



DARTMOOR LOCAL PLAN
guiding planning applications in Dartmoor National Park

Authority Monitoring Report (AMR)

Draft 1
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1 Introduction

1.1 The role of the AMR

1.1.1 The requirements of the Authority's Monitoring Report (AMR) are set out in the Local Planning Regulations (2012)¹. This AMR covers the period 1 April 2016 to 31 March 2017

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

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

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

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

- Completing a [Duty to Cooperate Scoping Report](#) which sets out a review of the strategic matters for co-operation identifying who we expect to engage

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

with throughout the development of our new Local Plan, on what matters and how and when we expect to do this;

- Specific work on a duty to cooperate protocol led by Devon County Council to which DNPA is a signatory;
- Close involvement with the Plymouth, and South West Devon Joint Local Plan;
- Close involvement in the Greater Exeter Strategic Plan (Teignbridge District Council, Mid Devon District Council, East Devon District Council and Exeter City Council);
- Continued liaison with statutory bodies, for example with the Environment Agency and Historic England;
- Work with Devon County Council on economic development and infrastructure planning, and Minerals evidence base; and
- Engagement with the Local Enterprise Partnership (LEP)

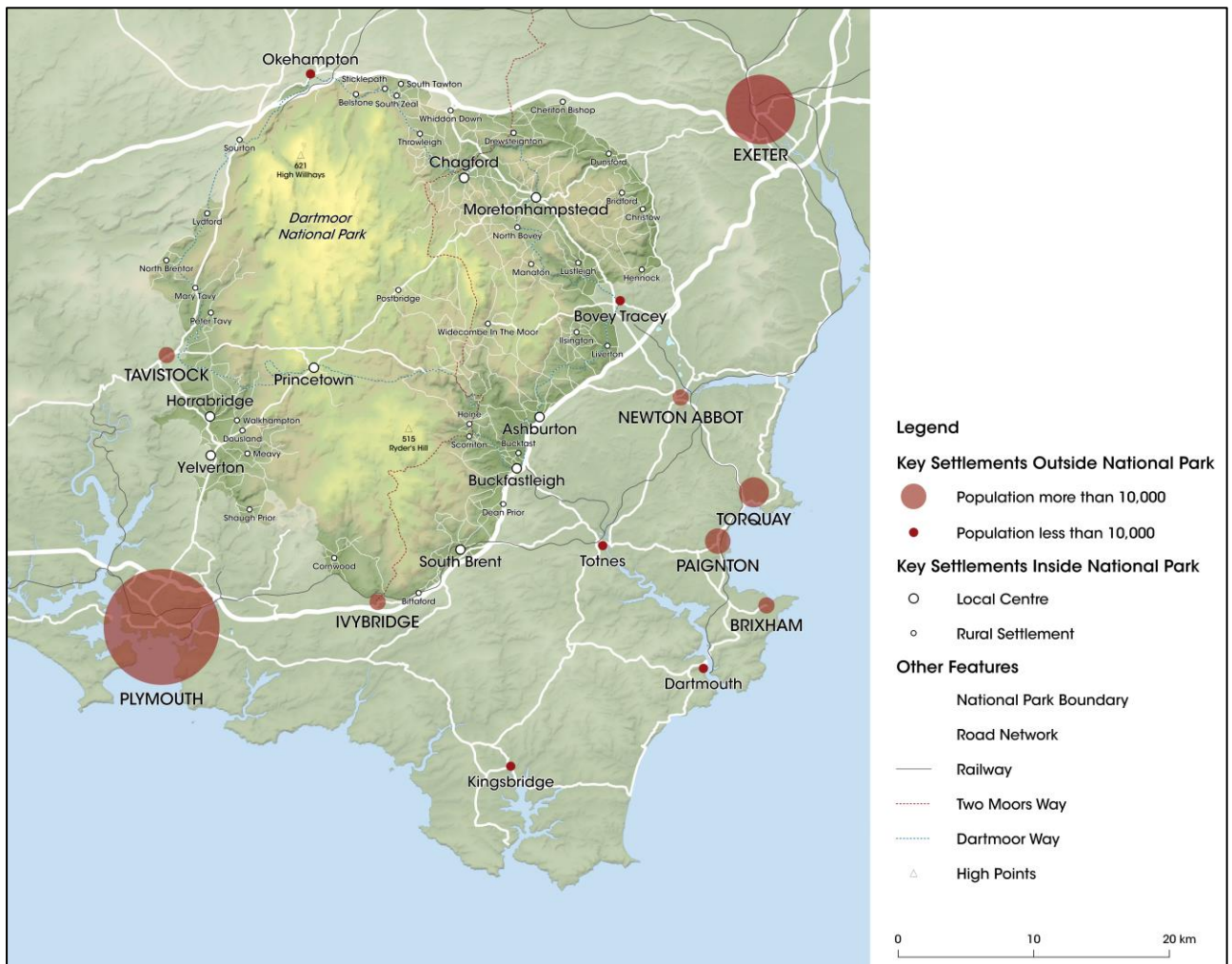


Figure 1: Map of Dartmoor National Park, showing main towns, villages and roads



Figure 2: Dartmoor National Park Local Plan structure

2 Implementation of the Local Development Scheme

2.1 The Local Development Scheme (LDS) sets out the timetable for the preparation of the documents that make up the local plan. This section reviews the progress the Authority has made against the targets and milestones set out in the LDS. Whilst this report focuses on the period from April 2016 to March 2017 information is as up to date as possible, in order to provide a more useful update on plan preparation.

2.2 The Authority adopted its LDS in July 2017 which is available [online](#).

2.3 The Core Strategy (adopted)

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

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

2.4.1 The DMD provides more detailed development management policies and site allocations. Authority adopted the Plan in July 2013 since which time it has been used in planning decision in the National Park. A number of allocated sites have now progressed. Further detail on sites is set out in section 3.4.

2.5 Local Plan Review

2.5.1 The 2016 LDS confirmed the Authority's intention to prepare a single local plan document. This LDS review includes minor updates which reflect refinements to the programme for the local plan review and timetable as it has been considered in more detail. It reflects additional stages in the process to enable further engagement with parish and town councils, and allowance for a gap in staffing over winter 2016/17.

