Local Development Framework

Core Strategy & Development Management Policies

Sustainability Appraisal Scoping Report

June 2011
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Draft Sustainability Appraisal Scoping Report

1. Introduction

1.1. The Scoping Report
1.1.1. This scoping report represents the initial phase in establishing the National Park Authority’s framework for undertaking Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the Core Strategy & Development Management Policies DPD as part of the Exmoor National Park Local Development Framework (LDF).

1.1.2. The process of SA/SEA aims to promote sustainable development through better integration of sustainability considerations in the preparation and adoption of plans. Therefore the purpose of this document is to help ensure that the final SEA / SA addresses all significant issues of environmental, social and economic sustainability by ensuring that there is adequate provision for options and policies to be sufficiently evaluated during their development and prior to their implementation.

1.1.3. The Scoping Report therefore provides the following;
- A baseline characterisation of the National Park setting out the social, environmental and economic issues that face the area.
- A summary of relevant policies, plans, programmes and objectives which inform the LDF (this is set out in Appendix 1).
- The issues for which the National Park Authority is proposing to develop options (this will be refined further in the next stage of the appraisal process once the Initial Issues and Options Consultation is completed).
- Sustainable objectives for a combined SEA / SA appraisal framework which will form the basis for any further appraisals that the Authority has to undertake as part of the LDF.
- Appropriate monitoring indicators that meet the requirements of SA / SEA.

1.2. Sustainable Development
1.2.1. In 1987 the Brundtland Report published by an international group of politicians, civil servants and experts on the environment and development provided a key statement on sustainable development defining it as… “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. It established the notion of sustainable development and aimed to ensure that, politically, environment and development were discussed as a single issue.

1.3. National Park statutory purposes and duty
1.3.1. The statutory purposes of National Parks are set out under the National Parks and Access to the Countryside Act 1949, as amended by the Environment Act 1995, these are:
• to conserve and enhance the natural beauty, wildlife and cultural heritage (of the National Parks); and
• to promote opportunities for the understanding and enjoyment of the special qualities (of the National Parks) by the public.

1.3.2. In pursuing National Park purposes, National Park Authorities have a duty to “seek to foster the economic and social well-being of local communities within the National Park and shall for that purpose co-operate with local authorities and public bodies whose functions include the promotion of economic or social development within the area of the National Park”.

1.3.3. Furthermore Section 62 of the Environment Act also requires all relevant authorities to “have regard to the statutory purposes in exercising or performing any functions in the National Park and; if it appears that there is a conflict between those purposes, to attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area”.

1.4. UK Government Vision for National Parks
1.4.1. The revised 2010 National Parks Circular sets out a joint 2030 vision for National Parks which will help guide long-term planning and decision-making.

**Vision for the English National Parks and the Broads**

**By 2030 English National Parks and the Broads will be places where:**

• There are thriving, living, working landscapes notable for their natural beauty and cultural heritage. They inspire visitors and local communities to live within environmental limits and to tackle climate change. The wide-range of services they provide (from clean water to sustainable food) are in good condition and valued by society.

• Sustainable development can be seen in action. The communities of the Parks take an active part in decisions about their future. They are known for having been pivotal in the transformation to a low carbon society and sustainable living. Renewable energy, sustainable agriculture, low carbon transport and travel and healthy, prosperous communities have long been the norm.

• Wildlife flourishes and habitats are maintained, restored and expanded and linked effectively to other ecological networks. Woodland cover has increased and all woodlands are sustainably managed, with the right trees in the right places. Landscapes and habitats are managed to create resilience and enable adaptation.

• Everyone can discover the rich variety of England’s natural and historic environment, and have the chance to value them as places for escape, adventure, enjoyment, inspiration and reflection, and a source of national pride and identity. They will be recognised as fundamental to our prosperity and well-being.
1.4.2. Progress to meet the vision in the short term has focused on the achievement of key outcomes over the next 5 years, and are the Government’s priorities for National Parks:

<table>
<thead>
<tr>
<th>Key Outcomes</th>
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<tbody>
<tr>
<td>A renewed focus on achieving the Park Purposes</td>
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<tr>
<td>Leading the way in adapting to, and mitigating climate change</td>
</tr>
<tr>
<td>Secure a diverse and healthy natural environment, enhanced cultural heritage and inspiring lifelong behaviour change towards sustainable living and enjoyment of the countryside</td>
</tr>
<tr>
<td>To foster and maintain vibrant, healthy and productive living and working communities</td>
</tr>
<tr>
<td>Working in partnership to maximise the benefits delivered</td>
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</tbody>
</table>

1.5. National Policy:
1.5.1. **Securing the Future** (The UK Government Sustainable Development Strategy 2005) aims to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life for future generations.

