MHCLG, 2007\)](#)

be limited to brown tourism signs, unless there are specific highway safety reasons which require a bespoke sign. Brown tourism signs can be applied for through the [Highway Authority](#).

## Policy 4.7 (2) Signs and Advertisements

1. On-site signs and advertisements will be permitted where:
  - a. their number, size, shape, materials and design will have no adverse impact, either on their own or cumulatively with other existing signage, on the National Park's Special Qualities, particularly landscape character, heritage significance, tranquillity and dark night skies;
  - b. they are directly related to the business; **and**
  - c. they will have no adverse effects on public or highway safety.
2. In the open countryside off-site advance signage will be limited to brown tourism signs, unless justified for highway safety reasons. Where new signage is allowed it must comply with 1(a-c).

## 4.5 Telecommunications

**4.5.1** Modern communications infrastructure delivering high quality mobile and broadband internet services is vital for a modern economy and society. In principle support will be given to proposals which deliver high quality and reliable communications, but keep the number of supporting masts and sites to a minimum and protect the National Park's Special Qualities.

**4.5.2** New masts and sites will only be acceptable where the applicant demonstrates it is not possible to use existing masts, buildings, or other structures. New wired connections should be installed underground.

**4.5.3** Where a new mast or site is absolutely necessary it will be important to ensure it is located and designed so its impact on the National Park's tranquillity and landscape character is minimised. Masts in isolated rural locations, on ridges or other prominent and unspoilt locations are likely to harm the National Park's tranquillity and landscape character. Applicants will be required to demonstrate that a proposal is the least harmful way to deliver the service, and minimise its impact by, for example:

- mast-sharing and clustering masts and other infrastructure with existing development;
- avoiding isolated, prominent and sensitive locations;
- making use of natural materials where feasible, such as timber poles;
- using shrouds to reduce visual impact of antennas and other equipment;
- painting masts, cabinets and equipment to blend with their surroundings; and
- camouflaging mast antenna and equipment to mimic or blend in with adjacent trees or other natural features.

**4.5.4** There is a joint accord in place between National Parks England and the Mobile Operators Association which recognises the need to treat the National Parks specially<sup>46</sup>. The Accord includes agreement for operators to use mast-sharing, innovative designs or other network solutions and mitigation measures which allow infrastructure to be installed in an environmentally sensitive manner.

**4.5.5** Some types of communication infrastructure benefit from permitted development rights and can be constructed without planning permission provided the Authority approve of its siting and

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<sup>46</sup> [Joint Accord / Memorandum of Understanding \(National Parks England and Mobile UK, 2018\)](#)

appearance. The policies of this Local Plan and the Design Guide will be considered when deciding whether the siting and appearance of these proposals is acceptable.

**4.5.6** The International Commission on Non-ionizing Radiation Protection set out the public exposure guidelines for communications equipment. National Policy requires that local planning authorities do not set health safeguards different from the International Commission guidelines for public exposure.

### **Policy 4.8 (2) Telecommunications Development**

1. New telecommunications infrastructure will only be permitted where;
  - a. evidence demonstrates the service cannot be delivered less harmfully by installing equipment on existing masts, buildings or other structures;
  - b. the equipment is located and designed to minimise its impact; **and**
  - c. the equipment does not cause substantial harm to the character and appearance of the built environment and/or the National Park's Special Qualities, particularly landscape character, heritage significance and tranquillity.
2. A condition will be applied requiring removal of all telecommunications structures and equipment and the reinstatement of the site to its former condition should the development become redundant.

## **4.6 The Access Network**

**4.6.1** The National Park provides unrivalled opportunities to roam at will using open access land, and walk, run, ride or cycle along an exceptional Public Rights of Way network. The National Park's public access opportunities are a major draw and a key way people experience and enjoy Dartmoor.

**4.6.2** Dartmoor's settlements also benefit from pedestrian and cycle connections within and between them. This infrastructure facilitates greater and better use of public transport and less reliance on private vehicles, minimising our impact on climate change. It also improves people's ability to access the health and mental well-being benefits of walking and cycling.

**4.6.3** The Local Plan requires all development to explore opportunities and provide enhancements to the access network, including path extensions, improved connectivity and provision of additional access land.

**4.6.4** This policy also ensures that development affecting the access network does not have undesirable impacts, such as harming its character or views, undermining its maintenance, increasing its use by motorised traffic or otherwise disturbing the public's ability to use and enjoy the network.

**4.6.5** Public Rights of Way are legally protected and cannot be closed or diverted without making a Public Path Order, a legal process separate to the planning system. Applicants wanting to close or divert a public right of way should apply to the Authority at the same time as submitting a planning application so both applications can be considered together<sup>47</sup>.

### **Recreational Impacts**

**4.6.6** Recent research has exposed the pressure Dartmoor faces from housing growth within the surrounding area, in particular at Plymouth, Exeter and Newton Abbot. The research identifies the

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<sup>47</sup> See our website for more information on making changes to Public Rights of Way - <http://www.dartmoor.gov.uk/enjoy-dartmoor/outdoor-activities/walking/where-you-can-walk>

region's forecasted population increase is likely to significantly increase visitor numbers and their associated recreational impacts, particularly on designated wildlife sites already affected by high visitor numbers.

**4.6.7** The research studied impacts from large events, hiking, dog-walking, cycling, and other common types of recreation. Key impacts identified include path erosion, damage to vegetation and disturbance and loss of habitat and key species. Recommended mitigation measures include smaller initiatives, such as public outreach, temporary path closures, and small-scale biodiversity enhancement, and larger initiatives, such as land management changes, and creation of interceptor sites and wildlife refuges. As development and population increases will occur, in the main, outside the National Park achieving these mitigation measures will require strong cross-boundary co-operation with neighbouring local planning authorities and government organisations.

### **Strategic Policy 4.9 (2) The Access Network**

1. All development should explore and take opportunities to enhance the access network, including public rights of way, permissive paths and access land.
2. Development affecting the access network will only be permitted where:
  - a) the development's public benefits outweigh any harm to the access network's character, quality or quantity;
  - b) there are no alternative less harmful locations;
  - c) any harm is minimised and any loss is mitigated with an acceptable diversion and/or compensatory land of equivalent value;
  - d) the public's ability to use and enjoy the network is not materially affected; **and**
  - e) opportunities to enhance the network by extending it and improving its connectivity have been fully explored, and where feasible, form part of the proposed mitigation.
3. The Authority will seek to ensure development within or outside the National Park which is likely to increase harmful recreational pressure on Dartmoor's Special Qualities, particularly biodiversity, cultural heritage and the access network, is appropriately mitigated.

# 5 Economy

## Strategy - Economy

Businesses which respect and value Dartmoor's Special Qualities will have the opportunity to thrive and innovate in the National Park.

New business and tourism development will be permitted within and adjoining Local Centres and Rural Settlements where it is of an appropriate scale and use.

In the Villages and Hamlets and open countryside expansion of existing businesses will be supported. Development to support new businesses will be permitted where they make use of redundant buildings, support farm diversification, or are low impact and principally focussed on improving opportunities for the quiet enjoyment and understanding of the National Park's Special Qualities.

New tourist accommodation should be located within Local Centres and Rural Settlements. In the Villages and Hamlets and open countryside new short-stay accommodation should be located close to tourist services and be provided through conversion of suitable historic buildings.

Development meeting the needs of agricultural, forestry and other rural land-based businesses will be supported where it conserves and/or enhances Dartmoor's Special Qualities, is proportionate to a proven functional need, and respects its environment.

Cultural and artistic proposals will be supported where they actively pursue National Park purposes.

**5.1.1** As a predominantly rural area Dartmoor's largest employers are agriculture and food and accommodation services. However the biggest contributors to Dartmoor's economy are the construction, information technology and business administration services industries.

**5.1.2** The challenges Dartmoor's economy faces are:

- Dartmoor's ageing population leading to a declining working age population, shortages in skills and labour and a difficult operating environment for businesses;
- a shortage of affordable housing pushing workers outside the National Park, and increasing the commuting costs of those living in the National Park, all of which threatens workforce availability and businesses' access to labour and skills;
- the ageing population resulting in an increase in demand for adult social care and a corresponding decline in demand for services sought by younger and middle-aged people;
- changing consumer preferences (e.g. online shopping and home delivery) putting pressure on traditional high street shops and services, forcing down rents and discouraging long term investment; and
- uncertainty for the future of forestry and agriculture.

**5.1.3** Despite these challenges Dartmoor is well placed to take advantage of many opportunities:

- Dartmoor boasts an attractive quality of life which can be used to capture forecast growth in construction, IT services, education, retail and social and residential care;
- Dartmoor's distinctive settlements and high streets are well-equipped to withstand changing consumer demands;
- improving internet connectivity and affordable employment rents can attract footloose businesses; and



- strong communities can support traditional businesses and community initiatives.

**5.1.4** The Local Plan takes an holistic approach to realising these opportunities. Policies and strategies throughout the Local Plan work to support a vibrant economy. These include:

- concentrating new residential and business development in settlements to improve footfall on high streets and the viability of local services;
- prioritising affordable housing development to support workers and local people seeking to stay in the National Park;
- allowing those in permanent employment in the National Park to be eligible to occupy homes restricted for local people;
- restricting householder development to ensure the National Park retains a mix of more affordable housing;
- creating opportunities for staff accommodation alongside existing serviced accommodation businesses in the open countryside;
- creating opportunities for small scale employment development, or community infrastructure investment (e.g. car parks) through flexible affordable housing requirements on exception sites in Local Centres and Rural Settlements;
- introducing flexibility in town centres by allowing changes of use between a variety of active uses; and
- ensuring larger scale town centre development is located in town centres and can have a positive effect on their vitality.

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# Economic Strategy Summary Diagram

## Local Centres

Ashburton, Buckfastleigh, Chagford, Horrabridge, Moretonhampstead, Princetown, South Brent, Yelverton



**Allocated sites**  
Identified in Chapter 7

**Non-residential Business and tourism development**  
New businesses and expansion of existing

**Town centre**  
Change of use between Class A1-4 uses allowed.  
The last general store, shop or public house is protected.  
New town centre uses >150m<sup>2</sup> should be located in the town centre first.

## Rural Settlements

Bittaford, Bridford, Buckfast, Cheriton Cross / Bishop, Christow, Cornwood, Dousland, Dunstord, Hennock, Ilington, Liverton, Mary Tavy, South Zeal, Sticklepath, Walkhampton, Whiddon Down



**Non-residential Business and tourism development**  
New businesses and expansion of existing

**Town centre**  
Protection of the last general store, shop or public house.  
New town centre uses >150m<sup>2</sup> should be located in the town centre first.

## Villages and Hamlets

Belstone, Dean Prior, Drewsteignton, Holne, Lustleigh, Lydford, Manaton, Meavy, North Bovey, North Brentor, Peter Tavy, Postbridge, Scorriton, Shaugh Prior, Sourton, South Tawton, Teign Village, Throwleigh, Widecombe-in-the-Moor



**Non-residential Business and tourism development**  
Expansion of existing businesses.

New businesses only through conversion of redundant buildings, suitable historic buildings preferred.

## Open Countryside

All land which is not within or adjoining Local Centres, Rural Settlements and Villages and Hamlets



New employment development restricted, as per national policy. Opportunities limited to:

- Development necessary for agriculture, forestry and other rural land-based businesses
- Expansion of existing businesses
- New businesses only through conversion of redundant buildings, suitable historic buildings preferred

Summary only, detailed policy wording will be relied upon for decision making.

## The Town Centre sequential test

Policy requires development involving new centre uses over 150m<sup>2</sup> to be located in town centres. This graphic shows how land should be prioritised, for the purposes of the sequential test.



## 5.2 Non-residential Business and Tourism Development

**5.2.1** The Local Plan encourages appropriate business and employment development. This policy sets out the locations where non-residential business (Class B uses), tourism and other employment development will be acceptable. The policy focusses growth around Local Centres and Rural Settlements, but also allows limited development in Villages and Hamlets and the open countryside.

**5.2.2** Office, light industrial and home-based enterprise development are generally the most appropriate Class B uses in the National Park. New general industrial (Class B2) and warehousing (Class B8) uses are more likely to impact on the National Park's Special Qualities. However, they may be acceptable where they are of an appropriate use and scale for the settlement and local highway network, and can clearly demonstrate no adverse impact on Dartmoor's Special Qualities.

**5.2.3** Tourism development may include visitor attractions, outdoor pursuits, and visitor services and facilities. Tourism businesses providing accommodation should refer to Section 5.4. Tourism development should be of an appropriate scale and use for the settlement and local highway network. We will consider the potential negative impacts of high visitor numbers and ensure proposals are appropriate for their location with any tourism impacts being managed effectively, including where growth is incremental. There are limits to the amount of use parts of Dartmoor can sustain before its character and quality is diminished for all.

**5.2.4** The business, tourism and other employment uses you would typically find across the settlement hierarchy are summarised below:

### **Local Centres**

Small and medium scale offices and light industrial uses. Some larger scale industrial and warehousing uses. A selection of convenience and specialist retail which serves the wider rural area. Basic property and financial services, food and drink, arts and culture, entertainment, leisure and tourist facilities. Some public services such as schools and health services.

### **Rural Settlements**

Small-scale offices and light industrial. General industrial uses are rare. Most will have a general store. Convenience retail, some local services and tourist facilities, such as pubs and post offices.

### **Villages and Hamlets**

Small-scale offices and light industrial. Some may also have convenience retail, some local services and tourist facilities, such as pubs and post offices.

### **Open Countryside**

Land-based enterprises, such as agriculture and forestry. Farm diversification enterprises. Home based small-scale offices and light industrial, or in otherwise redundant buildings.

**5.2.5** In Villages and Hamlets and the open countryside opportunities are more limited and the protection of Dartmoor's Special Qualities is overriding. Development needed to support establishment of appropriate new businesses should be limited to conversion of redundant buildings, including modern buildings. New buildings will only be permitted where they support the small-scale expansion of existing businesses, farm diversification, or establishment of new businesses whose principal focus is aligned with the National Park's second purpose: to improve opportunities for the understanding and enjoyment of Dartmoor. In the open countryside new businesses will be carefully tested to ensure they make use of redundant buildings only, are appropriate for their location and can access sustainable transport connections. It may be appropriate to remove permitted development

rights for new business to prevent inappropriate changes of use.

**5.2.6** A 'town centre first' approach is taken for proposals involving main town centre uses over 150m<sup>2</sup>, see Strategic Policy 5.2. Offices (Class B1a) and tourism uses are main town centre uses and best located within the town centres of Local Centres and Rural Settlements. Where main town centre uses are proposed adjacent to or outside town centres applications should apply the town centre sequential test set out in Strategic Policy 5.2.

### **Strategic Policy 5.1 (2) Non-residential Business and Tourism Development**

1. All non-residential business and tourism development should be of a scale and use appropriate for its location and local highway network and will conserve and/or enhance Dartmoor's Special Qualities.
2. Non-residential business and tourism development will be acceptable in principle within or adjoining Local Centres and Rural Settlements.
3. Within Villages and Hamlets and the open countryside non-residential business and tourism development will be acceptable where it is needed to support:
  - a) small-scale expansion of existing businesses;
  - b) farm diversification in accordance with Policy 5.8; **or**
  - c) the establishment of appropriate new businesses where:
    - i. the proposal involves the conversion of redundant buildings only and suitable historic buildings are used first in accordance with Strategic Policy 2.6 and/or Strategic Policy 2.7; **or**
    - ii. the proposal and activity is small-scale, low impact and is focussed on improving opportunities for the quiet enjoyment and understanding of the National Park's Special Qualities.
4. Existing business and employment sites and premises will be retained for economic uses. Proposals involving the loss of existing employment sites and premises will be carefully assessed to ensure the National Park's business and industry needs would not be harmed by the proposal.

## 5.3 Town Centre Development

**5.3.1** Dartmoor's town centres are at the heart of its communities, providing shops, services and facilities which serve a wide variety of people, businesses and organisations. Many of Dartmoor's town centres are small and particularly sensitive to changing consumer demands and competition.

**5.3.2** Dartmoor's town centres are defined as the areas of Local Centres and Rural Settlements where main town centre uses are concentrated, including retail, leisure, entertainment, offices, arts, cultural and tourism uses (see Appendix D for full definition of Use Classes). They are identifiable through the concentration of main town centre uses, and described in more detail in the Settlement Profiles.

### A Town Centre first approach

**5.3.3** This policy ensures new main town centre uses above 150m<sup>2</sup> are located to enhance Dartmoor's town centres. The policy requires proposals involving main town centre uses be located, in preferential order, within town centres, on the edge of a town centre, and, only if there are no suitable sites, outside a town centre. This is known as the 'town centre sequential test'.

**5.3.4** After completing this sequential test, a proposal which is outside town centres and would have a significant adverse impact on a town centre will not be supported. If there is uncertainty, we may require an impact assessment which quantifies and assesses the proposal's impact on the town centre.

**5.3.5** Each of Dartmoor's town centres is different and a proposal which significantly impacts on one, may not impact another. The degree of impact will be assessed by the extent to which a proposal competes with existing services and facilities, impacts on footfall, vacancies and consumer choice, among other considerations. For this reason the requirement for impact assessments will be made on a case by case basis taking into consideration the role of the town centre. Impact Assessments may therefore be required on smaller developments, but the level of assessment required should be proportionate to the development.

**5.3.6** To support new town centre development and increased footfall, the Local Plan's policies support new community infrastructure, such as car parks, visitor facilities and more, where there is a proven need. In particular in Local Centres and Rural Settlements, housing policy allows for a lower amount of affordable housing where community infrastructure is delivered, see Strategic Policy 3.3 and Strategic Policy 3.4.

**5.3.7** Proposals involving the loss of main town centre uses will be considered as loss of employment uses and will be resisted where they would harm the National Park's business needs. Loss of shop (Class A1-4) uses will be considered in accordance with Strategic Policy 5.3, loss of other employment uses will be considered in accordance with Strategic Policy 5.1.

## Strategic Policy 5.2 (2) Development affecting Town Centres

1. Development involving main town centre uses will be required to follow the town centre sequential test if proposals:
  - a. are not located within a town centre;
  - b. have a gross internal floor area (GIFA) of 150m<sup>2</sup> or more; **and**
  - c. are not part of farm diversification.
2. The town centre sequential test should ensure that main town centre uses are located, in preferential order, within a town centre, on the edge of a town centre, or, only if there are no suitable sites, outside a town centre. Proposals outside town centres should demonstrate:
  - a. an audit trail of any sequentially preferable sites and robust justification for them being discounted;
  - b. the regeneration or economic benefits brought forward by the development;
  - c. appropriate access/improvements, particularly by public transport, safe and convenient pedestrian and cycling routes and appropriate parking; **and**
  - d. connectivity to surrounding defined centres, and appropriate enhancements to these linkages.
3. Proposals outside town centres which could have a significant adverse impact on a town centre will be required to submit an impact assessment. The scope of the impact assessment should be agreed with the Authority and reflect the development's scale.
4. Proposals outside town centres which are found to have a significant adverse impact on a town centre will not be granted.

### Shopping and other active uses

**5.3.8** Dartmoor's main shopping areas are located in the Local Centres. These areas are generally successful, but some suffer from high turnover and there is a trend towards declining margins and visitor-orientated services rather than those for residents. In main shopping areas this policy protects shops, financial and professional services, food, drink and drinking establishments (Class A1-4) and allows for change of use between them, except where the proposal involves loss of the last general store, shop or pub. This approach ensures active uses are retained, but allows flexibility for the high street to respond to changing consumer preferences.

**5.3.9** In the Rural Settlements and Villages and Hamlets services are more limited, many only have one shop and pub. For this reason policy is focussed on avoiding the loss of the last general store, shop or pub and changes of use will only be permitted where at least 6 months continuous marketing evidence demonstrates there is no demand. After which other Class A, B1a, C1 or D uses should be considered, this recognises the contribution they can make to increasing footfall and improving the vibrancy of a centre. Residential conversions will only be permitted after a further 6 months marketing evidence demonstrates no demand for any Class A, B1a, C1 or D uses.

**5.3.10** To make premises easier to let, permissions for new Class A uses will have conditions attached which allow them to be used for a variety of other acceptable main town centre uses.

## Strategic Policy 5.3 (2) Shops and other active uses

1. Within the main shopping areas of Local Centres permission will be granted for changes of use within Class A1-4 uses provided they do not adversely affect neighbouring uses, particularly their amenity.
2. Permission will not be granted:
  - a. within the main shopping areas of Local Centres, for a proposal that converts Class A1-4 uses to other uses; **or**
  - b. within a classified settlement, for a proposal that involves the loss of the last general store, shop or public house;unless evidence submitted demonstrates the property has been offered for sale, rent and/or lease on the open market for the existing use or, in the case of main shopping areas of Local Centres, Class A1-4 uses for a continuous period of at least 6 months, at a realistic price.
3. Where the case for a change of use is accepted under Part 2 of this policy other Class A, B1a, C1 and D uses should be considered first. A conversion for residential or other uses will only be permitted where evidence submitted demonstrates the property has been offered for sale, rent and/or lease on the open market for Class A, B1a, C1 or D uses at a price which reflects those uses, for a further continuous period of at least 6 months.