2.5.2 Local Plan Review (Development Plan Document)

2.5.3 The Authority recognises the statutory need to maintain an up to date development plan. The Authority's Core Strategy was adopted in 2008. Whilst it is considered consistent with the NPPF it is recognised that the economic and statutory context of this plan has moved forward. The Development Management DPD was adopted in 2013, after the publication of the NPPF and demonstrates a continued integrity to the overarching strategy and evidence which supports the Authority's local plan.

2.5.4 The review will lead to a consolidated single 'local plan' for the National Park. This document will cover the whole of Dartmoor National Park. The review of the local plan will most likely focus upon strategic housing policy, strategic economic development policy, and settlement strategy matters. The scope and extent of other potential areas of change will be determined through early engagement with stakeholders.

2.6 Minerals Policies DPD

2.6.1 The Dartmoor National Park Authority is the Minerals Planning Authority for the National Park and as such this is a statutory function. The NPPF says Minerals Planning Authorities should "identify and include policies for extraction of minerals resource of local and national importance" and "define Minerals Safeguarding Areas". The local plan will include as necessary, minerals policies for the whole of Dartmoor National Park. A Minerals Topic Paper has been prepared to inform the Local Plan review and is available [online](#).

2.7 Design Guidance SPD (adopted)

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

2.8 Affordable Housing SPD (adopted)

2.8.1 The Affordable Housing SPD is being reviewed in response to changing government policy around affordable housing, including funding for affordable housing, starter homes, and thresholds for S106 contributions. It is considered it would help applicants make better applications, if there is up to date guidance available from DNPA. This will also provide some clarity around the Authority's position on housing development whilst the local plan is reviewed.

2.9 South Hams Special Area of Conservation (SAC) SPD

2.9.1 The Authority is also working with partners on a jointly prepared South Hams SAC SPD. This SPD will provide specific formal guidance on development in or affecting the South Hams Special Area of Conservation (SAC) (Greater Horseshoe Bats). It will be prepared jointly by DNPA, Natural England, Devon County Council, Teignbridge District Council, South Hams District Council and Torbay Council. The aim is to consult jointly on this SPD in Autumn/Winter 2017, and adopt it by the end of 2017/18.

2.10 Future revisions of the LDS

2.10.1 [The Local Development Scheme](#) (LDS) is a public statement of the Dartmoor National Park Authority’s local plan preparation programme, and guides the establishment of the documents which form part of the local plan for Dartmoor National Park. The current LDS was adopted in July 2017.