Priorities for the UK:
- Sustainable consumption and production.
- Climate change and energy.
- Natural resource protection and environmental enhancement.
- Sustainable communities.

1.5.2. **Planning Policy Statement 1 – Delivering Sustainable Development** (2005 - subject to review) sets out the Government’s overarching planning policies on the delivery of sustainable development through the planning system.

1.5.3. Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:
- Making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life,
- Contributing to sustainable economic development,
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities,
- Ensuring high quality development through good and inclusive design and efficient use of resources, and
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

1.5.4. **Planning Policy Statement 12 Local Spatial Planning** (2008) outlines the policy approach for sustainability appraisals relating to local development documents. The sustainability appraisal (SA) has to incorporate the requirements of the European Directive on Strategic Environmental Assessment and should be undertaken with regard to guidelines defined in **A Practical Guide to the Strategic Environmental Assessment** (2006) and the **Plan Making Manual** (a live document which has been continually updated since 2008). The SA provides a sound evidence base and forms an important
integrative role in the Development Plan Document preparation. The SA should therefore influence the development of the plan and ensure that it is appropriate with regard to the evaluation of reasonable alternatives.

1.6. Regional Approach:
1.6.1. On 6th July 2010 the Secretary of State for Communities and Local Government announced the revocation of Regional Strategies with immediate effect. The Regional Spatial Strategy for the South West had almost reached the stage of adoption, and although policies can no longer be referred to, the evidence which informed the document is still relevant. The focus of the RSS was the desire to create a region that is more sustainable than it had been, with better balanced and more sustainable communities within it - endorsing the work of the Regional Sustainable Development Framework (RSDF).

1.6.2. The South West Sustainability Shaper (formerly the South West RSDF) has developed the South West’s Mission for Sustainability: “People in the South West of England choose to live, work and prosper within environmental limits, pursuing justice and well-being and valuing diversity and distinctiveness”.

1.7. Local Approach:
1.7.1. At a local level the Exmoor National Park Management Plan 2007-2012 published in July 2007 states that the purposes for which National Parks are designated (conserving and enhancing the natural beauty, wildlife and cultural heritage and promoting understanding and enjoyment of its special qualities) lie at the very heart of sustainability. A Strategic Environmental Assessment was also undertaken to ensure that land-use plans and programmes which were likely to have significant effects on the environment were subjected to a strategic level assessment of options and alternative courses of action during plan preparation.

1.7.2. The National Park Management Plan (NPMP) objectives and targets were appraised against six sustainability objectives:
   - Minimise consumption of natural resources.
   - Maintain and improve environmental quality and assets.
   - Provide access to meet people’s needs with least damage to communities and the environment.
   - Develop the economy in ways that meet people’s needs.
   - Support communities that meet people’s needs.
   - Improve health.

1.7.3. The appraisal found that many of the targets and objectives within the NPMP would support the sustainability objectives, but there were few which supported community needs; this aspect was stated as the focus of the Exmoor National Park Local Development Framework (LDF).

1.7.4. The NPMP focuses upon delivering a sustainable future for Exmoor, and therefore fundamental objectives and targets developed within the plan underpin the ‘key challenges’ to achieve this long term aim, these are:
   - Enhancing Exmoor’s special qualities.
- Achieving a sustainable economy and thriving community.
- Responding to climate change.
- Achieving accessibility and enjoyment for all.

1.7.5. These significant aspects of the NPMP will provide a strategic baseline for this sustainability appraisal scoping report and inform the development of the sustainability objectives and overall objectives for the LDF.

1.7.6. As part of Exmoor National Park’s central role, the National Park Authority has a duty to prepare a National Park Management Plan and review the Plan at least every 5 years. The National Park Management Plan is the key mechanism for focussing and co-ordinating effort to achieve the purposes for which the National Park was designated. The figure below demonstrates the central role of the National Park Management Plan in relation to other plans and strategies affecting the National Park.

![Figure 1: Illustrating the central role of the Exmoor National Park Management Plan](image)

1.8. **The Exmoor National Park Local Development Framework**

1.8.1. Exmoor National Park Authority is the local planning authority for Exmoor National Park. Approximately two thirds of the National Park lies in Somerset within West Somerset District, and one third in Devon within North Devon District. The Planning & Compulsory Purchase Act 2004 made major changes to the planning system through the introduction of Local Development Frameworks (LDFs). These changes aim to make planning a more responsive and flexible system which will deliver sustainable development and meet the needs of communities.