## 5.4 Tourist Accommodation

**5.4.1** Serviced and non-serviced tourist accommodation businesses make a significant contribution to the tourism economy on Dartmoor. They also provide a diverse range of people with access to Dartmoor, allowing them to understand and enjoy this national asset. This policy sets out where tourist accommodation will be acceptable in principle, except camping and touring caravan sites which are addressed in Policy 5.6. The policy focusses new accommodation to Local Centres and Rural Settlements.

**5.4.2** In Villages and Hamlets and the open countryside short-term holiday accommodation (holiday lets occupied by the same occupant for no more than 28 days in a calendar year) is allowed where it is located close to tourist services, such as a general store and pub, and is provided through conversion. Holiday lets generally have a high-impact on historic farm buildings, such as barns, which is comparable to a residential use. In accordance with Strategic Policy 2.7, high-impact proposals in the open countryside will therefore be required to demonstrate less harmful uses are not viable by providing marketing evidence. Within settlements Strategic Policy 2.6 will be used to determine whether a proposal's impact is acceptable.

**5.4.3** Strategic Policy 5.2 sets out a town centre first approach for proposals involving main town centre uses over 150m<sup>2</sup>. Hotel and guesthouse uses are main town centre uses and best located within the town centres of Local Centres and Rural Settlements. Where hotels and guesthouses are proposed adjacent to or outside town centres applications should apply the town centre sequential test set out in Strategic Policy 5.2.

**5.4.4** New-build holiday homes, flats, chalets, lodges and other permanent holiday accommodation amounts to new housing and will therefore be expected to comply with this Local Plan's housing policies (see Chapter 3).



## Policy 5.4 (2) Tourist accommodation

1. Within Local Centres and Rural Settlements planning permission will be granted for:
  - a. new small-scale hotels and guesthouses, or extensions to hotels and guesthouses; **and**
  - b. new short-stay tourist accommodation provided through conversion, including suitable redundant historic buildings in accordance with Strategic Policy 2.6.
2. Within Villages and Hamlets and the open countryside planning permission will only be granted for new short-stay tourist accommodation where it is:
  - a. well related to tourist services; **and**
  - b. provided through conversion of suitable redundant historic buildings in accordance with Strategic Policy 2.6 and/or Strategic Policy 2.7.
3. New short-stay holiday accommodation will be subject to conditions to ensure:
  - a. it is occupied for holiday purposes only and not as a person's sole or main residence; **and**
  - b. the owner/operator maintains an up to date register of the names and main home addresses of all occupiers and this information is available to the Authority on request.
4. In the open countryside removal of a holiday let occupancy condition will only be approved where:
  - a. the proposal complies with Strategic Policy 2.7; **or**
  - b. evidence demonstrates there is no demand for holiday accommodation in the area and the property has been offered on the open market for rent, sale or lease for not less than 12 months at a price which reflects the occupancy condition; **and**
  - c. the applicant enters into a legal agreement ensuring the property is affordable housing.

## Staff accommodation for serviced accommodation businesses

**5.4.5** Serviced accommodation businesses, such as hotels and guesthouses, make an important contribution to the local tourism economy. However, they are often reliant on low wage workers who are unable to afford to live locally. Dartmoor's isolated nature and poor public transport availability means workers can also struggle to meet commuting costs. As a result many businesses cannot attract and retain sufficient staff.

**5.4.6** To help improve access to skills and labour, whilst also reducing the impact of the business on climate change, this policy allows new staff accommodation where it is needed by established serviced accommodation businesses. Permission will be granted where evidence demonstrates staff accommodation is needed and cannot be provided locally. The first preference will be for it to be provided through conversion of a suitable redundant historic building, then conversion of modern buildings. Where this is not possible a small-scale extension that is subordinate to the existing property may be permitted. New detached buildings will not be permitted for staff accommodation.

**5.4.7** The size of accommodation should be proportionate to the need. Given that the accommodation is for workers who generally cannot afford to live locally it is expected that accommodation will also be modestly sized and proportionate to employees' needs.

**5.4.8** To ensure new staff accommodation is not sold separately and/or occupied as an independent unit of accommodation, permissions will be subject to a condition tying the accommodation to the business.

## **Policy 5.5 (2) Staff accommodation for serviced accommodation businesses**

1. Proposals for staff accommodation will be supported where evidence clearly demonstrates it is needed by a hotel, guesthouse or other serviced accommodation business to provide accommodation for staff who cannot afford to live locally, and it cannot be reasonably provided through existing accommodation in the local area.
2. Staff accommodation must be:
  - a. modestly sized and proportionate to employees' needs; **and**
  - b. provided through conversion of redundant buildings. Suitable historic buildings should be used first in accordance with Strategic Policy 2.6 and/or Strategic Policy 2.7; **or**
  - c. where this is not possible, a small-scale extension which is subordinate to an existing building.
3. Permission for new staff accommodation will be subject to a condition tying the use of the accommodation to the business.

## **Camping and Touring Caravan Sites**

**5.4.9** Camping can be an inexpensive and low-impact way of staying overnight in the National Park. Having good quality campsite options can help improve the National Park's overall tourism offer, making it accessible to a range of people and supporting the economy. This policy allows for new tented campsites which are well related to tourist services, such as a pub and general store, and conserve and/or enhance Dartmoor's Special Qualities. In particular, significant earth works, isolated power points, new tracks and footpaths will be resisted where they would adversely impact on landscape character.

**5.4.10** Touring caravan and motorhome sites can also be popular, but have a far greater impact on landscape character and local traffic movements. This policy therefore only allows for small scale motorhome and caravan sites within or adjacent to Local Centres and Rural Settlements, and where this conserves and/or enhances Dartmoor's Special Qualities. In most cases this will limit opportunities to previously developed land, or other sites where landscape and other environmental enhancements can be made.

**5.4.11** For both tented campsites and touring caravan sites there can be an issue with pitches being used for the long term siting or storage of tents, yurts, wigwams or caravans. This practice has an impact on landscape character without any benefit to the local economy. To safeguard against this we will require a condition that no tent or caravan shall occupy any pitch for more than 28 days per calendar year.

**5.4.12** Camping pods, shepherd huts and other structures which are permanently or seasonally sited on the land have a similar impact to touring caravan sites and proposals for these structures will be considered in the same way as a new caravan site.

## **Policy 5.6 (2) Camping and touring caravan sites**

1. Within or adjoining Local Centres or Rural Settlements small scale camping, touring caravan, and/or motorhome sites will be permitted where the development conserves and/or enhances the National Park's Special Qualities, particularly landscape character, biodiversity, dark night skies and heritage significance.
2. Within Villages and Hamlets and the Open Countryside new small scale campsites will be permitted where:
  - a. the proposal involves siting of tents only, is located close to tourist services and is of a scale appropriate for the local highway network;
  - b. the development, use of the site and provision of site utilities and services conserve and/or enhance the National Park's Special Qualities, particularly landscape character, biodiversity, dark night skies and heritage significance;
  - c. any need for a new building is met through the conversion of a redundant building, and suitable historic buildings are used first in accordance with Strategic Policy 2.6 and/or Strategic Policy 2.7; **and**
  - d. the site is capable of being managed without the need for a new dwelling.
3. Permissions for campsites and touring caravan sites will be subject to conditions requiring that:
  - a. Tents, motorhomes and caravans are restricted to short stay holiday occupancy only; **and**
  - b. no tent or caravan occupies any pitch for more than 28 days.

## **5.5 Agriculture, forestry and rural land-based business development**

**5.5.1** Dartmoor has been shaped by agriculture, forestry and other rural land-based businesses for centuries. These industries have a big impact on the National Park's Special Qualities: its landscape, the abundance of wildlife and how well maintained its heritage features are.

**5.5.2** Agriculture, forestry and rural land-based development may include new buildings, tracks, hardstandings, field accesses and other structures. The planning system does not control the use of land for agriculture or forestry, however the keeping of horses may require planning permission (see section 5.7). This policy does not address buildings for residential use, our approach for new rural workers' houses is set out in Policy 3.9.

**5.5.3** When considering proposals we will prioritise the conservation and enhancement of the National Park's Special Qualities. This ensures the rural economy is supported provided development is compatible with the National Park's first purpose (see Section 1.1).

**5.5.4** All agriculture, forestry and other rural land-based enterprise development needs to comply with the same policy criteria. Even small-scale development, such as isolated field shelters and other structures, can have a significant cumulative landscape impact which becomes noticeable over time.

**5.5.5** To comply with this policy, applications should:

- demonstrate a functional need for the development which cannot be met by existing buildings, where uncertainty exists an appraisal will be required;
- conserve and enhance landscape character by:
  - not proposing isolated buildings or structures, but ensuring they are clustered with existing buildings;

- enclosing new buildings and yards with locally appropriate features such as hedgebanks or stone walls;
- retaining hedgebanks and field patterns; and
- not disturbing natural drainage and respecting local topography by not locating development where significant earth works are required;
- conserve and enhance features of biodiversity merit and heritage significance, including by ensuring new buildings and yards are of an appropriate scale and sensitively sited relative to existing buildings and farmsteads;
- avoid or, where absolutely necessary minimise the installation of external lighting; and
- provide enhancements to landscape and biodiversity features where possible.

**5.5.6** Where there is no acceptable location on an applicant's land which complies with the policy criteria the development will be considered unacceptable, regardless of whether there is a proven need for the building. In these circumstances, we will make every effort to ensure applicants are advised on appropriate locations to meet the identified need, including by fully assessing an applicant's land holding. Where multiple businesses are struggling to find suitable locations for development they should consider cooperating to form an infrastructure hub in an acceptable location.

**5.5.7** In some circumstances permitted development rights exist for the construction and alteration of agricultural and forestry buildings and tracks. Development allowed for under permitted development rights can be applied for using a system of notification and typically require prior approval of the development's siting, design and external appearance. We will assess these criteria using the approaches set out in Local Plan policy and any relevant design guidance: seeking to ensure the National Park's Special Qualities are conserved, their siting is appropriate and the design is high quality. The Forestry Commission provides design guidance for forestry roads and tracks<sup>48</sup>.

### **Policy 5.7 (2) Agriculture, forestry and rural land-based enterprise development**

Agriculture, forestry and other rural land-based development will be permitted where:

- a. the development's scale is proportionate to a proven functional need which cannot be met by an existing building or one which was recently disposed of;
- b. either on its own or cumulatively with other development, it conserves and/or enhances the National Park's Special Qualities, particularly landscape character, biodiversity, heritage significance, tranquillity and dark night skies;
- c. it does not harm natural drainage and avoids pollution of soils, water or air;
- d. relates well to local topography and does not require significant earth works; **and**
- e. in the case of new buildings and structures, they are clustered with existing building groups and enclosed with an appropriate boundary feature, taking into account the special characteristics of the built environment.

## **5.6 Farm Diversification**

**5.6.1** Farming is the principal land use in Dartmoor National Park and is also one of its largest employers. Over the lifetime of this Local Plan, the industry is likely to be effected by an ageing workforce, changing consumer habits, Brexit and wage pressures. Adding new business activities through diversification can help build resilience into existing farming businesses and in the process safeguard the National Park's Special Qualities.

<sup>48</sup> [Operations note 25: Forest roads and tracks \(Forestry Commission, 2011\)](#)

**5.6.2** This policy permits the following types of farm diversification to occur on established and active farms:

- small-scale development, including construction of new buildings for a range of commercial uses, such as farm shops, offices, education, and campsites; and
- conversion of suitable redundant historic buildings to holiday lets or one dwelling for occupation by a Local Person.

**5.6.3** This policy is only intended to support established and active farms, not lifestyle or hobby farms. Where there is uncertainty, applicants will be required to submit a business plan demonstrating that before and after diversification:

- the farm supports at least one full-time agricultural worker; and
- the business' total agricultural receipts<sup>49</sup> are at least 40% of the total gross receipts (i.e. before costs and taxes) in the most recent financial year.

**5.6.4** Proposals for new buildings will be carefully assessed to ensure they are: clustered with existing building groups; of an appropriate scale; and are sensitively sited relative to the existing farmstead.

**5.6.5** The conversion of historic buildings will be assessed against Strategic Policy 2.7. On farmsteads the building's location will be presumed sustainable for the purposes of part 2b of this policy. However, proposals for high impact uses, such as residential or holiday-lets, will still need to demonstrate less harmful uses are unviable through a business plan (not marketing evidence) and that works will be sympathetic. Isolated buildings are less likely to be appropriate for conversion because of their sensitive character, setting and surroundings, buildings on farmsteads are generally more suitable.

**5.6.6** To support farm diversification and successional farming this policy allows the conversion of a suitable redundant historic building (as assessed against Strategic Policy 2.7) to a dwelling. A maximum of one dwelling per farm holding is allowed and it must remain tied to the enterprise. Where no redundant historic buildings suitable for conversion exist, Policy 3.10 provides an alternative approach for creating additional accommodation through a residential annexe. Only one of these policies can be pursued on any farm holding. This means that where new accommodation is permitted under one policy it will not then be permitted under the other.

**5.6.7** Any conversion or new build proposed must be of a high quality design and in the case of historic structures minimise its impact on a building's or other asset's significance. Residential and holiday let uses will often have a high impact and there will be occasions where a conversion or new build is not possible due to the adverse impact on the historic environment.

**5.6.8** New business activities and dwellings must be kept associated with and support the main farm business. To prevent businesses being sold separately, or severed, it may be necessary to tie the proposed use to the agricultural business and/or holding through condition or legal agreement. For new dwellings, there is a significant threat of severance, whereby the dwelling is sold separately from the farm land and enterprise. New dwellings will therefore only be granted permission subject to an anti-severance obligation: a legal agreement tying them to the agricultural holding.

**5.6.9** Permission to vary the land associated with an anti-severance obligation will not be unreasonably withheld. To allow flexibility for future business needs a portion (for example 25%) of the applicant's land holding at the time planning permission is sought, may also be left untied. In both circumstances the tied land must be sufficient to ensure the business' future viability.

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<sup>49</sup> The definition of agricultural and non-agricultural receipts is the same as that used for the Active Farmer Certificate and is included in the Glossary.

## Policy 5.8 (2) Farm diversification

1. Planning permission will be granted for development to support farm diversification enterprises where they:
  - a. are located on an established and active farm;
  - b. support and add value to a farm business which contributes to the conservation and/or enhancement of the National Park's Special Qualities;
  - c. are ancillary and subordinate in scale to the farm business;
  - d. make use of redundant buildings before proposing new buildings; **and**
  - e. in the case of new buildings and structures, they are clustered with existing building groups and enclosed with an appropriate boundary feature, taking into account the special characteristics of the farmstead.
2. Proposals for a holiday let or Local Needs dwelling of up to 93m<sup>2</sup> will be supported where they are provided only through the conversion of a suitable redundant historic building in accordance with Strategic Policy 2.7. Only one Local Needs dwelling will be permitted per farm holding and only where no residential accommodation has already been permitted under this Policy or Policy 3.10.
3. For new diversification enterprises, permission will be subject to a condition tying the enterprise to the main farm business.
4. For Local Needs dwellings, permission will be subject to a legal agreement restricting it to occupation by a Local Person and tying the dwelling and any other relevant dwellings to the land holding.

## 5.7 Equestrian development

**5.7.1** The keeping and riding of horses on Dartmoor's rugged landscape brings pleasure to many and can make a notable economic contribution through employment, providing opportunities for agricultural diversification and stimulating tourism. However, poor quality equestrian development and inappropriate land management practices harm the National Park. The Dartmoor Landscape Character Assessment<sup>50</sup> and National Character Area Profile<sup>51</sup> both identify increased equine pressure as a threat to Dartmoor's landscape. This policy ensures only appropriate equestrian development is permitted.

**5.7.2** Equestrian development which has a harmful impact on the National Park is not supported, this includes:

- New stables, tracks, parking areas and other development located away from existing development or involving excavation of sloping ground and which contributes to the sprawl of development into the countryside
- New sand schools (also known as a 'manège' or arena), which are an alien feature in the Dartmoor landscape and easily harm landscape character
- Use of fencing and horse tape to subdivide fields which erodes traditional field patterns
- Use of permanent building materials (concrete block, concrete foundations etc.) which have greater visual impact and make removing the building difficult upon redundancy
- Poorly sited muck heaps which can contaminate water courses and disturb nearby residents or users of public rights of way

<sup>50</sup> [Dartmoor Landscape Character Assessment \(LUC, 2017\)](#)

<sup>51</sup> [National Character Area Profile 150 Dartmoor \(Natural England, 2014\)](#)

- Creation of additional field accesses which have an undesirable urbanising effect and involve loss of hedgerows of biodiversity value
- External lighting which impacts on dark-night skies

**5.7.3** Ensuring horses have sufficient grazing land is a key way some of these impacts can be avoided. Defra has established guideline standards for the area of pasture needed to ensure animal welfare and husbandry of land<sup>52</sup>. Dartmoor's often nutrient poor and poorly draining soils are more susceptible to poaching and take longer to recover than low altitude soils. A minimum grazing area of 1 Hectare (2.5 acres) will therefore be used as a guideline for determining appropriate pasture for a typical horse grazing at grass year round. This guideline allows for rotational grazing without subdivision of fields. A lower grazing area may be appropriate where horses are stabled and only graze occasionally, but the proposal should still not involve the subdivision of fields.

**5.7.4** All applications for equestrian development must include a 'Land Management Plan' setting out:

- the number and species of animals to be kept;
- a sustainable grazing and waste management regime;
- how all buildings will be used and any required lighting;
- how soils, Dartmoor's priority habitats (see Table 2.1), and water quality will be protected and preferably enhanced; and
- how buildings and structures will be removed when redundant.

**5.7.5** Land Management Plans should be proportionate to the scale of the development. Specialist ecological or environmental advice will be required where the development is likely to affect Dartmoor's priority habitats (see Table 2.1), water quality or protected species.

## **Policy 5.9 (2) Equestrian development**

1. Equestrian development will only be permitted where:
  - a. on its own or cumulatively with other development, it conserves and/or enhances the National Park's Special Qualities, particularly landscape character, biodiversity, heritage significance, water quality, and dark night skies;
  - b. in the case of new buildings and structures, they are not isolated, are clustered with existing building groups and enclosed with an appropriate boundary feature.
  - c. adequate grazing land, buildings and facilities are available;
  - d. it avoids pollution of soils and water, does not harm natural drainage, relates well to local topography and does not require significant earth works; **and**
  - e. existing buildings are used wherever possible;
2. A condition will be attached to any permission for a new building or structure requiring it to be removed when it is redundant and the site returned to its former condition.

<sup>52</sup> [Code of Practice for the Welfare of Horses, Ponies, Donkeys and their Hybrids \(Defra, 2017\)](#)

## 6 Minerals, Waste and Energy

### Minerals, Waste and Energy Strategy

DNPA will work with other minerals and waste planning authorities locally to meet identified minerals and waste needs through development outside the National Park wherever possible.

Minerals development should:

- minimise the impact of new, existing or redundant minerals operations and sites upon Dartmoor's environment and communities
- maximise the use of recycled materials and secondary aggregates, in preference to primary minerals extraction
- allow for appropriate opportunities to extract mineral resources within the National Park, where:
  - it provides material which enables conservation of the National Park's distinctive character; or
  - it is necessary to meet a proven wider need for a specific mineral which, taking into account the National Park's high conservation status, cannot be reasonably met elsewhere.
- safeguard Dartmoor's mineral resource so that it may be accessed in the future, whilst not presuming it would be appropriate to do so.

Development in the National Park should minimise the amount of waste produced during its construction and operation. Most waste processing and management should take place outside the National Park. Small scale community-based reuse, recycling and composting facilities will be supported, where they are located on a site within or adjoining the community they serve, and provide principally for waste arising in that community.

Development should first reduce its energy consumption, and then consider renewable sources of energy. Small scale renewable energy development which meets the energy demands of a single property or local community will be encouraged where it does not harm the National Park's Special Qualities or environment. Large scale renewable energy development, including wind and solar farms, is not appropriate in the National Park.

### 6.1 Minerals Development

**6.1.1** Minerals are essential to provide the infrastructure, buildings, energy and goods which may be needed locally, nationally or internationally. The natural mineral resources on Dartmoor are a potential source of building stone, aggregate, clays, and metalliferous minerals.

**6.1.2** Minerals development differs from other types of development in that minerals are a finite natural resource which can only be worked where they are found. Furthermore minerals operations may go on for many years, with potential benefits and impacts seen both during and after the mineral working. Mineral development includes exploration, minerals extraction, the extension of existing workings, extensions of time for working, ancillary minerals operations, or alterations to rates of extraction, mineral waste tipping, and re-working of tips.

**6.1.3** The following policies will be used to decide applications for minerals development in the National Park. Importantly, whilst this section constitutes the Minerals Local Plan for the National Park, these policies are not the only considerations for minerals applications, and a range of other policies in this Plan will likely be relevant, this includes in particular those policies relating to



landscape, biodiversity, geodiversity, heritage, tranquillity, traffic, and amenity. Minerals applications may also be considered to be Major Development in respect of Strategic Policy 1.5.

## New or Extended Minerals Operations

**6.1.4** Large scale minerals development can have a significant and irreversible impact and is not considered appropriate in the National Park other than in exceptional circumstances. The environmental impact of minerals operations has improved significantly in recent years, though, and where existing infrastructure and mitigation is in place the extension of existing operations can be the most efficient and reasonable approach to sustaining a source of minerals. It is important in considering applications for extensions (in time or scale) to carefully assess the ongoing impact of the operation and the need for it to take place within a National Park.