Table 1: Dartmoor National Park Authority Local Development Scheme – Programme 2016-2018

Local Development Document	Public participation on the scope and content of the document*	Publication	Submission	Adoption
Local Plan Review (DPD)	2016/17	2018	2019	2020

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

3 Plan Monitoring

3.1.1 The Local Plan review began in 2016. The new local plan will replace three current plans; the Core Strategy, the Development Management and Delivery Plan, and the Minerals local plan with a single document. The review of the local plan will focus upon strategic housing policy, strategic economic development policy, and settlement strategy matters. The scope and extent of other potential areas of change will be determined through early engagement with stakeholders. Work is currently underway to review the existing strategy and policy approach, and undertake evidence base studies to inform the new local plan (www.dartmoor.gov.uk/localplan).

3.1.2 Seven topics will form the chapters of the new local plan. Set out below are some headline figures and information regarding our progress in each of these areas. The scope of each topic is described as an introduction to each section.

3.2 Topic 1: Strategy and Planning Applications

3.2.1 What issues does this topic cover?

- National Park purposes & special qualities
- Settlement strategy
- Presumption in favour of sustainable development
- Major development
- Amenity
- Design
- Hazardous development and sites
- Flood risk

3.2.2 In respect of housing, 59% of applications occurred in Local Centres, 25% in Rural Settlements and 16% in the open countryside (approvals April 2008 - March 2017). Local Centres have in total seen 422 houses and 11,144m² of new employment floorspace approved over the plan period (April 2008 to March 2017). The Local Plan allocated 24.4ha of development in Local Centres and has, since 2013, seen approval of 81 dwellings against a theoretical capacity of 466 on allocated sites (therefore 17% approved in years 1-4). Rural Settlements have in total seen 177 houses and 9,211m² of new employment floorspace approved over the plan period. Overall this has led to a delivery of an average of 35 net homes per year since March 2008.

3.2.3 Further details on this topic can be found [online](#).

3.3 Topic 2: Environment

3.3.1 What issues does this topic cover?

- Climate change
- Habitats and wildlife
- Enhancing wildlife
- Tranquillity, setting and hedge banks
- Archaeology
- Historic buildings
- Conservation areas

3.3.2 The Environment section of the local plan review will consider the Natural and Historic environment, considering the most appropriate policy approaches to protecting Dartmoor's nationally and internationally important environment.

3.3.3 Historic Environment

- The National Park is home to a total of 2,058 listed buildings and 1,208 scheduled monuments. The Historic Environment Record (HER) contains detailed information for Dartmoor's diverse archaeological and historical resource and includes sites dating from ten thousand years ago up to the 20th century. At present the Dartmoor HER contains over 18,600 entries.
- A total of 25 new listed buildings were designated over the last plan period. Since 2010 the total number of Conservation Areas has increased, from 23 to 25, with new designated areas created for Ilsington and Walkhampton in 2013.
- Buildings at Risk were last the subject of a full survey in 2012. The current total deemed to be 'at risk' from neglect and decay stands at 36. This is a reduction of 3 since 2010 but due to the revision in listed building totals outlined above, the overall percentage has risen slightly to 1.7%. A total of 1.1% of the listed buildings designated at Grade I or II* are deemed to be at risk – this compares favourably with the average for the South West of 3%.²

3.3.4 Natural Environment

- Dartmoor National Park contains extensive habitats of international, national, regional and local importance, for more detailed information regarding the extent and condition of these sites please see the State of the Park report which will be published online shortly.

² Department for Communities and Local Government (2012) 'National Planning Policy Framework, [Annex 2: Glossary](#)'

- 27% of Dartmoor National Park has been designated under three Special Areas of Conservation (SACs): Dartmoor, South Dartmoor Woods and South Hams. Around 30,000 hectares of Dartmoor National Park (31% of the total area) is designated for its wildlife or geological value in numerous Sites of Special Scientific Interest (SSSIs).

3.3.5 Further details on this topic can be found [online](#).

3.4 Topic 3: Housing

3.4.1 What issues does this topic cover?

- Towns and villages
- Conversions
- Extensions and alterations
- Ancillary accommodation
- Replacement houses
- Agricultural and rural business workers
- Gypsy and travellers

3.4.2 Key issues for housing are expected to be around understanding housing need, development viability (at a strategic and site level), affordable housing, self-build/custom build housing, conversions and agricultural dwellings. There may also be issues to consider around defining housing for local people, and issues of second home ownership and house prices.

3.4.3 The Housing evidence will feed into the consideration of site allocations for the Local Plan.

Completions	2016/17
Net additional dwellings completed for reporting year	53
Affordable housing completions	21 (40%)
Target number of dwellings approved	50

3.4.4 Completions have increased from 2015/16 (36) to 2016/17 (53) and the percentage of these completions being affordable has increased from 11% (4 dwellings) in 2015/16 to 40% in 2016/17 (21 dwellings).

3.4.5 The adopted Core Strategy sets out an affordable housing target for development at 50%, the DMD further recognises the need to take into account development viability in bringing schemes forward. Whilst the pipeline indicates there will be a larger number of affordable houses coming forward in 2017/18, this will continue to be closely monitored, and will need to be considered as part of the local plan review.

3.4.6 The number of new residential uses coming forward through Certificates of Lawfulness is an increasingly significant issue; 45 Certificates of Lawfulness for new residential uses have been issued in the last 5 years. The number reduced slightly from last year (50 issued from 2011/12-2015/16). The most common routes for these Certificates are through the unauthorised use of a building as a dwelling (48%), non-compliance with occupancy conditions (24%), unauthorised division of property (16%) and unauthorised siting of caravan/mobile home/cabin (12%) (percentages are for the last 5 years of certificates issued). To combat this an occupancy monitoring framework has been introduced in 2015. This issue will be examined as part of the Local Plan review.