**6.1.5** There exists within the National Park a resource of different building stones which have had significant use, on Dartmoor and more widely, in the past. This resource can support the positive conservation and design strategies for the National Park, as well as having economic benefits. In particular the reopening of an old quarry, operating at a small scale, to provide materials for the conservation of historic buildings and structures, and supporting high quality modern design in the National Park may be possible without having a significant impact.

### Strategic Policy 6.1 (2) New or Extended Minerals Operations

1. Large scale minerals development will not be allowed other than in exceptional circumstances and where it can be demonstrated that the proposal is in the public interest. In assessing proposals DNPA will consider:
  - a. the demonstrable wider need for the development
  - b. an objective assessment of alternatives outside the National Park
  - c. the impact upon the special qualities of the National Park, **and**
  - d. strategic priorities for the National Park
2. The small scale expansion of existing quarries, or extension of time for minerals operations, will be permitted where it can be demonstrated that the socioeconomic benefits of the development outweigh any impact upon the National Park's Special Qualities.
3. Small scale quarrying of traditional building stone will be permitted where it is demonstrated that there is an identified local need for the stone which will conserve, maintain or enhance the fabric or character of the National Park.
4. In all cases:
  - a. all reasonable mitigation must be provided for in the proposal, in order to minimise environmental and socioeconomic impacts; and
  - b. the proposal must be consistent with other relevant policies in this Local Plan

## Minimising the Impact of Minerals Operations

**6.1.6** It is important to recognise that the minerals extraction industry has evolved significantly in recent years, with higher industry standards now reducing the relative impact of minerals development. Whilst these changes are positive, the impacts of minerals development can be significant and long lasting. Given National Parks have the highest status of environmental protection, minerals development on Dartmoor must meet the highest environmental standards.

Where periodic reviews of conditions (Review of Old Minerals Permission (ROMP) applications) provide the opportunity to further reduce the impact of operations, the highest environmental standards would also be sought where this does not affect the asset value or viability of the operation.

**6.1.7** Dartmoor's landscape is characterised by the exploitation of its natural resources through history. This includes a legacy of historic minerals workings such as tin streaming, granite quarrying, and mining of metals, which now form part of Dartmoor's historic landscape character. Historic minerals sites can often offer opportunities for new commercial uses, recreation or habitat restoration as well as gradual reclamation by flora and fauna and a return to a more natural state.

### The typical lifecycle of a quarry

- **Exploration** to prove the existence, extent and economic viability of a mineral resource and to inform quarry design. Methods of exploration include drilling of boreholes, trial pits and seismic surveys. Much of this work is permitted development.
- **Site preparation** involving all activities that are necessary before the extraction of the mineral can take place. This typically includes constructing access roads, processing plant and site offices, the removal of soil and overburden, its storage or disposal and the creation of screening.
- **Extraction** is the process of removing the minerals from the ground and preparing them for use. Different techniques will be used for this depending on the type of mineral, and may include blasting, excavation or use of a high pressure water jet. Once the mineral is removed from the ground, it then has to be processed. Again, this varies on the type of mineral, but can include crushing, screening, separation, refining, washing, drying and blending. Finally, different minerals produce varying amounts of solid and liquid waste that are deposited within or close to the quarry by backfilling voids, surface tips and settlement lagoons.
- **Restoration and aftercare:** once the minerals have been extracted, the quarry will be restored to an agreed use, often agriculture, forestry, amenity or commercial uses. The operator of the quarry is normally responsible for the maintenance and aftercare of the restored site for a number of years.

**6.1.8** Minerals sites which are no longer in use, should therefore be the subject of a restoration and aftercare strategy which identifies and delivers the most appropriate use for that site. That afteruse will depend upon a number of factors, including the location of the site and surrounding land uses, its scale and form, its hydrology, and risks relating to stability or contamination. Restoration also provides opportunities to deliver substantial environmental betterment, particularly habitat restoration, which should be pursued where appropriate. Some of the National Park's most special and sensitive habitats have established in old quarry workings.

## Strategic Policy 6.2 (2) Minimising the Impact of Minerals Operations

1. Applications for new or extended mineral operations must be supported by information necessary to consider:
  - a. evidence of the presence of the mineral and the need for the mineral, at a local, regional or national level;
  - b. the proposed working methods; **and**
  - c. the impact of the proposal on:
    - i. assets of natural or cultural value;
    - ii. levels of noise, dust and vibration;
    - iii. amenity and a loss of privacy;
    - iv. dark night skies and tranquillity;
    - v. landscape character and visual intrusion;
    - vi. habitats and species and geodiversity;
    - vii. traffic and air quality;
    - viii. water quality, quantity, flood risk and drainage;
    - ix. land resource, including agricultural land, access land and public rights of way;
    - x. soil, contamination and land instability; **and**
    - xi. the economy.
2. Applications must include a proposed restoration and aftercare strategy which sets out:
  - a. how the proposed afteruse responds to the site and its surroundings;
  - b. the removal of plant and other infrastructure, final landform and retained features, reinstatement of soils, and landscaping and planting proposals;
  - c. where applicable, any use of waste or other imported materials for restoration purposes;
  - d. phasing arrangements including avoidance of sterilisation of remaining resources; **and**
  - e. a programme of aftercare and monitoring of the site for a minimum of five years following completion of restoration.

## Safeguarding Dartmoor's Mineral Resource

**6.1.9** Minerals are a finite resource and it is the role of the planning system to manage the demand for land and different development types sustainably. Minerals Safeguarding Areas are shown on the policies map. The purpose of a Minerals Safeguarding Area is to ensure that the ability remains to extract a minerals resource, by ensuring that non-minerals development does not take place where it may sterilise or constrain potential future minerals working. Safeguarding of minerals should not be taken as a presumption that permission would be granted in the future for minerals development. It does however ensure that the opportunity for minerals development is not prejudiced through inappropriate land uses or development.

**6.1.10** In considering proposals for non-mineral use of these areas we will take into account opportunity for prior extraction (where reasonable and feasible), potential non-sterilising land uses, or may decide not to grant permission where development may prejudice future minerals extraction.

**6.1.11** The following areas are identified on the Policies Map as Minerals Safeguarding Areas:

- Linhay Hill Quarry
- Meldon Quarry
- Yennadon Quarry
- Blackenstone Quarry
- Merrivale Quarry
- Prison Quarry

### **Strategic Policy 6.3 (2) Minerals Safeguarding**

Important mineral resources and reserves, including associated transport and processing facilities as identified on the Policies Map, shall be safeguarded from development which, by virtue of its siting or nature, would prevent or obstruct mineral development or associated operations at that site.

## **6.2 Waste development**

**6.2.1** DNPA is the waste planning authority for the National Park. Responsibility for waste management within the National Park is split between the District/Borough Councils (waste collection) and the County Council (waste disposal). There is also a close cross-boundary relationship with Devon County Council as the surrounding waste planning authority. Given the small population and level of economic activity within Dartmoor compared with Devon as a whole, waste arising within the National Park is accounted for in the Devon Waste Plan. There is policy provision for sufficient waste facilities to be delivered outside the National Park to meet Dartmoor's waste needs.

**6.2.2** Whilst this is the case it is still appropriate that within the National Park all opportunities are taken to prevent waste and enable re-use and recycling in accordance with the waste hierarchy. The following waste policies will be used to decide applications for waste development, or larger scale development with opportunities for the prevention of waste. The design of new development needs to include space for the storage of waste and recycling, in accordance with the latest regulations and guidelines. Importantly, whilst this section constitutes the Waste Local Plan for the National Park, these policies are not the only considerations for waste development, and a range of other policies in this Plan will be relevant. This includes in particular those policies relating to landscape, tranquillity, biodiversity, cultural heritage, transport, and amenity. Waste applications may also be considered to be major development in respect of Strategic Policy 1.5.

### **Policy 6.4 (2) Waste Prevention**

1. All new development should seek to prevent waste, and must identify sufficient and convenient space for storage of waste and recycling.
2. Applications for major development (for 10 or more dwellings or buildings greater than 1,000m<sup>2</sup>) must include a waste audit statement demonstrating how the demolition, construction and operational phases of the development will minimise the generation of waste and provide for the management of waste in accordance with the waste hierarchy, including:
  - a. sustainable procurement in construction phase; and
  - b. methods for limiting the generation of waste and maximising recycling in construction phase.

### **The Waste Hierarchy**

**6.2.3** Waste can be managed in a number of ways and this varies across the different types of waste. The waste hierarchy sets out the sequential approach which should be followed in order to achieve sustainable waste management.



Figure 6.1 The waste hierarchy

### **Policy 6.5 (2) Waste Disposal and Recycling Facilities**

1. New waste management facilities or disposal sites will not be permitted unless they can demonstrate significant environmental benefits for Dartmoor National Park.
2. Small scale community-based reuse, recycling and composting facilities will be supported where they are located on a site within or adjoining the community they serve, and provide principally for waste arising in that community. Facilities should maximise the opportunity for the use of previously developed land.
3. In all cases development must mitigate against environmental and socioeconomic impacts

## **6.3 Energy development**

**6.3.1** The UK has legal commitments to cut greenhouse gases and meet our increasing energy demands from renewable sources. The Government’s Vision for National Parks says we should be “leading the way in adapting to, and mitigating climate change”<sup>53</sup>. The National Planning Policy Framework explains that all communities have a responsibility to help increase the use and supply of renewable energy, but this does not mean that the need for renewable energy overrides environmental protections and the planning concerns of local communities.

**6.3.2** Dartmoor has the potential to contribute to the reduction in energy demand, and the supply of renewable energy at a household or community level. Dartmoor is not an appropriate location for large scale energy development aimed at power generation to support national and regional energy supply. Wind energy and solar photovoltaic farm development in particular can significantly harm the National Park’s Special Qualities.

**6.3.3** New development should take a ‘fabric first’ approach and aim for a building to be as efficient as possible through good design and construction which exceeds Building Regulations where possible. The building should be at its most efficient before renewable energy ‘bolt-ons’ are considered. Strategic Policy 1.7 sets out our approach to the energy efficiency of new buildings.

**6.3.4** Dartmoor has a high proportion of traditional properties built of solid wall construction, and

<sup>53</sup> [English National Parks and the Broads UK Government Vision and Circular \(Defra, 2010\)](#)

limited mains gas supply. These 'hard to treat' homes can be difficult to make more energy efficient and it means the potential energy efficiency of Dartmoor's existing housing stock is limited. Small-scale renewable energy can do much to improve efficiency, but should be considered alongside other cost-effective improvements where these are suitable, such as wall insulation and draught proofing. Historic England offers some helpful advice on a range of potentially appropriate changes<sup>54</sup>.

**6.3.5** Small scale renewable energy development which meets the energy demands of a single property, business or local community can be achieved on Dartmoor without impacting on the National Park's Special Qualities. New and emerging technologies mean that efficient and viable generation can come about from smaller and lower impact installations. In particular Dartmoor has a high potential for micro-hydro generation, in locations where biodiversity impacts can be avoided. A range of domestic scale renewable energy facilities can be installed without the need for planning permission, and ground source and air source heat can be a relatively low impact source of renewable energy where a building is already at its most energy efficient. In some instances this can be achieved on a larger community scale to provide renewable energy. Many commercial or agricultural buildings may also be able to incorporate renewable energy development without impacting upon the National Park's Special Qualities. Often this does not need planning permission.

### **Policy 6.6 (2) Renewable energy development**

1. Small scale renewable energy development will be encouraged where it does not harm the National Park's Special Qualities, including:
  - a. landscape character, taking into consideration the cumulative impact with other development;
  - b. biodiversity, geodiversity, and heritage significance;
  - c. tranquillity, dark night skies and residential amenity, taking into consideration noise, lighting, movement, odour and vibration; **and**
  - d. air, soil and water quality.
2. Small scale renewable energy development should not impact on flood risk or soil stability. Utility connections, such as cables and pipes, should be placed underground.
3. Large scale renewable energy development will not be approved.

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<sup>54</sup> [Energy Efficiency and Historic Buildings: How to Improve Energy Efficiency \(Historic England, 2018\)](#)

# 7 Towns, Villages and Development Sites

## 7.1 Settlements, site development and community plans

**7.1.1** This chapter describes any policies or proposals which apply in specific settlements in the National Park. Strategic Policy 1.4 sets out the settlement strategy for the Local Plan, including that there may be sites identified or 'allocated' for development, and settlement boundaries. The inset maps that follow also show other key policy factors within the larger settlements (such as conservation areas, and flood zone). There are also two 'special policy areas' where development is restricted in order to protect their special character.

**7.1.2** A Settlement Profile for each of the classified settlements (Local Centres, Rural Settlement and Villages and Hamlets), is published [online](#). These can inform decision making, monitoring, and help communities prepare their own plans. They may be updated as necessary during the life of this Plan.

### Settlement Boundaries

**7.1.3** Settlement boundaries are shown for Local Centres and Rural Settlements. Spatial policies in the Local Plan describe development as being appropriate either 'within', 'adjoining' or 'well related' to a settlement, or describing what type of development is appropriate outside classified settlements. Settlement boundaries therefore enable these policies to be more easily understood, and support the overall strategy of the Local Plan by preventing the encroachment of development into the open countryside.

**7.1.4** The inclusion of an area within a settlement boundary does not mean development would automatically be acceptable, it just shows where different parts of a policy may apply. Any proposal within a settlement boundary is subject to all of the relevant Local Plan policies and other material considerations.

**7.1.5** Settlement boundaries are based on these key principles:

- They are drawn tightly around the built form of the settlement, including any land with planning permission or any land allocated in this Local Plan
- They normally *include* the following land uses: residential, settlement services and facilities (including shops, schools, community buildings, health services), employment uses, permanent hard surfaced car parks, identified recreation or community open space (including sports fields, allotments or cemeteries).
- They normally *exclude* the following land uses; agriculture, forestry, equestrian, minerals extraction or landfill sites. Areas of water or other open space, and public utilities, which are not well contained within the settlement form, are excluded.
- The boundary relates to defined physical features such as field boundaries, roads or water courses. It would normally follow the boundaries of the curtilage or properties except where buildings or structures are located in large grounds or open areas on the edge of settlements where the plot or area of extended garden may be excluded.

### Site Allocations

**7.1.6** Site allocations are a tool to support development coming forward in the best possible way. Though they can be a contentious element the Local Plan, they have significant value, through:

- providing a proactive approach to the consideration of sites, rather than reacting to a planning application on a site which has not previously been considered;

- enabling communities and planners to consider the relative merits of different site options;
- giving a community certainty of which sites should be coming forward next within their town or village;
- giving developers and landowners a clear indication of which are the suitable sites for development;
- demonstrating a positively prepared Local Plan by identifying enough appropriate land to meet identified need; and
- providing a defence to potential challenges relating to appropriate land supply, or the promotion of a development site which is not supported.

**7.1.7** We recognise concerns that land allocation amounts to the ‘concreting over of the National Park’, and an ‘urbanisation of Dartmoor’. It is therefore worth noting that the land allocated accounts for 0.024% of the total National Park area, and that 39% of allocated land is brownfield land. As a whole, 0.3% (293ha) of Dartmoor is currently identified as ‘urban’ in the Landscape Character Assessment.

**7.1.8** Identifying land for development in the Local Plan ensures that:

- the most appropriate land is used to meet local needs;
- it is used effectively, to meet local needs and priorities; and
- by taking a proactive approach we can then defend robustly against inappropriate sites and urban sprawl.

**7.1.9** Strategic Policy 3.1 states clearly that allocated sites should only come forward when they are needed. If there is not a current identified need for affordable housing, development should not come forward. This is to ensure that best use is made of Dartmoor’s limited land resource.

**7.1.10** Allocations may include specific requirements, such as a level of affordable housing, or infrastructure, which should be provided as part of development on the site. These are summarised in the Site Briefs published alongside this Plan. These should be read alongside the relevant policies within this Local Plan.

**7.1.11** Given the degree of certainty provided by an allocation we would generally encourage proposals on allocated to submit detailed planning applications in the first instance. Where a proposal of 6 dwellings or more is proposed on a (‘windfall’) site which is not allocated in the Local Plan, or clearly deviates from the published Site Brief, an appropriate level of pre-application engagement should be demonstrated such as through a development brief or masterplan. These should show how the proposal will deliver sustainable development within that community.



## **Policy 7.1(2) Settlement Boundaries and Development Sites**

1. Settlement boundaries shown on the inset maps define the area of the settlements within which development will be permitted where it is consistent with policies in this Local Plan.
2. Applicants are encouraged to recognise the benefits of pre-application advice from the Authority, and pre-application engagement and consultation with the community.
3. Proposals of 6 dwellings or more on sites not allocated in this Plan, or which clearly deviate from the published Site Brief, should be informed by the preparation of a development brief or masterplan, prepared in association with the local community, relevant stakeholders and the Authority.

## **Community Planning**

**7.1.12** There is significant opportunity for local communities to influence the way in which development happens locally. The Localism and Neighbourhood Planning Acts enable neighbourhood plans to be prepared, in which they can develop a shared vision for their neighbourhood and shape the development and growth of their local area. Importantly, Neighbourhood plans may identify where they want development, but are not a tool resist or prevent new development. They must be consistent with the strategic policies in the Local Plan, and once formally made will become part of the development plan, and be taken into account alongside the Local Plan when deciding planning applications.

**7.1.13** There still remains a place for other community plans too. In many cases communities are not seeking to write new planning policy, but simply want to express their ideas and priorities, and influence decisions. Community plans, such as parish plans, appraisals or village design statements, can be an effective way to do this, and, whilst they carry less weight in decision making, are substantially quicker and easier to produce than a formal neighbourhood plan. Increasingly, communities are also recognising the value of forming a Community Land Trust, which can become more involved in the development process, and in particular the delivery of affordable housing.

## **Policy 7.2 (2) Community Planning**

Where a Parish Plan, Appraisal or Village Design Statement has been properly prepared and endorsed by the Town or Parish Council, the relevant recommendations and action plans will be regarded as material considerations in deciding planning applications.

## 7.2 Settlements

**7.2.1** The follow sections include an inset map for each Local Centre, and Rural Settlement. These show sites allocated for development, special policy areas, settlement boundaries and other key planning considerations.

## 7.3 Local Centres

### Ashburton

**7.3.1** Ashburton is a Local Centre in the Local Plan. Detailed and up to date information about the settlement is available in its [Settlement Profile](#).

**7.3.2** Much of Ashburton is designated as a critical drainage area by the Environment Agency. In this area there are critical drainage problems from surface water run-off which can cumulatively impact on flooding downstream. Any new development will be required to reduce current rainfall runoff rates using the SuDS hierarchy by using infiltration as far as practicable.

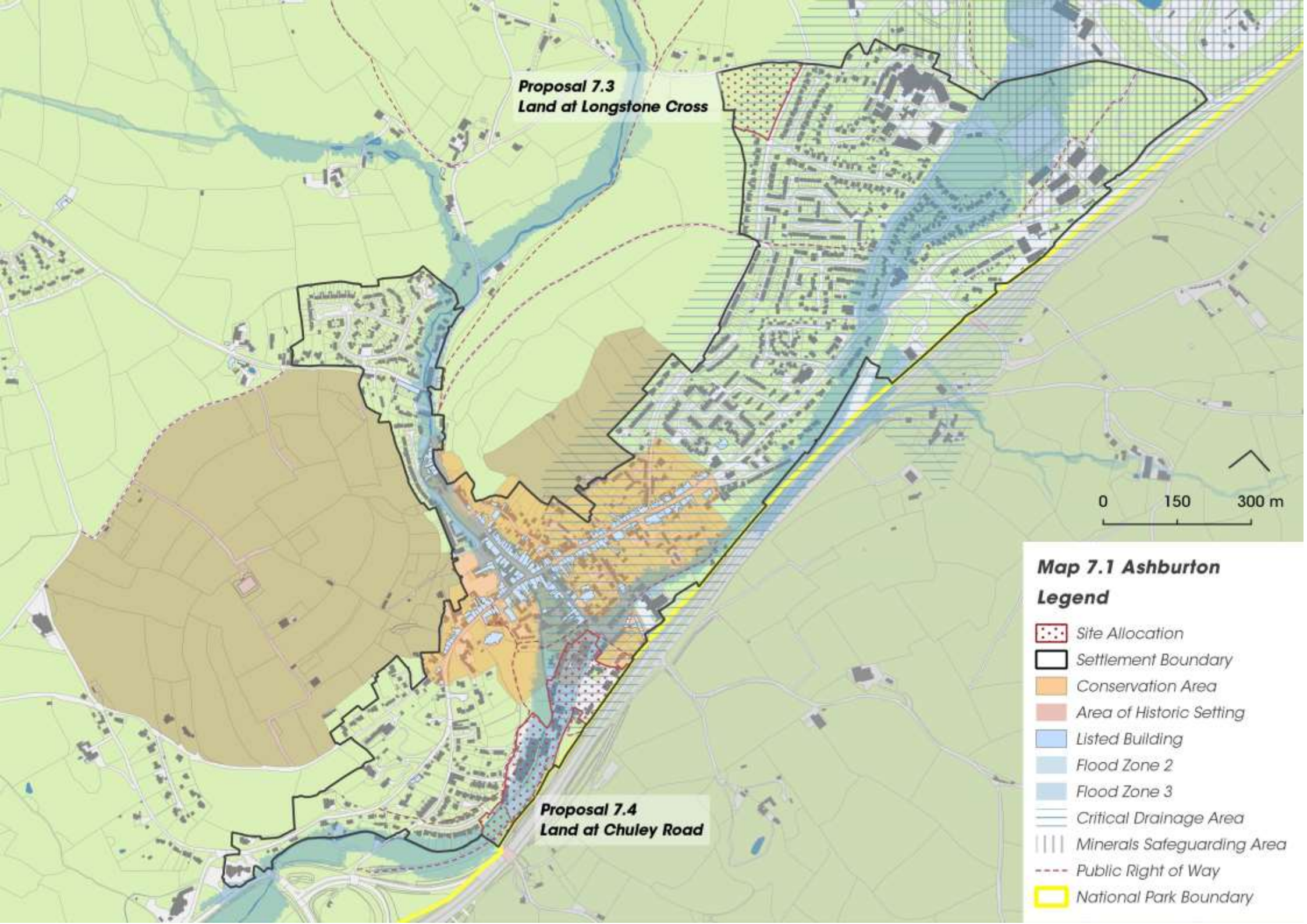
**7.3.3** In order to meet identified local housing need, and enable redevelopment opportunities, the following sites are identified.