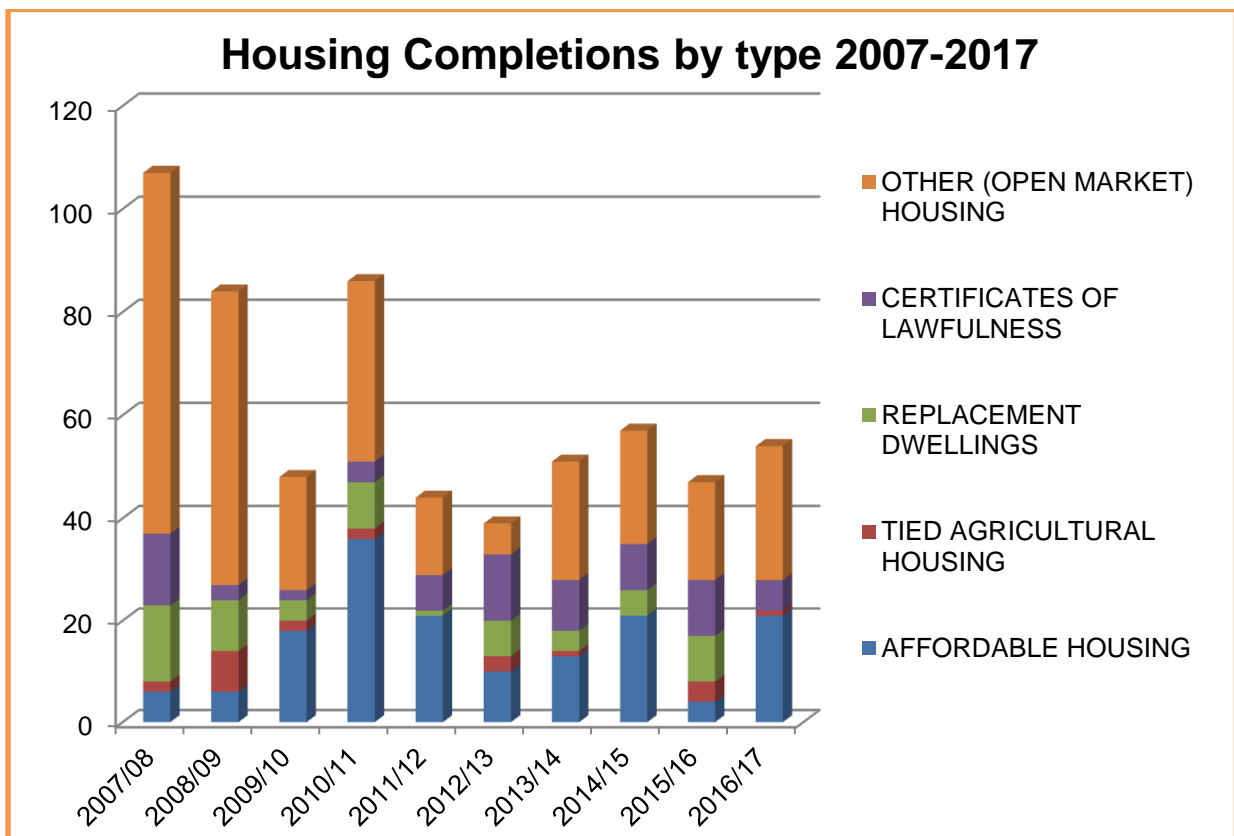


Figure 3: Housing completions by type 2007/08-2016/17 (gross)

Table 2: 5 year land supply

	No.
Current units with permission (assuming 3% non-implementation rate) ³	118
Current units under construction ⁴	95
5 year plan target total +5% ⁵	265
5 year housing land supply (total) ⁶	466

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

Settlement	Site	Policy Ref	Use	Size (Ha)	Status (at August 2017)
Ashburton	Longstone Cross	ASH1	Affordable housing	1.1	Development Brief approved (35 units)
Ashburton	Chuley Road	ASH2	Mixed use commercial/housing/car park/open space	3.54	Masterplan rescinded. Awaiting applications from individual landowners.
Buckfastleigh	Barn Park	BCK1	50% affordable housing	0.76	Allocated site. Development brief in progress.
Buckfastleigh	Holne Road	BCK2	50% affordable housing, open space	1.73	Allocated site. Development brief in progress.
Buckfastleigh	Devonia Mill	BCK3	Mixed use commercial/housing	2.67	Allocated site.
Chagford	Bretteville	CHG1	Housing (inc affordable & elderly)/car park/open space	3.65	Both applications for the site have been approved; 15 specialist dwellings for the elderly completed, 92 homes to start construction in 2017
Chagford	Lamb Park	CHG2	Affordable housing, open space	1.29	Allocated site
Horrabridge	Walkham Meadows	HOR1	50% affordable housing	0.27	10 affordable units under construction
Horrabridge	New Park	HOR2	50% Affordable housing, open space	1.46	Allocated site
Mary Tavy	Warren Road	MTV2	Site for new primary school	1.35	Allocated site
Mary Tavy	Garage sites	MTV1	Housing, parking, open space	1.04	PP granted for part of site subject to S106.
M'hampstead	Thompson's Depot	MTN1	50% affordable housing	0.94	Allocated site

³ Total number of residential units with current planning permission (not commenced), minus historic non-implementation rate

⁴ Total number of residential units under construction (permissions commenced)

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

⁶ Total supply of specific deliverable sites in years 2016/17-2020/21. Includes, in part, units with current permission and units currently under construction.

Settlement	Site	Policy Ref	Use	Size (Ha)	Status (at August 2017)
M'hampstead	Forder Farm	MTN2	50% affordable housing	0.78	Allocated site
South Brent	Fairfield	SBR1	50% affordable housing	2.42	Application 1 of 2 submitted. (PP granted for 40 dwellings of which 14 will be affordable, 20 dwellings are complete)
Yelverton	Briar Tor	YEL1	50% affordable housing	0.95	PP approved for 32 units of which 11 are affordable (site has recently been sold).

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

	Blt 04/05	Blt 05/06	Blt 06/07 ⁷	Blt 07/08	Blt 08/09	Blt 09/10	Blt 10/11	Blt 11/12	Blt 12/13	Blt 13/14	Blt 14/15	Blt 15/16	Blt 16/17
Strategic estimated cumulative total ⁸	240	300	360	420	470	520	570	620	670	720	770	820	870
Built per year	99	110	136	89	90	48	82	44	41	49	69	36	53
Cumulative total	314	424	560	649	739	787	869	913	954	1003	1072	1108	1161

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

	Est 17/18	Est 18/19	Est 19/20	Est 20/21	Est 21/22	Est 22/23	Est 23/24	Est 25/26	Est 26/27
Strategic estimated cumulative total	920	970	1020	1070	1120	1170	1220	1270	1320
Built per year	50	50	50	50	50	50	50	50	50
Cumulative total	1211	1261	1311	1361	1411	1461	1511	1561	1611

⁷ In 2006/07 the opportunity has been taken to take stock of the housing completion data. The peak in 2006/07 is therefore due to the clearance of outstanding developments logged as “under construction,” in reality these dwellings were completed over the period 2001-2007.

⁸ This figure reflects that identified in the subsequently revoked Devon Structure Plan and Regional Spatial Strategy for the South West.

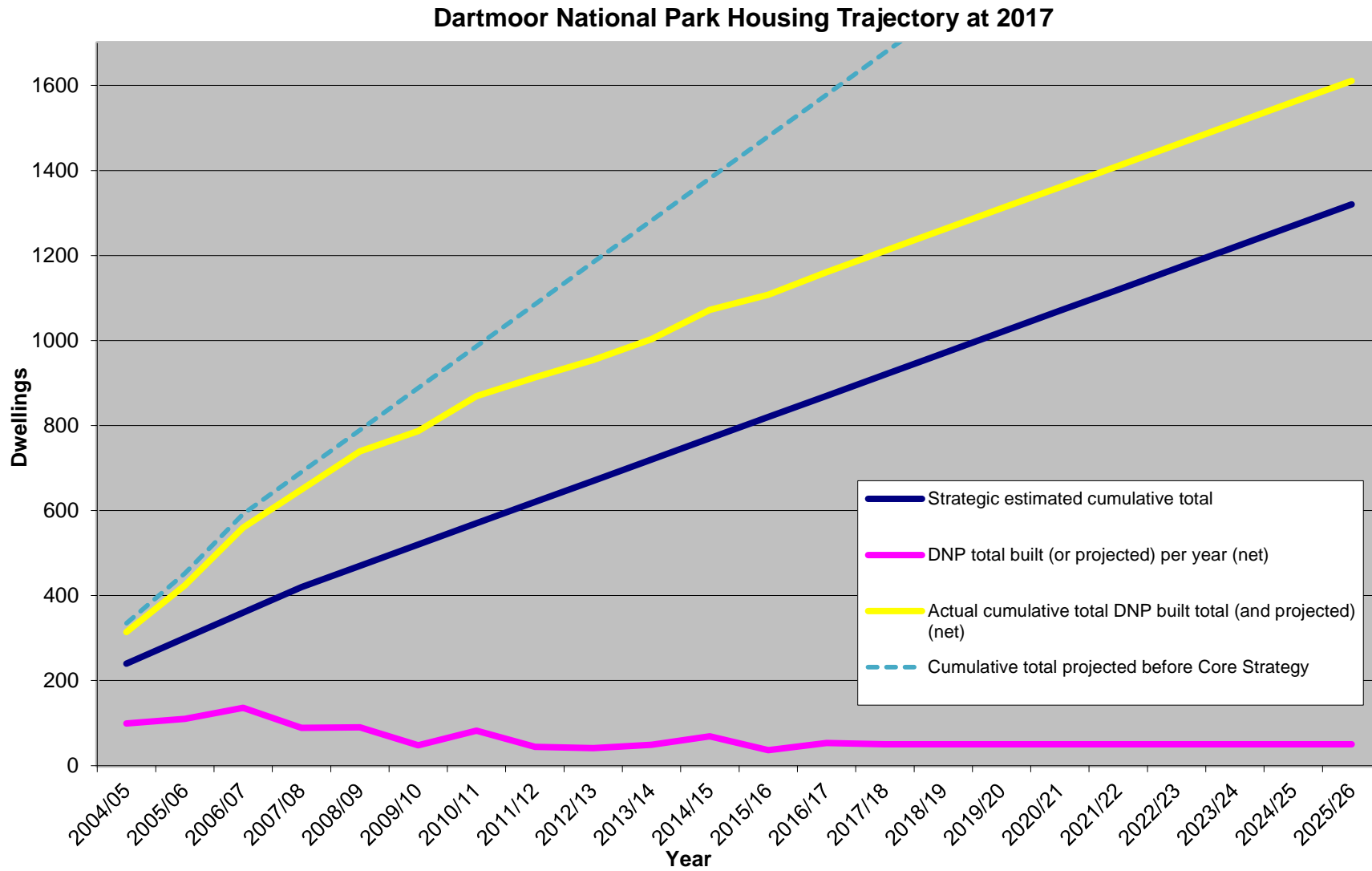


Figure 4: Dartmoor National Park Trajectory 2016/17

3.4.7 Demand for self-build sites on Dartmoor is high however there are limited opportunities for development We will continue to explore our delivery mechanisms for self-build and how we can support those interested, as well as better understanding the need of those who have joined the Dartmoor register, and whether they are local people, those seeking affordable need, or those seeking a new open market home in the National Park.