### Proposal 7.3 (2) Land at Longstone Cross, Ashburton

1. An area of land at Longstone Cross is allocated for residential development to provide around 40 homes with 100% affordable housing. Development of this site should come forward only in response to an identified affordable housing need.
2. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

### **Proposal 7.4 (2) Land at Chuley Road, Ashburton**

1. An area of land a Chuley Road is identified for redevelopment for mixed use. Within this area, development will be approved where it is informed by and responds to:
  - a. The local need for affordable housing
  - b. The economic vibrancy of the area
  - c. Traffic movement, and public and private parking needs
  - d. Opportunities to conserve and enhance the sites' railway heritage
  - e. Opportunities to improve sustainable transport links
  - f. Opportunities to enhance the quality of the built environment and the public realm; **and**
  - g. Wildlife and habitat conservation and enhancement opportunities.
2. Applications should be supported by
  - a. a Flood Risk Assessment which includes consideration of climate change, and demonstrates that any development will be safe, not increase flood risk elsewhere, and where possible reduces flood risk overall; **and**
  - b. evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.



**Proposal 7.3  
Land at Longstone Cross**

**Proposal 7.4  
Land at Chuley Road**

0 150 300 m

**Map 7.1 Ashburton  
Legend**

-  Site Allocation
-  Settlement Boundary
-  Conservation Area
-  Area of Historic Setting
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Critical Drainage Area
-  Minerals Safeguarding Area
-  Public Right of Way
-  National Park Boundary

## Buckfastleigh

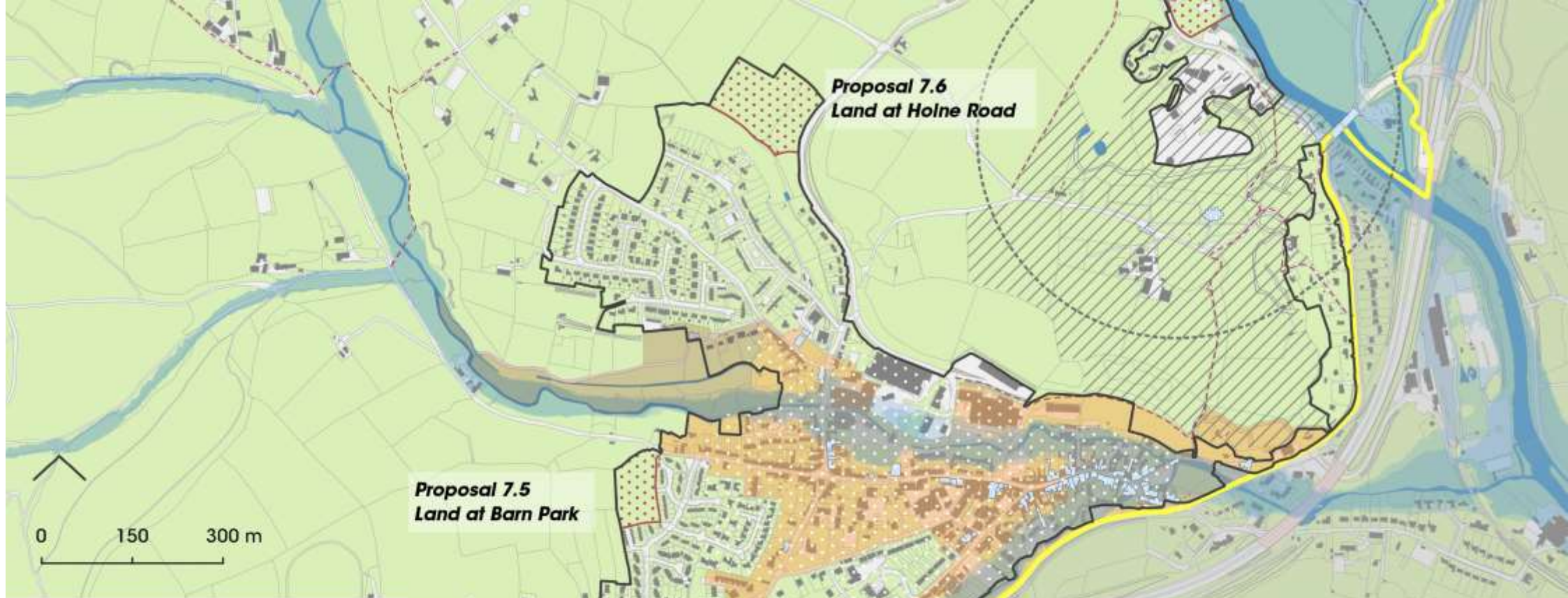
**7.3.4** Buckfastleigh is a Local Centre in the Local Plan. Detailed and up to date information about the settlement is available in its [Settlement Profile](#). In order to meet identified local housing need, and enable redevelopment opportunities, the following sites are identified.

### **Proposal 7.5(2) Land at Barn Park, Buckfastleigh**

1. An area of land at Barn Park is allocated for residential development to provide around 26 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

### **Proposal 7.6 (2) Land at Holne Road, Buckfastleigh**

1. An area of land at Holne Road is allocated for residential development to provide around 28 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.



**Map 7.2 Buckfastleigh  
Legend**

-  Site Allocation
-  Settlement Boundary
-  Special Area of Conservation (SAC)
-  Conservation Area
-  Area of Historic Setting
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  HSE Consultation Zone
-  Public Right of Way
-  Area not subject to Special Control of Advertisement Regulations
-  National Park Boundary

## Chagford

**7.3.5** Chagford is a Local Centre in the Local Plan. More detailed and up to date information is available in the [Settlement Profile](#). In order to meet identified local housing and employment needs, the following sites are identified.

### **Proposal 7.7 (2) Land at Lamb Park, Chagford**

1. An area of land at Lamb Park, Chagford, is allocated for residential development of around 36 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Development of this site should include an element of affordable and local needs custom and self-build housing.

### **Proposal 7.8 (2) Land at Crannafords, Chagford**

An area of land at the Crannafords employment area, Chagford, is allocated for business and employment uses (mixed B class uses). Development of this site must:

- a. deliver appropriate highway access improvements;
- b. enhance the quality of the built environment and public realm of the Crannafords employment area; **and**
- c. enable the delivery of improved cycle and pedestrian access to Chagford.

# Map 7.3 Chagford

## Legend

-  Site Allocation
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way

**Proposal 7.8**  
See inset map

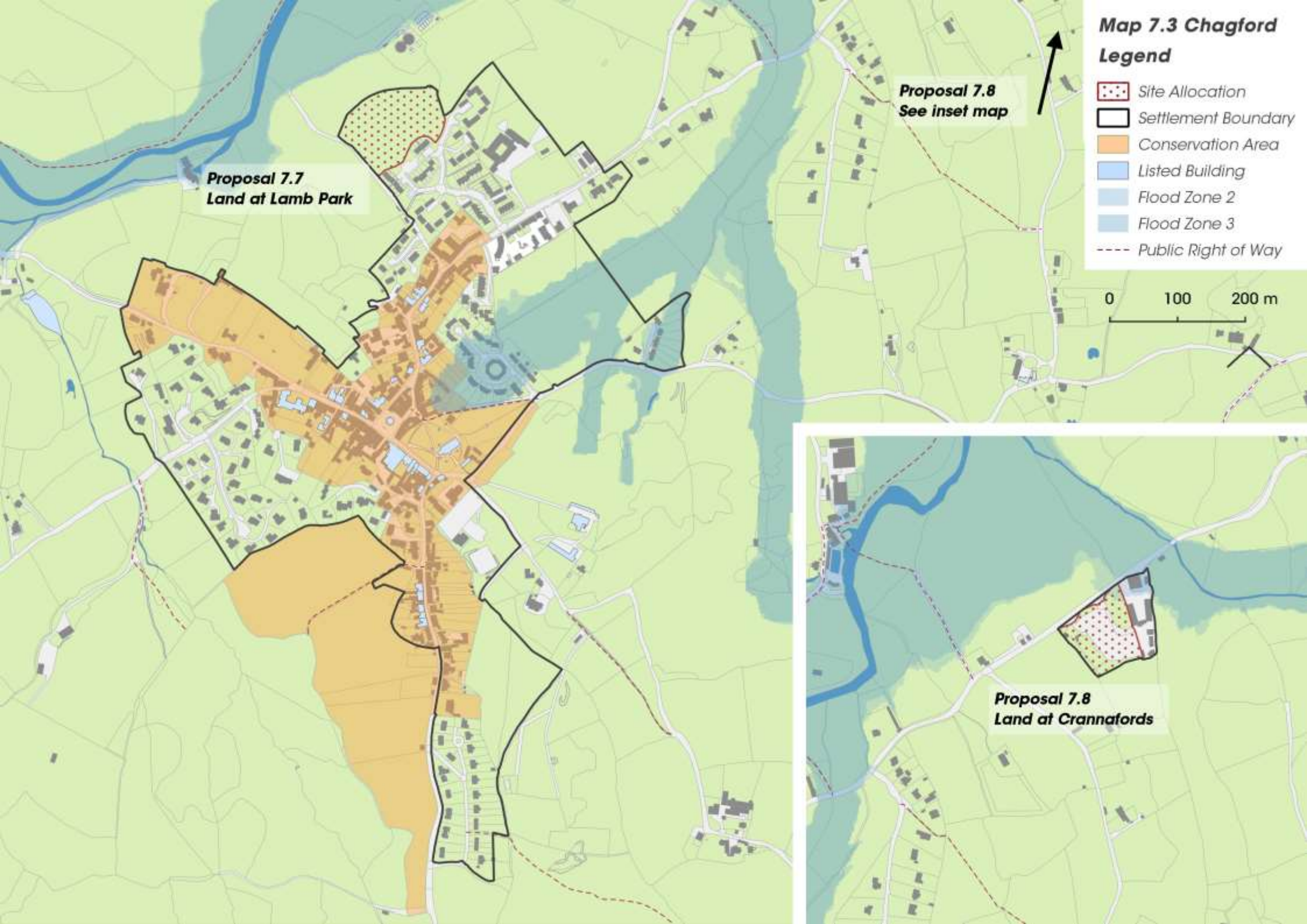


**Proposal 7.7**  
Land at Lamb Park

0 100 200 m



**Proposal 7.8**  
Land at Crannafords



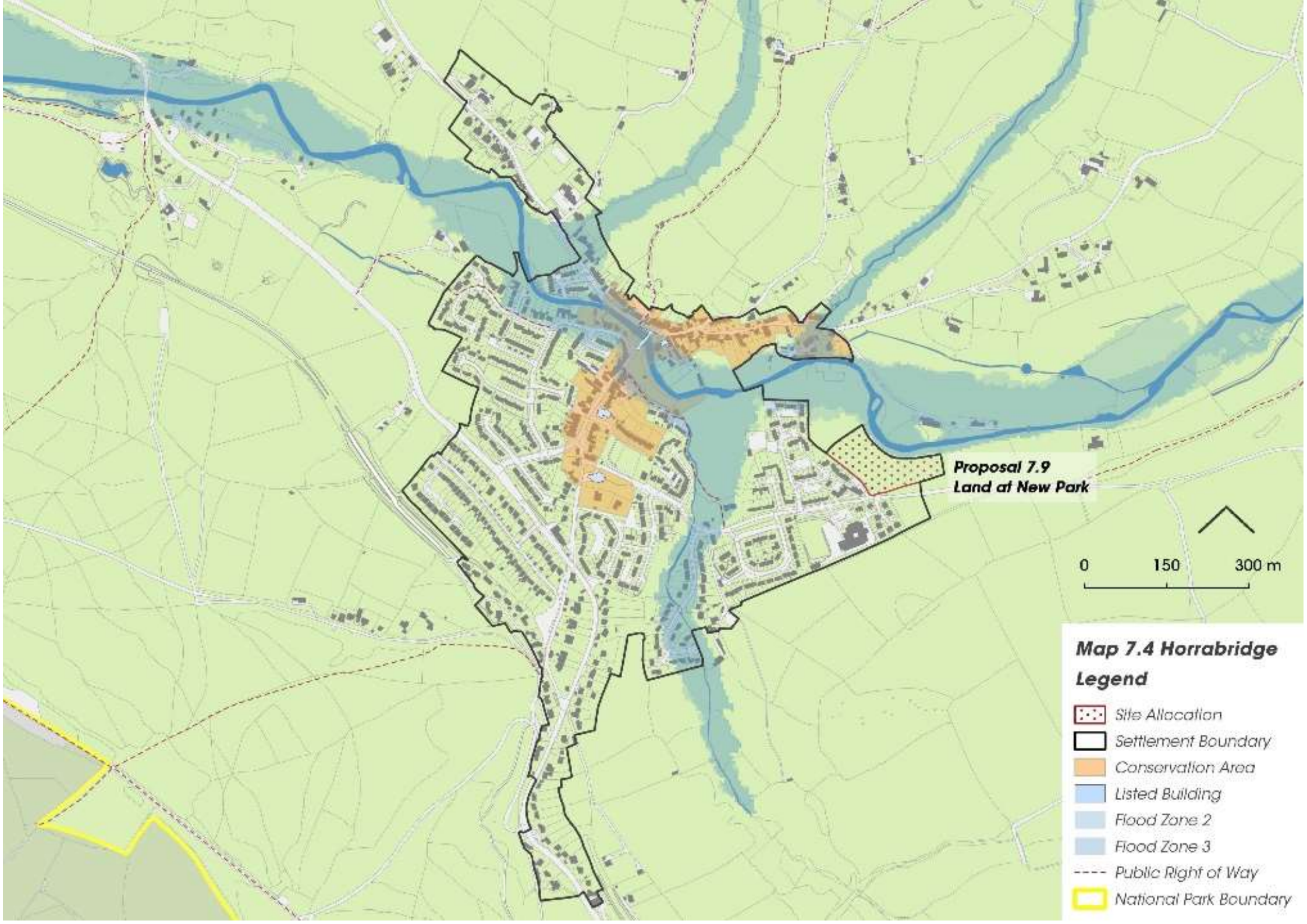


## Horrabridge

**7.3.6** Horrabridge is a Local Centre in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). In order to meet identified local housing need, the following site is identified.

### **Proposal 7.9 (2) Land at New Park, Horrabridge**

- 1) An area of land at New Park, Horrabridge is allocated for residential development of around 35 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need. Development on this site must make an appropriate on or off-site contribution towards local sports and play provision.
- 2) Development should be informed by:
  - a) a flood risk assessment which includes consideration of climate change and demonstrates that any development will be safe, not increase flood risk elsewhere, and where possible reduces flood risk overall; **and**
  - b) a mining assessment including *in situ* ground investigations.



**Proposal 7.9  
Land at New Park**



**Map 7.4 Horrabridge  
Legend**

-  Site Allocation
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary

## Moretonhampstead

**7.3.7** Moretonhampstead is a Local Centre in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). In order to meet identified local housing need, and enable redevelopment opportunities, the following sites are identified.

### **Proposal 7.10 (2) Land at Betton Way, Moretonhampstead**

1. An area of land at Betton Way is allocated for residential development of around 18 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Development of this site should include an element of local needs custom and self-build housing.

### **Proposal 7.11 (2) Land at Forder Farm, Moretonhampstead**


An area of land at Forder Farm is allocated for residential development of around 25 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.

### **Proposal 7.12 (2) Land at Thompson's Haulage depot, Moretonhampstead**

1. An area of land at the Thompson's Haulage depot at Station Road is allocated for residential development of around 26 homes, of which not less than 45% must be affordable housing to meet identified local needs.
2. Development of this site should:
  - a. be of an appropriate density in order to respect the rural edge location and historic character of the site;
  - b. conserve and enhance the site's railway heritage, sensitively incorporating the goods shed and platform;
  - c. include landscaping to the south and east of the site;
  - d. provide a link to the Wray Valley Trail; **and**
  - e. be supported by a flood risk assessment which includes consideration of climate change and demonstrates that any development will be safe, not increase flood risk elsewhere and where possible reduces flood risk overall.

# Map 7.5 Moretonhampstead

## Legend

-  Site Allocation
-  Settlement Boundary
-  Conservation Area
-  Area of Historic Setting
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way

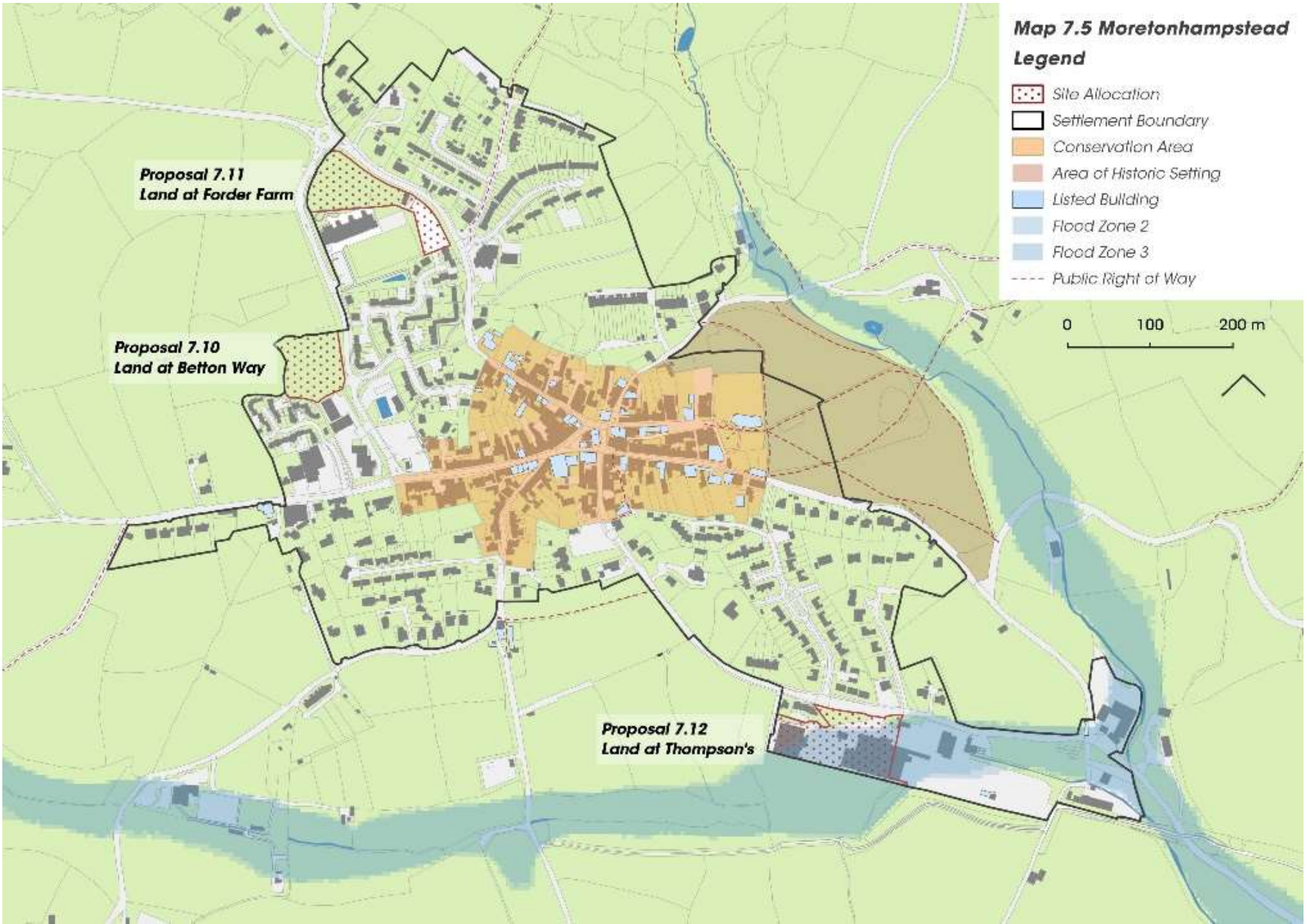
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**Proposal 7.11**  
**Land at Forder Farm**

**Proposal 7.10**  
**Land at Betton Way**

**Proposal 7.12**  
**Land at Thompson's**



## Princetown

**7.3.8** Princetown is a Local Centre in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). In order to ensure future redevelopment opportunities are comprehensively considered, the following site is identified.