Number of people on the Right to Build Register	Number
Part 1 (without local connection)	119
Part 2 (with local connection*)	60
Total	179

*Local connection has been assessed on a Dartmoor wide basis.

3.4.8 Further details on this topic can be found [online](#).

3.5 Topic 4: Communities, Services and Infrastructure

3.5.1 What issues does this topic cover?

- Infrastructure
- Community services and facilities
- Telecoms
- Parking standards
- Highways
- Public rights of way

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

3.5.3 Community Planning

No. of Parishes engaged in Community Planning	No. of parishes
Preparing a Parish Plan	2 (4%)
Preparing a Neighbourhood Plan	9 (17%)
Adopted Neighbourhood Plans	0

3.5.4 Further details on this topic can be found [online](#).

3.6 Topic 5: Economy, Business and Leisure

3.6.1 What issues does this topic cover?

- New business
- Expansion of existing premises and sites
- Signs and advertisements
- Tourist accommodation
- Visitor attractions
- Visitor facilities and recreational development
- Horse related development
- Farm diversification

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

3.7 Topic 6: Minerals, Waste and Energy

3.7.1 Dartmoor National Park Authority is the Mineral and Waste Planning Authority for the area. Minerals and Waste operations within the National Park are limited however, and the Authority does not have a specialist minerals team like many authorities. The Authority does however work closely with the adjoining mineral and waste planning authority, Devon County Council, in particular with regard to evidence and [reporting](#).

3.8 Topic 7: Towns, Villages and Development Sites

3.8.1 What information or evidence do we need for this topic?

- Land Availability Assessment (LAA) (to be reviewed)
- Landscape Character Assessment (to be reviewed)
- Strategic Housing Market Need Assessment (SHMNA)
- Community services and facilities survey (during 2016)
- Housing Needs Assessment (parish level)

- 3.8.2 Information regarding the LAA is available [online](#). This is a technical exercise to help identify land that could have potential for housing, employment and gypsy and traveller uses. All local planning authorities carry out a LAA. It enables them to ensure there is enough land for new homes to meet the needs of the communities.
- 3.8.3 The Landscape Character Assessment was updated and published in 2017 and is available [online](#).
- 3.8.4 Dartmoor National Park is split between two SHMNA areas. As such we have two SHMNA reports, one for Plymouth published in 2013 and another for Exeter published in 2014/15. Both of these reports are available [online](#).
- 3.8.5 The community services and facilities survey is currently being undertaken with the help of Parish Councils. Results from this survey will inform our Settlement Profiles which will be available [online](#) for use by the community.
- 3.8.6 Housing needs assessments are completed at a Parish level for areas considering development of housing. These may be made available upon request.

Annex 1 – Application and Appeal Monitoring

The table below shows that the number of applications for planning permission determined by the Authority has remained at 620 in 2016/17 and 2015/16. The proportion of planning applications granted has increased slightly from 2015/16.

Planning Applications	2016/17	2015/16	2014/15	2013/14	2012/13
Granted conditionally	441 (71%)	425 (69%)	453 (68%)	353 (64%)	387 (71%)
Granted unconditionally	45 (7%)	41 (7%)	57 (9%)	61(11%)	50 (9%)
Refused	61 (10%)	64 (10%)	80 (12%)	58(10%)	66 (12%)
Withdrawn	73 (12%)	90 (15%)	80 (12%)	69(12%)	43 (8%)
Total	620	620	670	541	546

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

The number of appeals lodged in 2016/17 was 33 (compared with 32 in 2015/16 and 52 in 2014/15). The number allowed was 40% (compared with 30.7% in 2015/16, 30.5% in 2014/15, 26% in 2013/14 and 25% in 2012/13). This is above the Authority's target of 33% of appeals allowed. Along with timeliness of decision making, the number of appeals allowed is an informal indicator of Local Planning Authority performance monitored by government.

Annex 2 – Saved Policies

The following policies in the Minerals Local Plan remain saved.

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