### **Policy 7.13 (2) Land at Dartmoor Prison, Princetown**

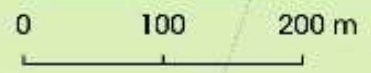
- 1.** Any proposals for the development of Dartmoor Prison must be comprehensive, informed by and delivered in accordance with a Masterplan for the entire site.
- 2.** A Masterplan for the site should:
  - a.** be prepared in association with the local community, relevant stakeholders and the Authority and be informed by comprehensive consultation and engagement;
  - b.** be informed by an Historic Area Assessment enabling a detailed understanding of the heritage of the site and its wider context;
  - c.** be based upon a thorough understanding of economic impact, housing need, environmental and infrastructure matters; **and**
  - d.** demonstrate that it represents the most reasonable and effective strategy for the conservation of the Prison complex, taking into account all relevant planning considerations.

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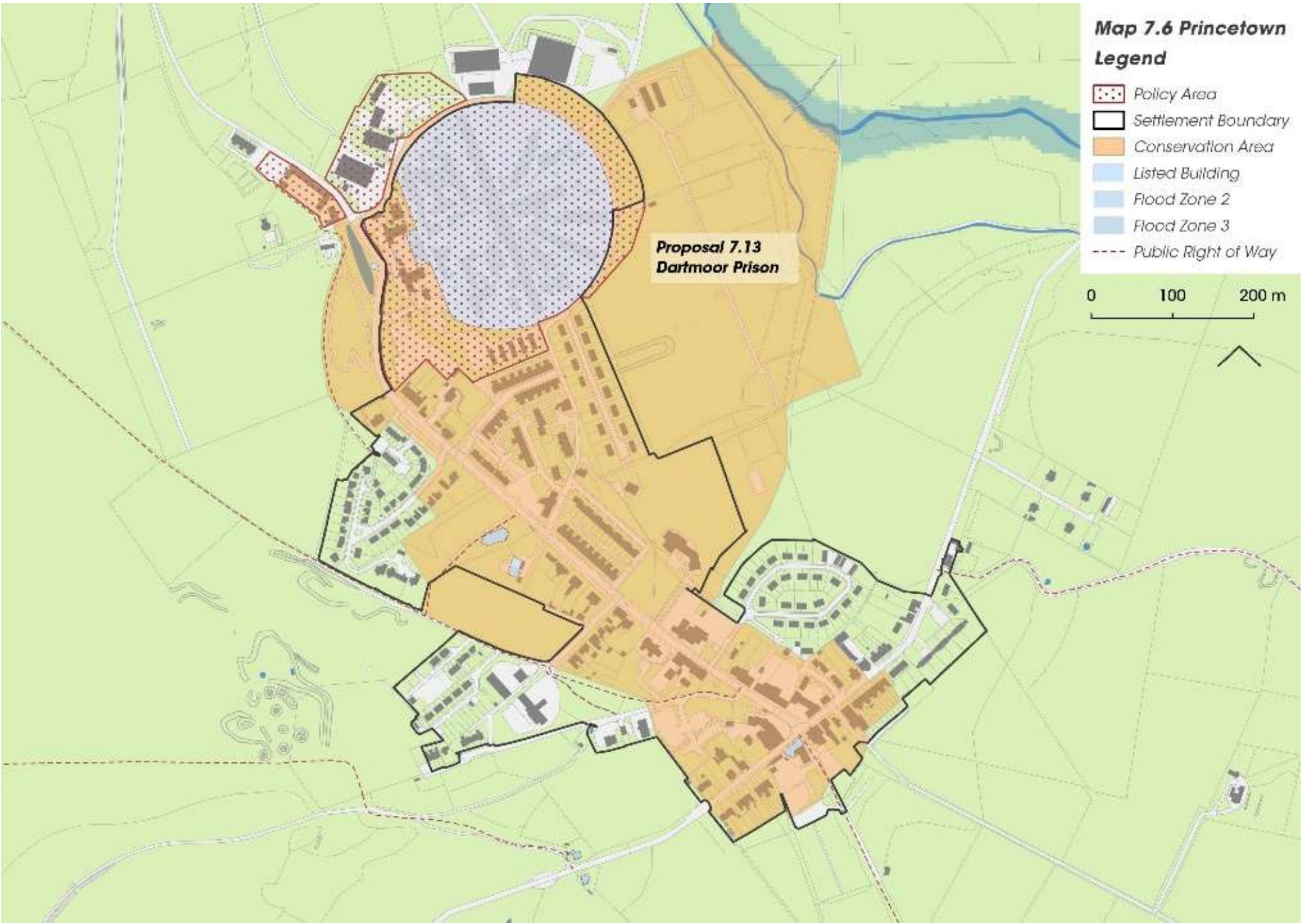
# Map 7.6 Princetown

## Legend

-  Policy Area
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way



**Proposal 7.13  
Dartmoor Prison**



## South Brent

**7.3.9** South Brent is a Local Centre in the Local Plan. Detail information about the settlement is available in its [Settlement Profile](#). In order to meet identified local housing need, business development opportunities and potential transport improvements, the following sites are identified.

### **Proposal 7.14 (2) Land at Palstone Lane(a), South Brent**

1. An area of land at Palstone Lane is allocated for community-led affordable and local needs custom and self-build housing of around 15 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified local need.
2. Development of this site must allow for highway access in conjunction with Proposal 7.15.
3. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

### **Proposal 7.15 (2) Land at Palstone Lane(b), South Brent**

1. An area of land at Palstone Lane is allocated for residential development of around 34 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Development of this site must provide highway access in conjunction with Proposal 7.14.
3. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

### **Proposal 7.16 (2) Land at Fairfield**

1. An area of land at Fairfield is allocated for residential development of around 36 homes, of which not less than 45% must be affordable housing to meet identified local needs. Development should come forward only in response to an identified affordable housing need.
2. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

### **Proposal 7.17 (2) Land at Station Yard**

1. An area of land at Station Yard is identified to safeguard the opportunity for a new railway station at South Brent and associated car park.
2. Applications should be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation.

DRAFT



# Map 7.7 South Brent Legend

-  Site Allocation
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary

0 100 200 m

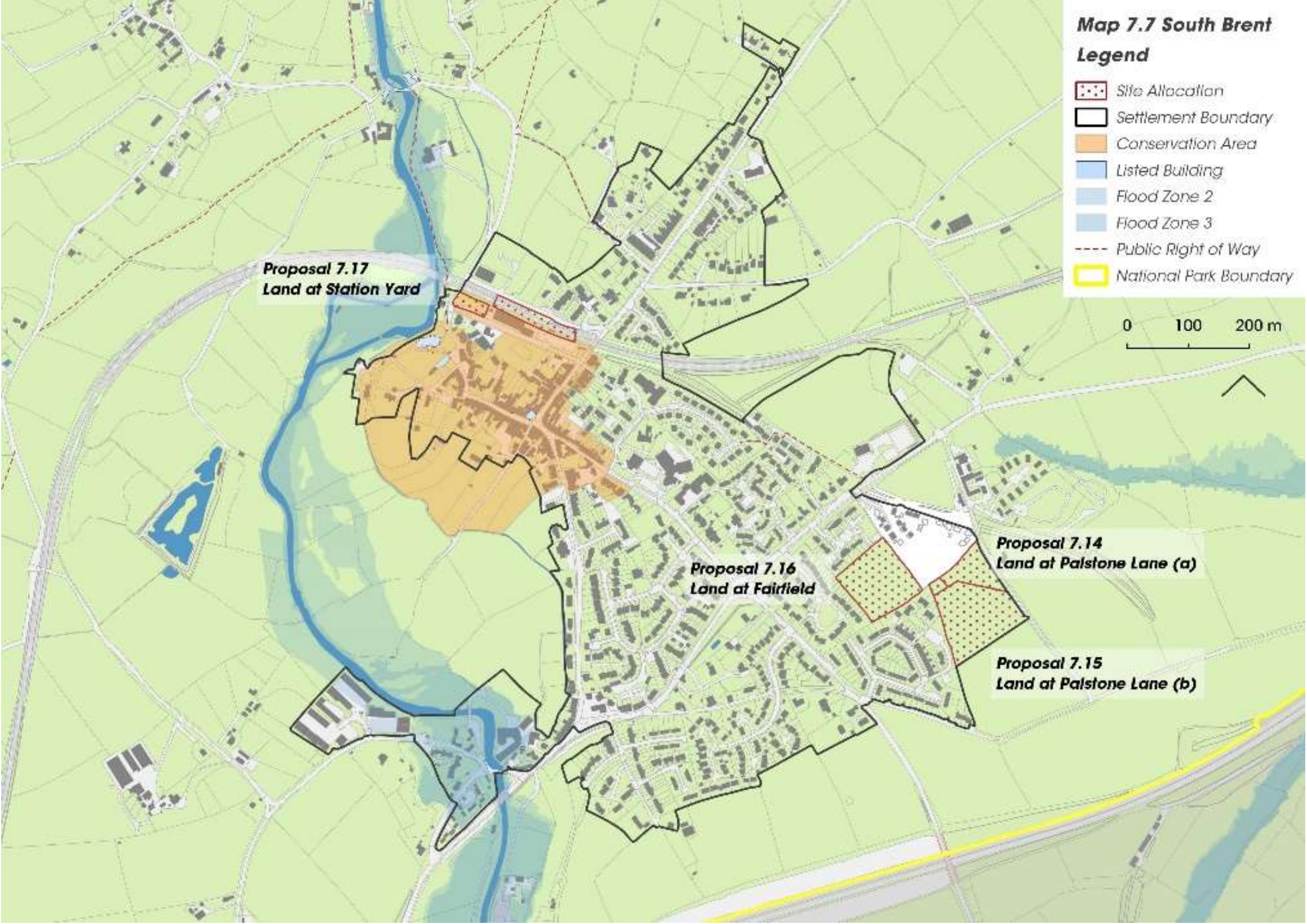


**Proposal 7.17**  
**Land at Station Yard**

**Proposal 7.16**  
**Land at Fairfield**

**Proposal 7.14**  
**Land at Palstone Lane (a)**

**Proposal 7.15**  
**Land at Palstone Lane (b)**



## Yelverton

**7.3.10** Yelverton is a Local Centre in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). In order to meet identified local housing need, the following sites are identified.

### **Proposal 7.18 (2) Land at Elfordtown, Yelverton**

An area of land at Elfordtown is allocated for residential development of around 40 homes, of which not less than 45% must be affordable housing to meet identified local needs.

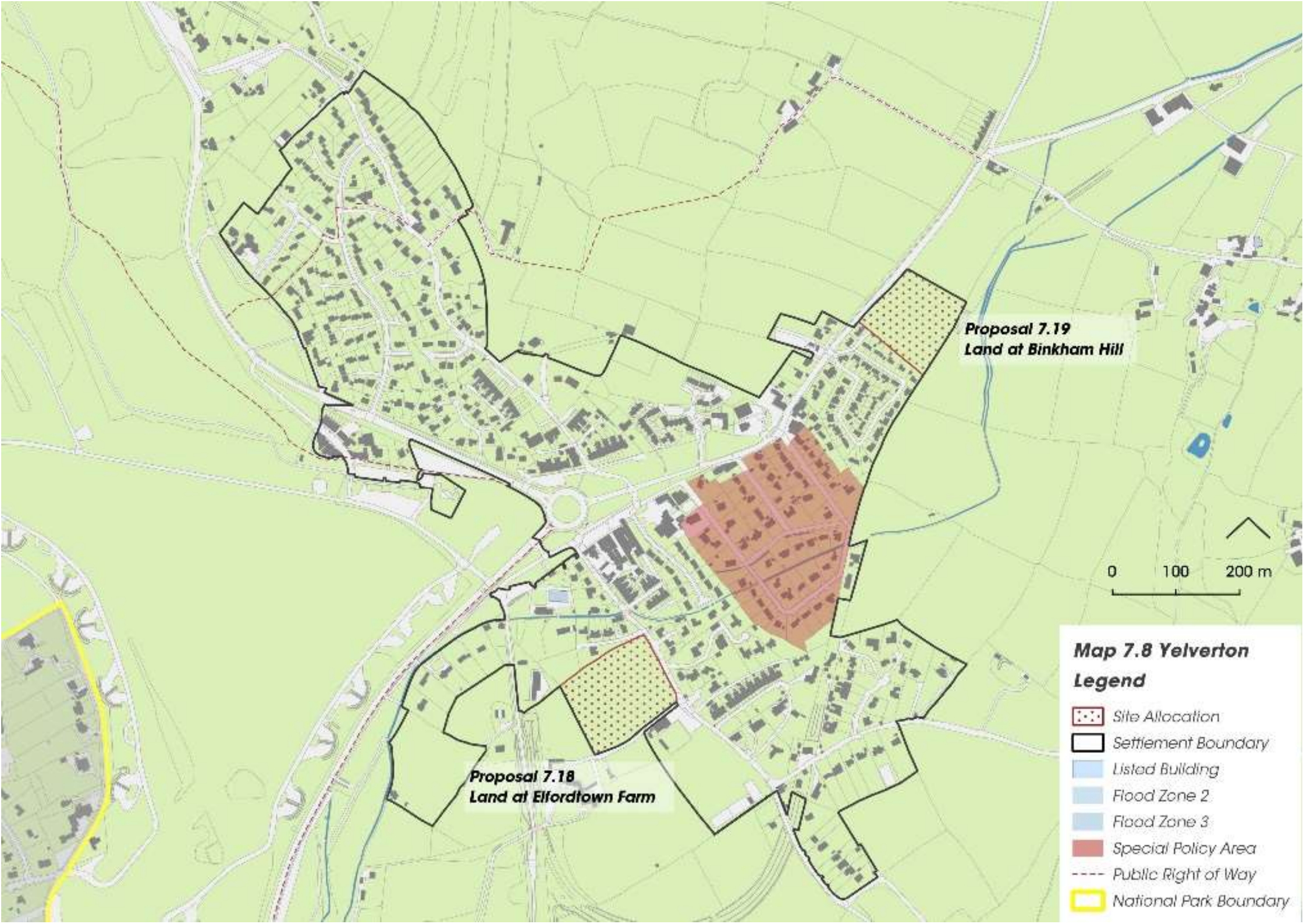
Development should come forward only in response to an identified affordable housing need.

### **Proposal 7.19 (2) Land at Binkham Hill, Yelverton**

1. An area of land at Binkham Hill is allocated for residential development of around 41 homes, of which not less than 45% must be affordable housing to meet identified local needs.
2. Development of this site should:
  - a. include landscaping to the south and east of the site;
  - b. provide a link to the Drake's Trail; **and**
  - c. include delivery of appropriate highway improvements to access Plymouth Road.

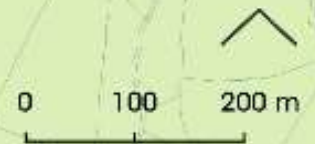
### **Policy 7.20 (2) Yelverton Special Policy Area**

Special constraints will apply to development proposals within the original core of Yelverton. Subdivision and development of typically large plots in this location will not be permitted.



**Proposal 7.19**  
**Land at Binkham Hill**

**Proposal 7.18**  
**Land at Elfordtown Farm**



**Map 7.8 Yelverton**  
**Legend**

-  Site Allocation
-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Special Policy Area
-  Public Right of Way
-  National Park Boundary

## 7.4 Rural Settlements

### Buckfast

**7.4.1** Buckfast is a Rural Settlement in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). The following redevelopment opportunity is identified.

#### **Proposal 7.21 (2) Land at Axminster Carpets, Buckfast**

- 1) An area of land at the former Axminster Carpets works is identified for mixed use redevelopment to meet identified local needs. Development of this area may include:
  - a) A mix of around 40 homes, including an element of affordable housing and local needs custom and self-build housing
  - b) Commercial uses comprising principally business and industrial uses (B1, B2 and B8), financial and professional services (A2), and assembly and leisure uses (D2)
  - c) A mix of residential care (C2) and appropriate uses, including an element of affordable housing
- 2) Development of this site must:
  - a) provide a level of employment which offsets the loss of employment space;
  - b) conserve and enhance the setting of heritage assets;

- c) be informed by a flood risk assessment which includes consideration of climate change and demonstrates that any development will be safe, not increase flood risk elsewhere, and where possible reduces flood risk overall, taking a sequential approach to land uses;
- d) identify and deliver opportunities to improve pedestrian and cycle access through the area;
- e) be supported by evidence to inform an appropriate assessment (Habitats Regulations) in order to establish that development of this site will have no adverse impact on the South Hams Special Area of Conservation; **and**
- f) be informed by an understanding of the hazards relating to the Health and Safety Executive consultation zone and take a sequential approach to land uses.



**Proposal 7.21  
Land at Axminster Carpets**

**Map 7.9 Buckfast**

**Legend**

-  Settlement Boundary
-  Site Allocation
-  Conservation Area
-  Listed Building
-  Special Area of Conservation (SAC)
-  Flood Zone 2
-  Flood Zone 3
-  HSE Consultation Zone
-  Public Right of Way
-  National Park Boundary

## Mary Tavy

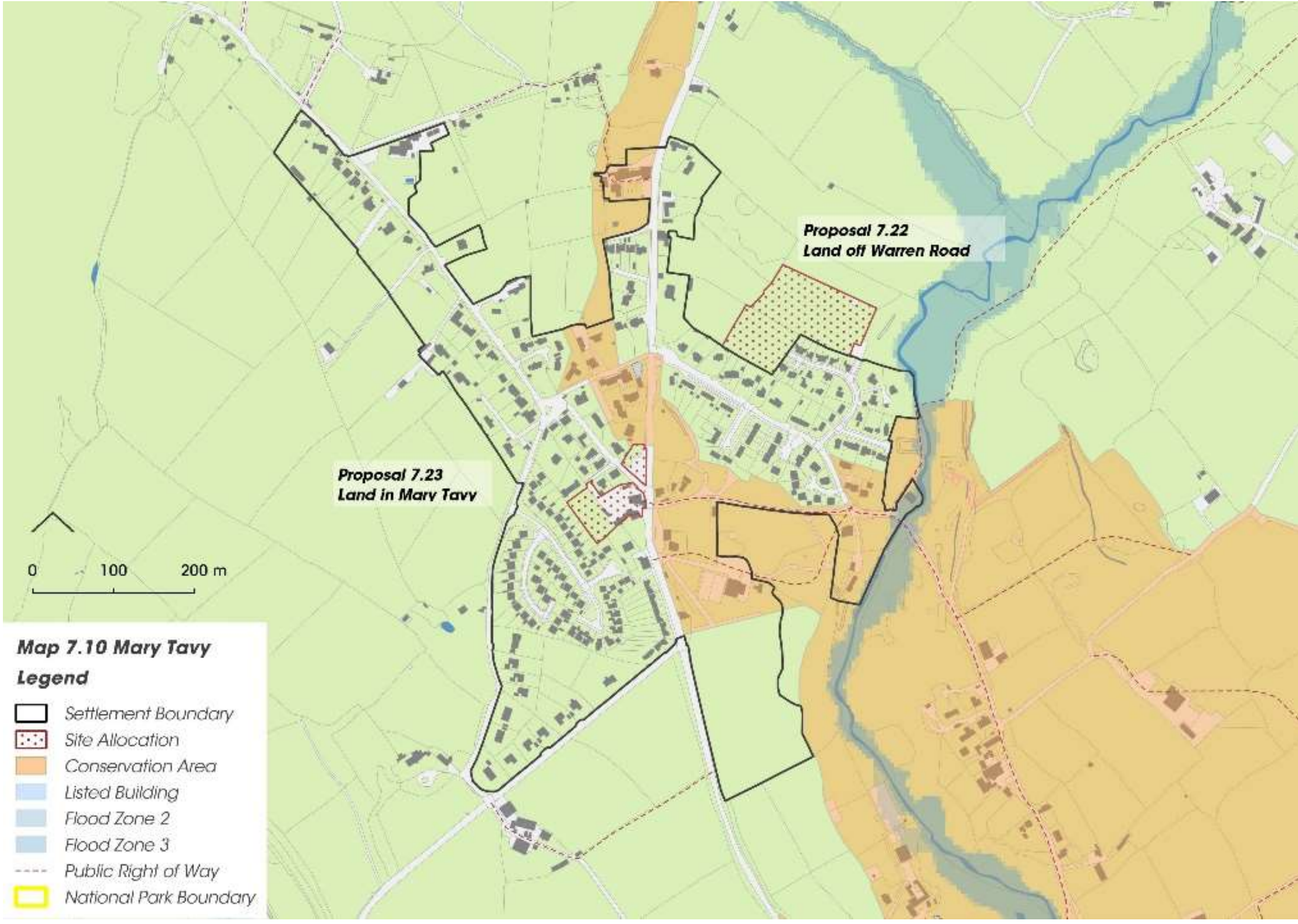
**7.4.2** Mary Tavy is a Rural Settlement in the Local Plan. Detailed information about the settlement is available in its Settlement Profile. The following redevelopment opportunity is identified.

### **Proposal 7.22 (2) Land off Warren Road**

Land at Warren Road, Mary Tavy is allocated as a site for a new village primary school.

### **Proposal 7.23 (2) Land in Mary Tavy**

1. To improve the character and appearance of the centre of Mary Tavy, two sites totalling 0.5ha are allocated for mixed-use development incorporating:
  - a. Around 19 homes, including not less than 45% affordable housing to meet local needs;
  - b. parking provision to serve the village; **and**
  - c. public amenity space.
2. Traffic calming measures will be sought through planning obligations. Proposals on this site should be supported by a development brief prepared in association with the local community and relevant stakeholders.



**Proposal 7.22**  
**Land off Warren Road**

**Proposal 7.23**  
**Land in Mary Tavy**

**Map 7.10 Mary Tavy**

**Legend**

-  Settlement Boundary
-  Site Allocation
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary

## South Zeal

**7.4.3** South Zeal is a Rural Settlement in the Local Plan. Detailed information about the settlement is available in its [Settlement Profile](#). The following area is identified.

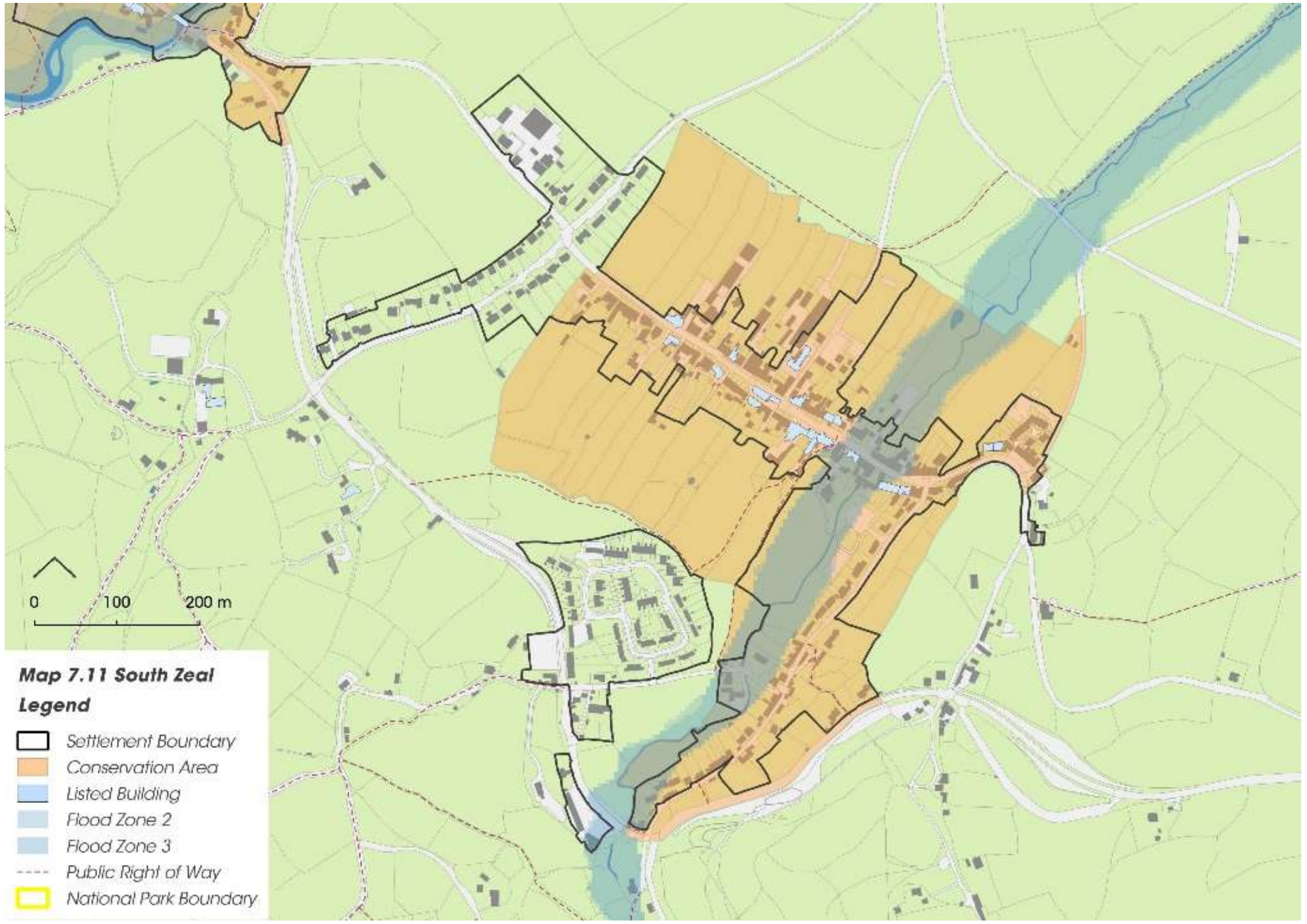
### **Policy 7.24 (2) South Zeal Conservation Area**

Within the South Zeal Conservation Area, development will not be permitted where this would destroy or adversely affect the significance or setting of burgage plots, in particular::

- a) the plot boundaries; and
- b) the lanes and alleyways which serve the rear plots.

DRAFT





**Map 7.11 South Zeal**

**Legend**

-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary

## Other Rural Settlements

**7.4.4** Maps showing the settlement boundaries for all Rural Settlements are shown in the following pages. Detailed information for all settlements is available in the settlement profiles available [online](#).

DRAFT



0 100 200 m

**Map 7.12 Bittaford**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



0 50 100 m

**Map 7.13 Bridford**

**Legend**

- Settlement Boundary
- Listed Building
- Flood Zone 2
- Flood Zone 3
- Public Right of Way
- National Park Boundary

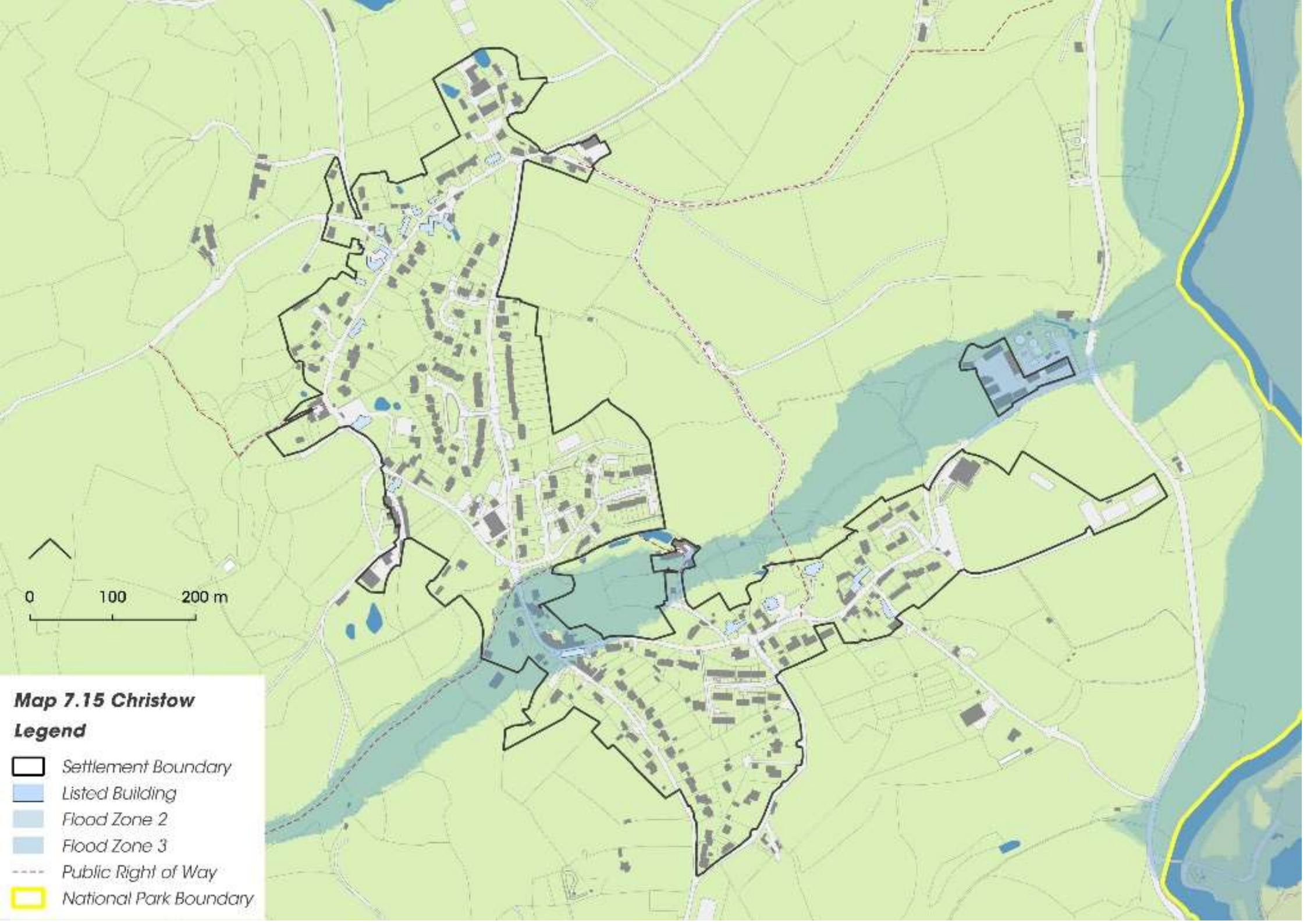


0 50 100 m

**Map 7.14 Cheriton Cross / Bishop**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary

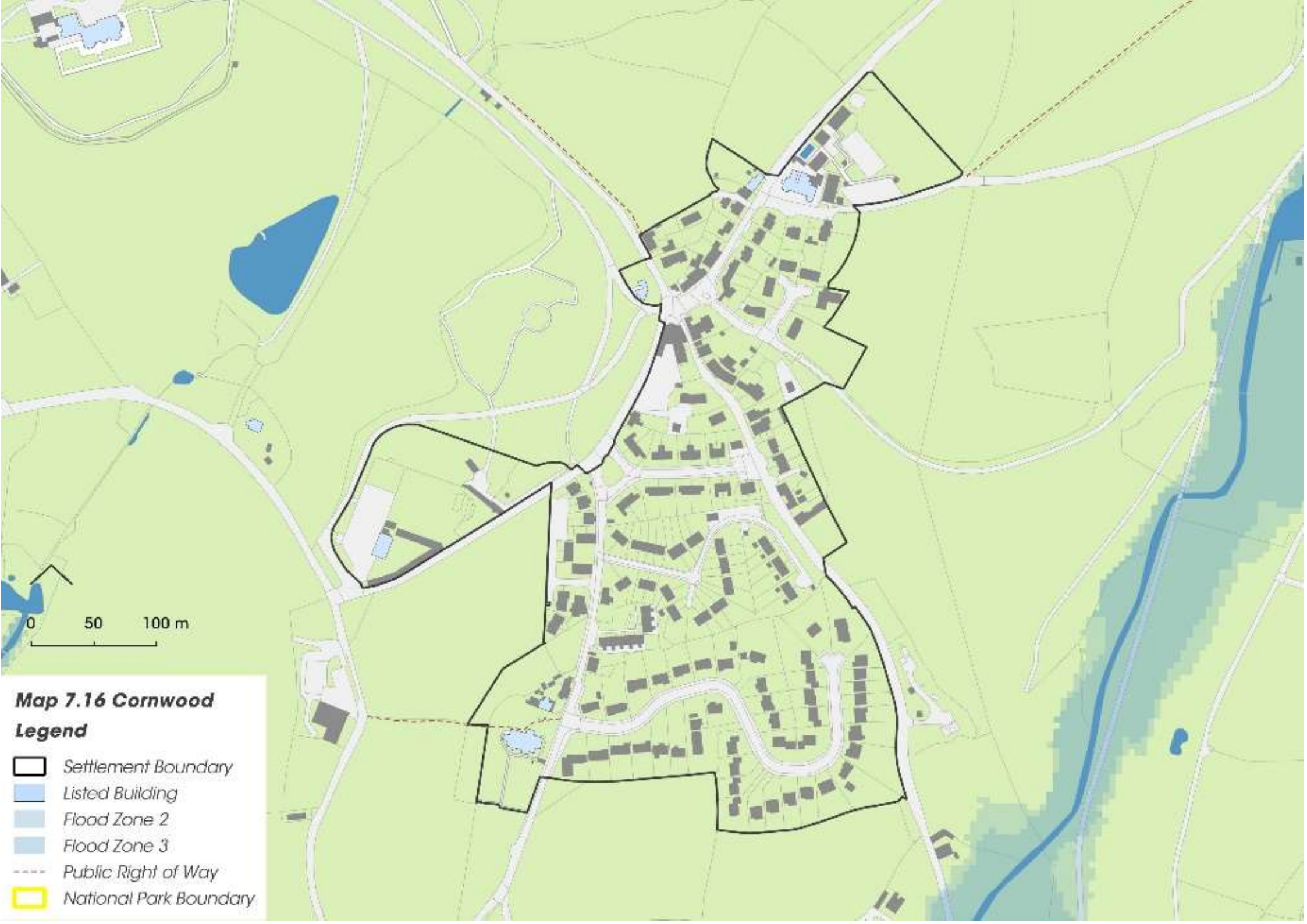


0 100 200 m

**Map 7.15 Christow**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.16 Cornwood**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



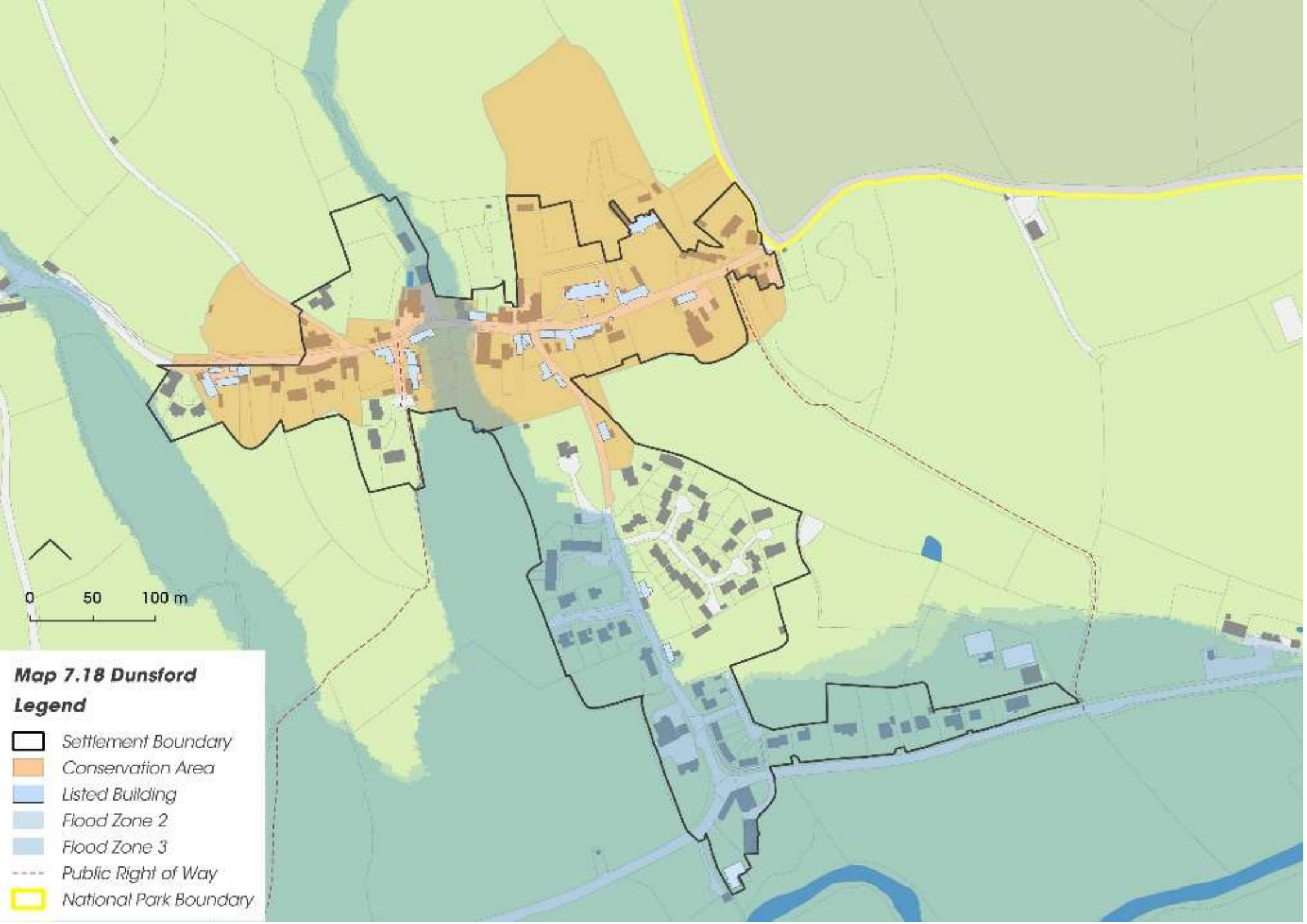
0 150 300 m

**Map 7.17 Dousland**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Minerals Safeguarding Area
-  Public Right of Way
-  National Park Boundary



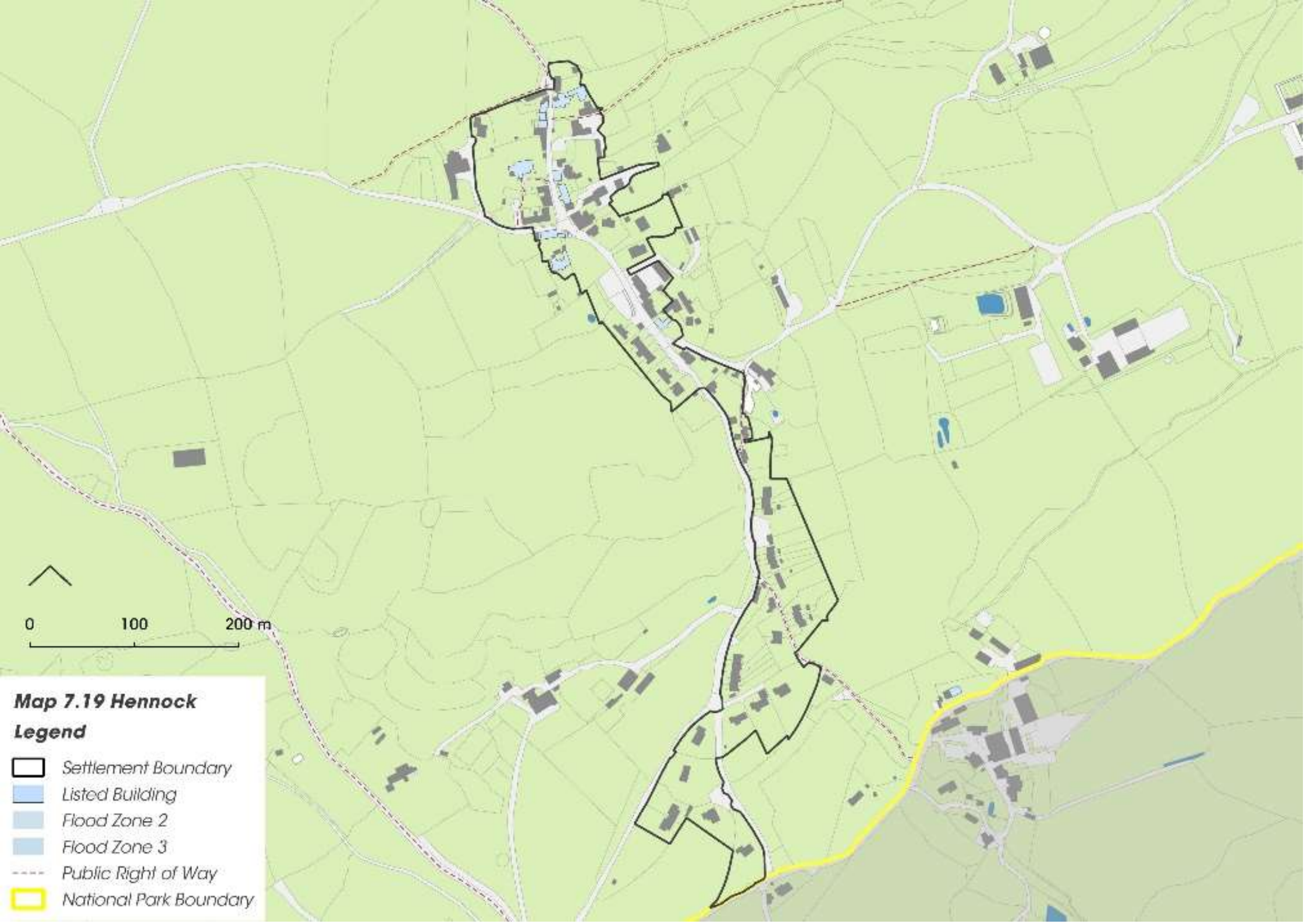


0 50 100 m

**Map 7.18 Dunsford**

**Legend**

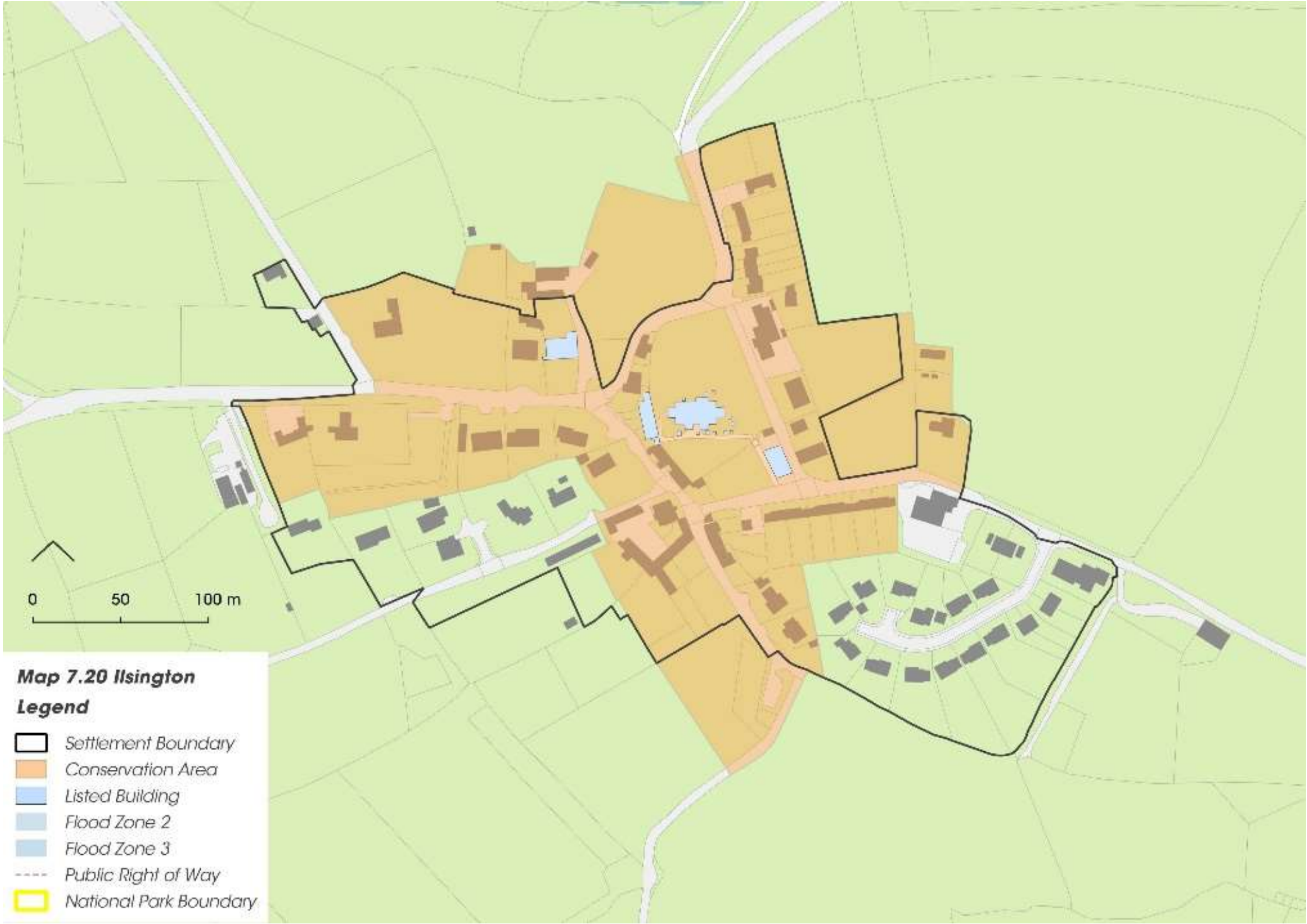
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.19 Hennock**

**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.20 Ilsington**

**Legend**

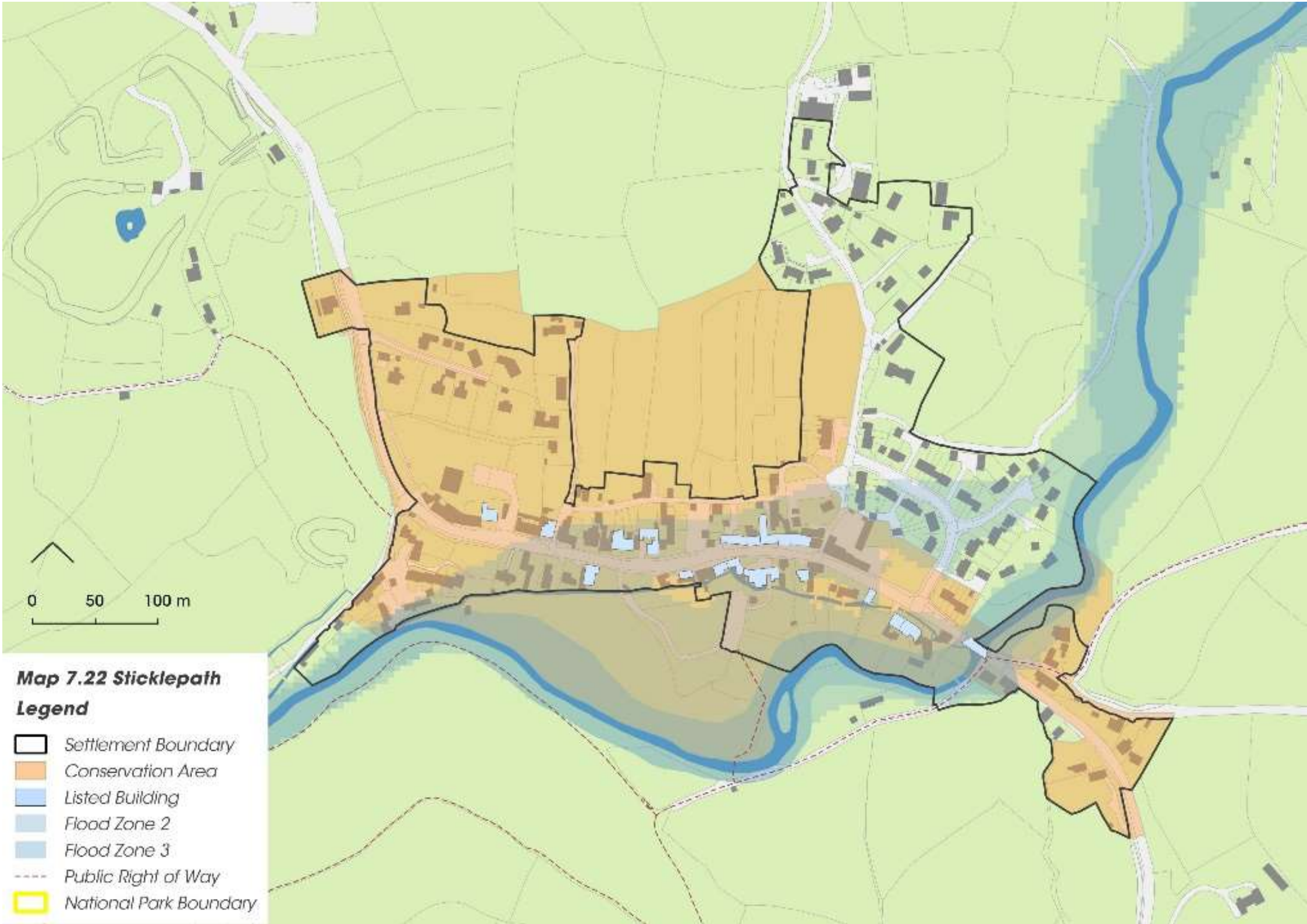
-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.21 Liverton**

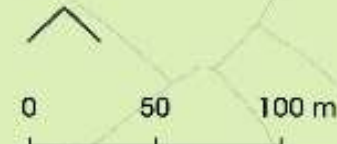
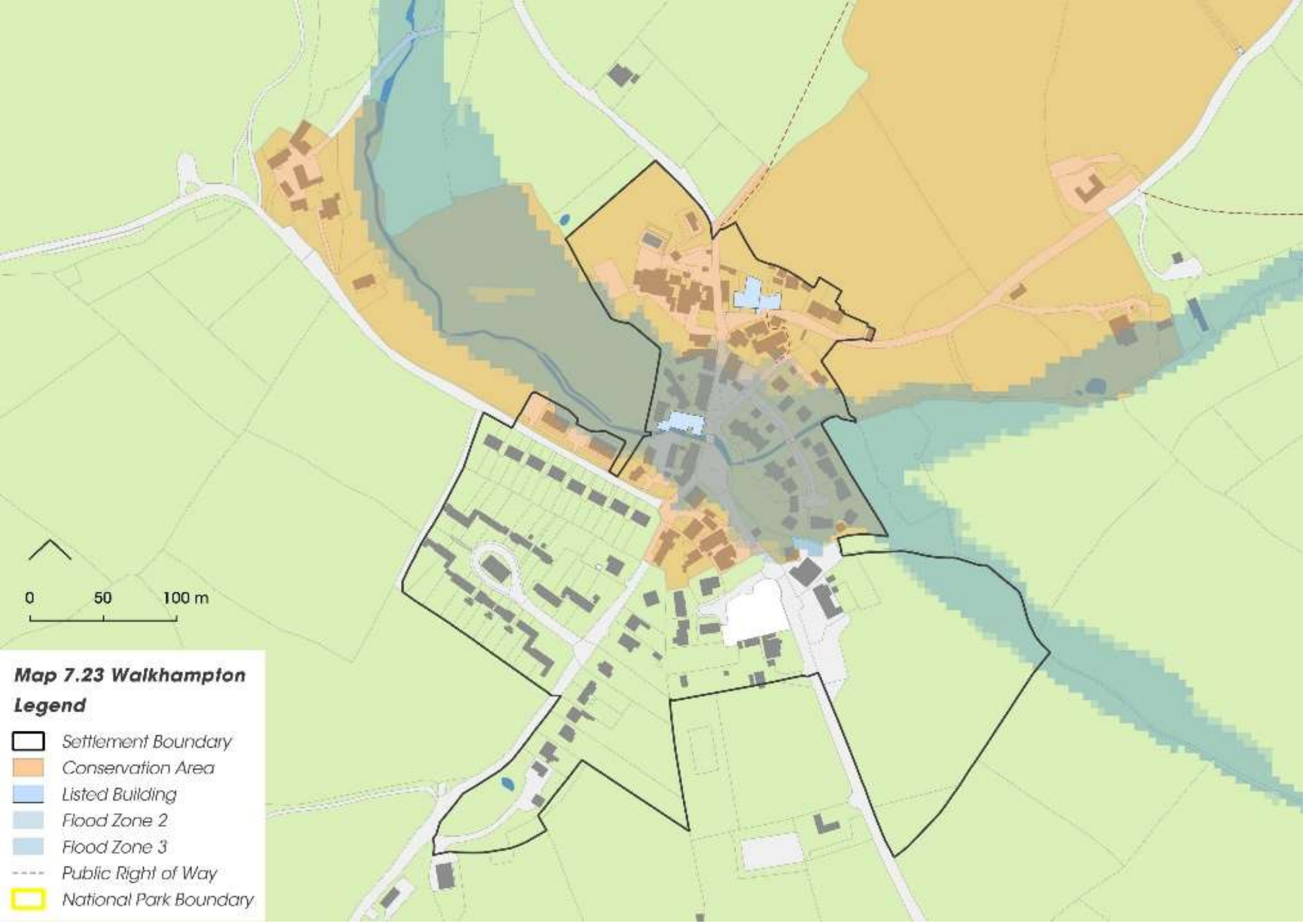
**Legend**

-  Settlement Boundary
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.22 Sticklepath**  
**Legend**

-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.23 Walkhampton**  
**Legend**

-  Settlement Boundary
-  Conservation Area
-  Listed Building
-  Flood Zone 2
-  Flood Zone 3
-  Public Right of Way
-  National Park Boundary



**Map 7.24 Whiddon Down**

**Legend**

- Settlement Boundary
- Listed Building
- Flood Zone 2
- Flood Zone 3
- Public Right of Way
- National Park Boundary

# Appendix A: Monitoring

The table below summarises the key topics and indicators which will inform the monitoring of the performance of policies within this Local Plan. We will continue to refine this list each year through the Authority Monitoring Report.

Topics	Indicators
<b>1 - Vision, Spatial Strategy and Planning Applications</b>	
Including spatial strategy, major development, delivering good design, sustainable construction	<ul style="list-style-type: none"> <li>• Applications for Major Development approved (number and percent of total);</li> <li>• Net homes approved and completed (number and percent of total) in:               <ul style="list-style-type: none"> <li>- Local Centres;</li> <li>- Rural Settlements;</li> <li>- Villages and Hamlets;</li> <li>- Open countryside</li> </ul> </li> <li>• Appeals lost on design grounds (number and percent of total);</li> <li>• Homes approved and completed which are AECB or Passivhaus accredited, or achieve a minimum 10% reduction in carbon emissions over Building Regulations Part L 2013 (number and percent of total)</li> </ul>
<b>2 - Environment</b>	
Including landscape character, biodiversity, historic environment and the water environment	<ul style="list-style-type: none"> <li>• Appeals lost on landscape character grounds (number and percent of total);</li> <li>• SSSI in favourable or unfavourable recovering condition (area and percent of total);</li> <li>• Number of net new Biodiversity Units provided;</li> <li>• Listed buildings, scheduled monuments and conservation areas at risk (number and percent of total);</li> <li>• Number of listed buildings and scheduled monuments removed from At Risk Register;</li> <li>• Number of planning permissions granted contrary to the advice of the Environment Agency on flooding and water quality grounds;</li> <li>• Percent of river length achieving water quality rating of good or above</li> </ul>
<b>3 - Housing</b>	
Including affordable housing delivery, custom and self-build housing, extensions, rural workers housing and gypsy and traveller accommodation.	<ul style="list-style-type: none"> <li>• Net homes approved and completed (3 year average);</li> <li>• Net homes approved and completed (number and percent of total) on:               <ul style="list-style-type: none"> <li>- allocated sites;</li> <li>- rural exception sites;</li> <li>- windfall sites</li> </ul> </li> <li>• Affordable homes approved and completed (number and percent of total);</li> <li>• Homes which meet M4(2) accessibility standards approved and completed (number and percent of total)</li> <li>• Housing and employment development approved and completed on brownfield land (area and percent of total);</li> <li>• Housing affordability ratio: average house price to average income;</li> </ul>



	<ul style="list-style-type: none"> <li>• Custom and self-build houses approved and completed (number and percent of total);</li> <li>• Number of people on the self-build register (part 2);</li> <li>• Rural workers' dwellings approved and completed (number and percent of total);</li> <li>• Number of gypsy and traveller pitches approved and completed</li> </ul>
<b>4 - Communities, Services and Infrastructure</b>	
Including community services and facilities, public open space and sports facilities, Electric Vehicle Charging	<ul style="list-style-type: none"> <li>• Change in community services and facilities (area);</li> <li>• Change in public open space and sports facilities (area);</li> <li>• Number of EVCP (Active/Passive) approved and installed</li> </ul>
<b>5 - Economy</b>	
Including business and tourism development,—, agriculture, forestry and rural land-based enterprise development, arm diversification	<ul style="list-style-type: none"> <li>• Net permissions granted for: <ul style="list-style-type: none"> <li>- employment floorspace (area);</li> <li>- main town centre uses (area);</li> <li>- tourist accommodation (number);</li> <li>- staff accommodation (number);</li> <li>- camping and touring caravan sites (area);</li> <li>- agriculture, forestry and rural land-based enterprise (area);</li> <li>- farm diversification (area);</li> <li>- equestrian development (area)</li> </ul> </li> <li>• Change in number of businesses by sector;</li> <li>• Growth rate of the Dartmoor economy;</li> <li>• Change in job seekers allowance claimant rate;</li> <li>• Change in average income</li> </ul>
<b>6 - Minerals, Waste and Energy</b>	
Including new or extended minerals operations, waste disposal and recycling facilities, renewable energy development	<ul style="list-style-type: none"> <li>• Permissions granted (number and area) for: <ul style="list-style-type: none"> <li>- new large scale minerals development;</li> <li>- new small scale minerals development;</li> <li>- extended minerals operations</li> </ul> </li> <li>• Permissions granted for small scale community-based recycling facilities per year (number and area);</li> <li>• Permission granted for new waste management or disposal sites per year (number and area);</li> <li>• Number and output of renewable and low carbon energy schemes permitted</li> </ul>
<b>7 - Town, Villages and Development Sites</b>	
Including community planning and site allocations.	<ul style="list-style-type: none"> <li>• Number of classified settlements recently or currently engaged in community planning;</li> <li>• Applications and completions on allocated sites (percent and area)</li> </ul>

# Appendix B: List of Policies

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## Appendix C: List of policies which will be superseded by the adoption of this plan

Policies superseded by the adoption of this Local Plan	Status
<b>Core Strategy 2008</b>	
COR1 Sustainable Development	Replaced by Strategic Policy 1.2(1) Sustainable development in Dartmoor National Park
COR2 Spatial Strategy	Replaced by Strategic Policy 1.4(1) Spatial Strategy
COR3 National Park landscape and special environmental qualities	Replaced by detailed Strategic Policies 2.1, 2.2, 2.4, 2.5 and 2.6.
COR4 Design	Replaced by Strategic Policy 1.6 (1) Delivering good design
COR5 The historic built environment	Replaced by Strategic Policy 2.6 (1) Conserving and enhancing heritage assets
COR6 Archaeology	
COR7 Biodiversity and geological conservation	Replaced by Strategic Policy 2.2 (1) Conserving and enhancing Dartmoor's biodiversity and geodiversity
COR8 Climate change	Replaced by Policy 1.7 (1) Sustainable construction, Policy 2.3 (1) Biodiversity Enhancement, Policy 6.4(1) Waste prevention, and Policy 1.10 (1) Flood risk
COR9 Flooding	Replaced by Policy 1.10(1) Flood risk
COR10 Renewable energy	Replaced by Policy 6.6 (1) Renewable energy development
COR11 Tranquillity	Replaced by Strategic Policy 2.5 (1) Protecting tranquillity and dark night skies
COR12 Infrastructure, community facilities and public services	Replaced by Strategic Policy 4.1 (1) Supporting community services and facilities
COR13 Accessibility and design	Replaced by Strategic Policy 3.2 (1) Size and accessibility of new housing
COR14 Infrastructure for new development	Replaced by Strategic Policy 2.1 (1) Sustainable development in Dartmoor National Park
COR15 Location and type of housing provision	Replaced by Strategic Policy 1.4 (1) Spatial Strategy
COR16 Social inclusion	Replaced by Strategic Policy 2.1 (1) Sustainable development in Dartmoor National Park
COR17 Health and well-being	Replaced by Strategic Policy 4.1 (1) Supporting community services and facilities
COR18 Sustainable economic growth including tourism	Replaced by Strategic Policy 5.1 (1) Business and Tourism Development
COR19 Tourism	Replaced by Strategic Policy 5.1 (1) Business and Tourism Development
COR20 Agricultural diversification	Replaced by Policy 5.8 (1) Farm diversification
COR21 Alternatives to private transport	Replaced by Strategic Policies 1.2(1) Sustainable development in Dartmoor National Park, 1.8(1) Protecting local amenity in Dartmoor National Park and 4.8 (1) The Access Network
COR22 Minerals development	Replaced by Strategic Policy 6.1 (1) New or Extended Minerals Operations
COR23 Waste	Replaced by Policy 6.5 (1) Waste Disposal and Recycling Facilities
COR24 Water resources	Replaced by Strategic Policy 1.2(1) Sustainable development in Dartmoor National Park

<b>Development Management and Delivery Development Plan Document</b>	
DMD1a Presumption in favour of sustainable development	Replaced by Strategic Policy 1.3 (1) Presumption in favour of sustainable development
DMD1b Delivering National Park purposes and protecting Dartmoor's special qualities	Replaced by Strategic Policy 1.1(1) Delivering National Park purposes and protecting Dartmoor's Special Qualities
DMD2 Major Development	Replaced by Strategic Policy 1.5 (1) Major Development in Dartmoor National Park
DMD3 Sustaining the quality of places in Dartmoor National Park	Replaced by Strategic Policies 1.2(1) Sustainable development in Dartmoor National Park and 1.6 (1) Delivering good design
DMD4 Protecting local amenity	Replaced by Policy 1.8(1) Protecting local amenity in Dartmoor National Park
DMD5 National Park landscape	Replaced by Strategic Policy 2.1(1) Protecting the character of Dartmoor's landscape
DMD6 Dartmoor's moorland and woodland	Replaced by Strategic Policy 2.4(1) Conserving and enhancing Dartmoor's moorland, heathland and woodland
DMD7 Dartmoor's built environment	Replaced by Strategic Policy 1.6 (1) Delivering good design
DMD8 Change to historic buildings and other heritage assets	Replaced by Strategic Policy 2.6 (1) Conserving and enhancing heritage assets
DMD9 The re-use and adaptation of historic buildings in the countryside	Replaced by Strategic Policy 2.7 (1) Conservation of historic non-residential buildings in the open countryside
DMD10 Enabling development	Replaced by Policy 2.8(1) Enabling Development
DMD11 Demolition of a listed building or local heritage asset	Replaced by Strategic Policy 2.6 (1) Conserving and enhancing heritage assets
DMD12 Conservation areas	Replaced by Strategic Policy 2.6 (1) Conserving and enhancing heritage assets
DMD13 Archaeology	Replaced by Strategic Policy 2.6 (1) Conserving and enhancing heritage assets
DMD14 Natural environment, biodiversity and geodiversity	Replaced by Strategic Policy 2.2 (1) Conserving and enhancing Dartmoor's biodiversity and geodiversity
DMD15 Renewable energy	Replaced by Policy 6.6 (1) Renewable energy development
DMD16 Hazardous installations and potentially polluting activity	Replaced by Policy 1.9 (1) Higher risk development and sites
DMD17 Development on contaminated land	Replaced by Policy 1.9 (1) Higher risk development and sites
DMD18 Development on unstable land	Replaced by Policy 1.9 (1) Higher risk development and sites
DMD19 Local services and facilities	Replaced by Strategic Policy 4.1 (1) Supporting community services and facilities
DMD20 Telecommunications development	Replaced by Policy 4.7 (1) Telecommunications Development
DMD21 Residential development in Local Centres	Replaced by Strategic Policy 3.3 (1) Housing in Local Centres
DMD22 Residential development in Rural Settlements	Replaced by Strategic Policy 3.4(1) Housing in Rural Settlements and Strategic Policy 3.5 (1) Housing in Villages and Hamlets
DMD23 Residential development outside Local Centres and Rural Settlements	Replaced by Strategic Policy 1.4 (1) Spatial Strategy and Policy 3.9 (1) Rural Workers' Housing
DMD24 Extensions and alterations to	Replaced by Policy 3.7(1) Residential alterations,

dwellings	extensions and outbuildings
DMD25 Ancillary residential development	Replaced by Policy 3.7(1) Residential alterations, extensions and outbuildings
DMD26 Agricultural and holiday use occupancy conditions	Replaced by Policy 3.9 (1) Rural Workers' Housing and Policy 5.4 (1) Tourist accommodation
DMD27 Replacement dwellings	Replaced by Policy 3.8 (1) Replacement Homes
DMD28 Residential caravans	Replaced by Policy 3.9 (1) Rural Workers' Housing
DMD29 The accommodation needs of gypsies and travellers	Replaced by Policy 3.11 (1) Gypsy and Traveller Accommodation
DMD30 Low impact residential development in the open countryside	Replaced by Policy 3.12 Low Impact Residential Development
DMD31 Provision of new recreational and leisure facilities	Replaced by Strategic Policy 4.2(1) Supporting public open space and sports facilities
DMD32 Protection of recreational and amenity open space	Replaced by Strategic Policy 4.2(1) Supporting public open space and sports facilities
DMD33 Horse related development	Replaced by Policy 5.9 (1) Equestrian development
DMD34 Agriculture and forestry	Replaced by Policy 5.7 (1) Agriculture, forestry and rural land-based enterprise development
DMD35 Farm diversification	Replaced by Policy 5.8 (1) Farm diversification
DMD36 Signs and advertisements	Replaced by Policy 4.6 (1) Signs and Advertisements
DMD37 Advance signs	Replaced by Policy 4.6 (1) Signs and Advertisements
DMD38 Access onto the highway	Deleted, addressed by Strategic Policy 2.1(1) Protecting the character of Dartmoor's landscape
DMD39 Provision of car parks	Replaced by Policy 4.5 (1) Public car parks
DMD40 Parking provision for new residential development	Replaced by Policy 4.3 (1) Parking standards for new development
DMD41 Parking provision for new non-residential development	Replaced by Policy 4.3 (1) Parking standards for new development
DMD42 Public rights of way	Replaced by Strategic Policy 4.8 (1) The Access Network
DMD43 New visitor attractions and development of existing enterprises	Replaced by Strategic Policy 5.1 (1) Business and Tourism Development
DMD44 Tourist accommodation	Replaced by Policy 5.4 (1) Tourist accommodation
DMD45 Settlement boundaries and site development	Replaced by Policy 7.1(1) Settlement Boundaries and Development Sites
DMD46 Parish plans and development management	Replaced by Policy 7.2 (1) Community Planning
ASH1 Housing land at Longstone Cross	Replaced by Proposal 7.3 (1) Land at Longstone Cross, Ashburton
ASH2 Redevelopment area at Chuley Road	Replaced by Proposal 7.4 (1) Land at Chuley Road, Ashburton
BCK1 Housing land at Barn Park	Replaced by Proposal 7.5(1) Land at Barn Park, Buckfastleigh
BCK2 Housing land at Holne Road	Replaced by Proposal 7.6 (1) Land at Holne Road, Buckfastleigh
BCK3 Redevelopment at Devonia Products Mill site	Deleted
CHG1 Housing land north of Lamb Park	Replaced by Proposal 7.7 (1) Land at Lamb Park, Chagford
CHG2 Mixed use development east of Bretteville Close	Implemented
HOR1 Housing land at Walkham Meadows	Implemented

HOR2 Housing land at New Park	Replaced by Proposal 7.9 (1) Land at New Park, Horrabridge
MTN1 Housing land at Forder Farm	Replaced by Proposal 7.11 (1) Land at Forder Farm, Moretonhampstead
MTN2 Housing at Thompson's haulage depot	Replaced by Proposal 7.12 (1) Land at Thompson's, Moretonhampstead
SBR1 Housing land adjacent to Fairfield	Replaced by Proposal 7.16 (1) Land at Fairfield
SBR2 New station facilities	Replaced by Proposal 7.18 (1) Land at Station Yard
SBR3 Public car park at station yard	Replaced by Proposal 7.18 (1) Land at Station Yard
YEL1 Housing land adjacent to Briar Tor	Implemented
YEL2 Special protection area – centre of village	Replaced by Policy 7.21 (1) Yelverton Special Policy Area
MTV1 Primary school site off Warren Road	Deleted
MTV2 Mixed use development site centre of Mary Tavy	Part-implemented
SZL1 Conserving the quality of the built environment	Replaced by Policy 7.23 (1) South Zeal Special Policy Area
<b>Minerals Local Plan</b>	
M1 Mineral working in the National Park	Replaced by Strategic Policy 6.1 (1) New or Extended Minerals Operations
M2 Mitigating permitted operations	Deleted
M3 Small-scale quarrying	Replaced by Strategic Policy 6.1 (1) New or Extended Minerals Operations
M4 Assessment of applications for mineral workings	Replaced by Strategic Policy 6.2 (1) Minimising the Impact of Minerals Operations
M5 Recycling and re-use of mineral waste	Deleted
M6 Minerals Consultation Areas	Replaced by Strategic Policy 6.3 (1) Minerals Safeguarding
M7 Exploratory Drilling	Deleted

## Appendix D: Glossary

### A

#### **Affordable Housing**

See section 3.4.

#### **Agricultural Receipts**

Gross amounts received (before related costs and taxes are deducted) for ordinary agricultural business activity. VAT, receipts from selling of capital items (e.g. tractors) and personal receipts should not be included. All receipts will be regarded as from non-agricultural activities unless specifically identified as obtained from the agricultural activities listed below.

Agricultural receipts include:

- All payments from the Single Payment Scheme (SPS), BPS (including the greening payment and any young farmer payments) or the Rural Development Programmes (whether or not the receipts are related to farming) including any national co-financing, and any other payments from the European Agricultural Guarantee Fund (EAGF).
- Receipts from SPS, BPS or the Rural Development Programmes and any other payments from the EAGF that are received by another organisation first (such as a co-operative, producer association, or commoners' association) and passed on to the farmer.

- Receipts from a claimant's agricultural activities on their holding only (that is, all the land they farm in the UK) – not from working on someone else's holding. This includes producing, rearing or growing agricultural products, including harvesting, milking, breeding animals, and keeping animals for farming. 'Agricultural products' are listed in Annex I to the Treaties of the European Union, with the exception of fishery products. Cotton is also an agricultural product.
- Receipts from processing agricultural products from their holding, if the product remains in the ownership of the farmer and remains an agricultural product (for example, butchered meat or flour that is sold in the farm shop).
- National aid granted for agricultural activities. For example, receipts to compensate for destruction of animals testing positive for tuberculosis.
- Receipts to compensate for loss of production (for example, for flooding) from the Rural Development Programme.

Non-agricultural receipts include:

- Income from operating on-farm diversification activities. For example, receipts from bed and breakfast or rents from holiday lets (even if the diversification itself was funded by rural development payments).
- Grants for forestry (other than rural development payments).
- Receipts from a product such as bread that is not in the list of agricultural products in the Treaties of the European Union described above (even if it was processed from a product in the list).
- Receipts from agricultural products produced off the holding and then processed or sold on the holding.
- Receipts from providing shooting, hunting or fishing.
- Receipts to compensate for loss of production from a private insurer.
- Receipts from contracting and contract farming.
- Receipts from renting out land.

#### **Allocated Sites**

Land identified in the Local Plan for development.

#### **Ancient Woodland**

An area that has been wooded continuously since at least 1600 AD.

#### **Article 4 Direction**

Direction removing some or all permitted development rights, for example within a conservation area or curtilage of a listed building. Article 4 directions are issued by local planning authorities.

#### **Assessment of significance**

A report required to be submitted in support of an application which has the potential to affect a heritage asset. It reports the sum of the cultural and natural heritage values of a place (i.e. its significance) and assesses how the proposals will affect them, positively or negatively.

## **B**

**Brownfield land** See 'previously-developed land'.

## **C**

#### **Change of Use**

A change in the way that land or buildings are used (see Use Classes Order). Planning permission is usually necessary in order to change from one 'use class' to another.

#### **Character**

A term relating to Conservation Areas, Listed Buildings and the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.



### **Classified Settlement**

A town, village or hamlet in the National Park which has been identified as a sustainable place for a certain amount of development. Types of classified settlement include Local Centres, Rural Settlements and Villages and Hamlets.

### **Contributions in lieu of provision of affordable housing on-site (commuted sums)**

A financial contribution provided by the developer of a site towards the provision of affordable housing off-site, instead of providing affordable housing on-site.

Details of when financial contributions will be permitted and how they should be calculated is available in section 3.5.

### **Conditions (planning conditions)**

Requirements attached to a planning permission to limit, control or direct the manner in which a development is carried out.

### **Conservation Area**

Local planning authorities have the power to designate as conservation areas, any area of special architectural or historic interest. This means the planning authority has extra powers to control works and demolition of buildings to protect or improve the character or appearance of the area.

### **Cumulative Impact**

A number of developments in a locality or a continuous activity over time that together may have an increased impact on the environment, local community or economy.

### **Curtilage**

The area normally within the boundaries of a property surrounding the main building and used in close connection with it.

### **Custom and self-build housing**

See Section 3.7.

## **D**

### **Development**

Development is defined under [Section 55 of the 1990 Town and Country Planning Act](#) as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission (see also "permitted development").

### **Dwelling**

A self-contained building or part of a building used as a residential accommodation, and usually housing a single household.

## **F**

### **Favourable conservation status**

The Habitats Directive defines when the conservation status of the [habitats](#) and [species](#) it lists is to be considered favourable. The definitions are specific to the Directive; in summary, they require that the range and areas of the listed habitats, and the range and population of the listed species, should be at least maintained at their status when the Directive came into force in 1994 or, where the 1994 status was not viable in the long term, to be restored to a position where it would be viable.

### **Flood Risk Assessment**

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

> [Guidance on when a flood risk assessment is needed](#)

## G

### **General Permitted Development Order (GPDO)**

A set of regulations made by the Government which grants planning permission for specified limited or minor forms of development.

## H

### **Habitable Floorspace**

The areas of a house which are usually lived in (e.g. living rooms, kitchens, bathrooms, corridors etc.). Habitable floorspace is measured using Gross internal floor area (GIFA), but should exclude areas not typically lived in.

For clarity, habitable floorspace includes:

- Areas occupied by internal walls and partitions, columns, piers chimney breasts, stairwells, lift-wells, other internal projections, vertical ducts, and the like
- Atria and entrance halls with clear height above, measured at base level only
- Voids over stairwells and lift shafts on upper floors
- Internal open sided balconies, walkways, and the like
- Structural, raked or stepped floors are treated as a level floor measured horizontally
- Corridors of a permanent essential nature
- Areas in the roof space and mezzanine areas converted for use with permanent access and a maximum ceiling height of at least 1.8m
- Service accommodation such as toilets, toilet lobbies, bathrooms, showers, changing rooms, cleaners' rooms and the like
- Conservatories

And excludes:

- Perimeter wall thickness and external projections
- External open-sided balconies, covered ways and fire escapes
- Areas in the roof space not intended for use
- Garages, workshops, greenhouses, garden stores, fuel stores and the like
- Loading bays, lift rooms, plant and utility rooms, fuel stores, tank rooms
- Canopies, open ground floors and the like

### **Heritage Asset**

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, such as listed buildings and scheduled monuments, and undesignated assets identified by the local planning authority.

### **Historic Environment**

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

### **Housing Needs Assessment**

An assessment of the number of homes needed in an area, normally carried out for or on behalf of the housing or planning authority. Assessing housing need is the first step in the process of deciding how many homes need to be planned for.

### **Housing Register**

A list of all the people who want to rent social housing. The Housing Register for an area is maintained by the relevant Housing Authority.

# I

## **Infill Development or site**

The development of a relatively small gap between existing buildings.

## **Infrastructure**

Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, open space, play space, education and health facilities.

# L

## **Landscape Character**

The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

## **Listed Building**

A building of special architectural or historic interest. Listed buildings are graded I, II\* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage).

## **Local Centre**

The largest and most sustainable type of classified settlement in the National Park. These settlements have settlement boundaries and comprise:

Ashburton, Buckfastleigh, Chagford, Horrabridge, Moretonhampstead, Princetown, South Brent, and Yelverton.

## **Local Natural Network**

The network of interacting natural processes, species and ecology which exist locally and support important biodiversity and ecosystem services.

## **Local Person**

See section 3.3.

# M

## **Main Town Centre Uses**

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

## **Marketing Evidence**

Evidence that a property has been marketed. Typically used to test whether there is demand for a property in its existing or a comparable use before planning permission is granted for a less desirable or more harmful use.

Marketing should be up-to-date and reflect current market conditions, having been finished not more than 6 months from the submission date. The type and extent of marketing will be influenced by the nature of the site. A large commercial site may be expected to market nationally, whereas a local shop might only attract local or regional interest. The marketing budget should reflect the site's characteristics and value.

Marketing should last for as long as needed to comply with the relevant policy, typically 6-12 months. The strategy should be agreed through formal pre-application advice and as a minimum involve:

- appointment of a qualified and experienced agent;
- marketing at a realistic price or rent;

- erection of a prominent signboard on the site;
- production of agent's particulars/brochure; and
- website entry appropriate to the use.

Marketing evidence will comprise a marketing report produced by the appointed agent providing a valuation and evidencing the agreed marketing strategy. As a minimum it should include:

- evidence of any updates to the marketing strategy, including price revisions or changes of approach
- photos of signboard, dated
- copy of brochure(s), dated
- details of targeted marketing, including address list and dates sent
- copies of adverts with dates and rationale for choice of publication
- copy of webpage and dates
- details of any enquiries and viewings
- details of any reasons given for not proceeding by potential purchasers
- details of any offers and reasons turned down if applicable

### **Material Planning Considerations**

A material consideration is a matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

Material considerations can include (but are not limited to):

- Overlooking/loss of privacy
- Loss of light or overshadowing
- Parking
- Highway safety
- Traffic
- Noise
- Effect on listed building and conservation area
- Layout and density of building
- Design, appearance and materials
- Government policy
- Disabled persons' access
- Proposals in the Development Plan
- Previous planning decisions (including appeal decisions)
- Nature conservation

However, issues such as loss of view, or negative effect on the value of properties are not material considerations.

### **Major Development**

There are two definitions of major development relevant to planning policy in National Parks, all policies referring to major development make it clear which definition should be used for the purposes of applying that policy. See Section 1.5.

## **N**

### **Net Gain (Biodiversity)**

A measurable target for development projects where impacts on biodiversity are outweighed by a clear mitigation hierarchy approach to first avoid and then minimise impacts, including through restoration and / or compensation.

## **O**

### **Older People**

People over retirement age, including the active, newly-retired through to the very frail elderly, whose

housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

### **Open space**

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

## **P**

### **Permitted development (or permitted development rights)**

Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order.

### **Previously-developed land**

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

### **Priority Habitats and Species for Dartmoor**

Species and Habitats:

- of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.
- identified as priority species within Living Dartmoor and the Dartmoor Biodiversity Action Plan.

### **Public benefit**

A common policy test which requires that a development be beneficial, in a way that is identifiable and capable of being proved by evidence (i.e. not based on personal views), to the general public or a sufficient section of the public which is proportionate to the project.

### **Public recreation**

Leisure activities which are available for the general public to do at any time, on land permanently open for public access and which are not ticketed or subject to any fees.

## **R**

### **Ransom strip**

A parcel of land needed to access an adjacent property, which is denied to the owner until payment is received. The strip of land can be between the property and a highway, or be located between two properties.

### **Redundant building**

A building no longer needed or useful for its intended purpose, taking into consideration its current and potential use. For example, although a building may not be of use to one owner it may still be capable of serving a need for its intended use in the wider area.

### **Rural exception sites**

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

### **Rural Settlement**

The National Park's larger villages which are identified as classified settlements and have relatively good access to services. These settlements are defined by settlement boundaries and comprise:

Bittaford, Bridford, Buckfast, Cheriton Cross / Bishop, Christow, Cornwood, Dousland, Dunsford, Hennock, Ilsington, Liverton, Mary Tavy, South Zeal, Sticklepath, Walkhampton, and Whiddon Down.

### **Rural Parish**

Civil parishes which do not contain a Local Centre or larger settlement.

### **Rural worker**

A worker on a land-based enterprises located in the countryside. Traditionally comprising agriculture and forestry workers, but more recently including equestrian, horticultural and other rural land-based enterprises. Importantly, simply working in the countryside is not sufficient to qualify as a rural worker.

## **S**

### **Section 106 legal agreement**

A legal agreement under section 106 of the 1990 Town & Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

### **Setting (of a heritage asset)**

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

### **Settlement Boundary**

A drawn boundary which represents the extent (or built-up area) of a town or village. They are used in policy to identify land within, adjacent and outside a settlement.

### **Significance (for heritage policy)**

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.

### **Small-scale development**

A common policy test recognising that the scale of development (i.e. size and massing of buildings, structures and other types of development, and the intensity of their use) is predominantly smaller in the National Park than it is outside the National Park, in larger towns and cities. When judging proposals against this requirement the prevailing scale of prevailing development in the surrounding area will be used as a benchmark for decision making.

### **Special Qualities (of the National Park)**

The qualities, properties and characteristics, innate or acquired, that together summarise what is special about the National Park and worthy of protection.

## **T**

### **Technical Housing Standards**

Space standards for new residential accommodation. They are set nationally and serve as a benchmark for assessing proposals in the planning system. The standards can be found [online](#).

## **V**

**Vernacular**

An area's traditional style of architecture concerned with practical and functional designs appropriate for their climate. Heavily influenced by availability of local building materials and local building skills and techniques. Often resulting in characteristic and distinctive styles which are highly valued and difficult to replicate using modern techniques

**Viability**

The extent to which a place, business or project is capable of commercial success.

**Village and Hamlet**

The National Park's smallest and most sensitive settlement which are identified as classified settlement and have small scale housing and employment needs which need to be supported. These settlements have no settlement boundaries and comprise:

Belstone, Dean Prior, Drewsteignton, Holne, Lustleigh, Lydford, Manaton, Meavy, North Bovey, North Brentor, Peter Tavy, Postbridge, Scorrion, Shaugh Prior, Sourton, South Tawton, Teign Village, Throwleigh, and Widecombe-in-the-Moor

DRAFT

## Appendix E: Use Class Order

The [Town and Country Planning \(Use Classes\) Order 1987](#) (as amended) puts uses of land and buildings into various categories known as 'Use Classes'. These use classes are referred to in the policies of this plan and are provided here for reference purposes. The Order is periodically amended.

### Class A

- **A1 Shops** - Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.
- **A2 Financial and professional services** - Financial services such as banks and building societies, professional services (other than health and medical services) and including estate and employment agencies. It does not include betting offices or pay day loan shops - these are now classed as "sui generis" uses (see below).
- **A3 Restaurants and cafés** - For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.
- **A4 Drinking establishments** - Public houses, wine bars or other drinking establishments (but not night clubs) including drinking establishments with expanded food provision.
- **A5 Hot food takeaways** - For the sale of hot food for consumption off the premises

### Class B

- **B1 Business** - Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.
- **B2 General industrial** - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).
- **B8 Storage or distribution** - This class includes open air storage.

### Class C

- **C1 Hotels** - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).
- **C2 Residential institutions** - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.
- **C2A Secure Residential Institution** - Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.
- **C3 Dwellinghouses** - this class is formed of 3 parts:
- **C3(a)** covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.
- **C3(b)**: up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.
- **C3(c)** allows for groups of people (up to six) living together as a single household. This allows



for those groupings that do not fall within the C4 houses in multiple occupation definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.

- **C4 Houses in multiple occupation** - small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

#### Class D

- **D1 Non-residential institutions** - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.
- **D2 Assembly and leisure** - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreation (except for motor sports, or where firearms are used).

#### Sui Generis

- Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: betting offices/shops, pay day loan shops, theatres, larger houses in multiple occupation, hostels providing no significant element of care, scrap yards, petrol filling stations and shops selling and/or displaying motor vehicles, retail warehouse clubs, nightclubs, launderettes, taxi businesses and casinos.