1.8.2. The first Development Plan Document (DPD) to be prepared as part of the LDF is the Core Strategy and Development Management Policies DPD (see diagram below).
1.8.3. This DPD will set out Exmoor National Park Authority's spatial vision and overarching objectives, including those for minerals and waste, together with targets for the development of affordable housing and brownfield land. The development management policies will provide criteria which will guide decisions on planning applications and appeals. This DPD (and the accompanying Sustainability Appraisal) will be the central plank of the Local Development Framework for the development and use of land within Exmoor National Park, which take account of environmental, economic and social issues, as well as the wise use of resources.

1.8.4. The LDF will address a wide range of matters which affect the way land is used. The National Park Authority in developing policies for the development and the use of land within the National Park will need to bring together and integrate them with other policies and programmes which can shape the nature of places on Exmoor and how they function. The National Park Management Plan and the Sustainable Community Strategies produced by the Local Strategic Partnerships of West Somerset and North Devon Districts.
contain important objectives which will influence the priorities and objectives of documents within the LDF, in addition to other plans and programmes within the LDF evidence base.

1.8.5. The local development documents (LDDs) within Exmoor National Park LDF will replace the Exmoor National Park Local Plan 2001 – 2011. These LDDs, once adopted will provide policies and guidance to manage development within the National Park whilst having due consideration to national planning policy.

2. **Sustainability Appraisal Approach**

2.1. **What is a sustainability appraisal and SEA?**

2.1.1. A sustainability appraisal (SA) is a statutory process required by the Planning and Compulsory Purchase Act 2004; and will assess the economic, social and environmental sustainability of local development documents within the Local Development Framework. To avoid the production of a separate document, and to prevent any overlap of information, the SA will also incorporate the requirements of the European Directive on Strategic Environmental Assessment (SEA), but widens the scope to include economic and social considerations. Similarly, the SA Scoping Report incorporates the preliminary requirements of the Habitats Regulations with other assessments such as Equality Impact Assessment and Health Impact Assessment.

2.1.2. The SA is based on an ‘objectives-led’ approach, where a series of sustainability objectives are developed in order to meet the key principles for sustainable development whilst pursuing the purposes of the National Park.

2.1.3. The SA will perform an essential role in providing a sound evidence base for the plan and will inform the preparation of the plan through the comprehensive evaluation of alternative options. It is therefore a robust tool which is central to proving to both decision-makers and the public that the plan and the policies therein are the most appropriate and sustainable, with regards to the alternatives presented. The SA is an integral part of the plan preparation and is therefore developed in parallel with the plan.

2.2. **Requirements of a Sustainability appraisal and SEA**

2.2.1. Guidelines have been produced to assist in meeting the requirements for SA/SEA in the following documents:

- *Sustainability Appraisal Advice Note* (2010) produced by the Planning Advisory Service (PAS)

2.2.2. The SEA Directive emphasises the need for the following tasks when undertaking the SA (incorporating SEA requirements):
- **Collecting** and presenting environmental baseline data, including the main environmental characteristics of the area, environmental protection objectives and any existing environmental problems.
- **Predicting** ‘significant environmental effects’ of the plan on issues such as biodiversity, human health, natural resources, cultural heritage etc. and addressing these through the preparation of the plan.
- **Identifying** the reasons for selecting alternatives and their effects.
- **Consulting** authorities with environmental responsibilities and the public, and ensure an early and effective opportunity for consultation.
- **Monitoring** the significant environmental effects of the plan during its implementation.

2.2.3. When preparing a development plan document (DPD) the SA should be undertaken at key stages in the process – these stages are listed below with the key requirements for the SA:

<table>
<thead>
<tr>
<th>DPD</th>
<th>SA</th>
<th>Comments</th>
</tr>
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<tbody>
<tr>
<td>EVIDENCE BASE</td>
<td>SCOPING REPORT</td>
<td>• Set the sustainability objectives and develop the baseline.</td>
</tr>
<tr>
<td>OPTIONS GENERATION</td>
<td>SA OF OPTIONS/ DRAFT PLAN/ PRE-SUBMISSION PLAN</td>
<td>• Consult on the scope of the SA.</td>
</tr>
<tr>
<td>DRAFT PLAN</td>
<td></td>
<td>• Consultation on each key stage of the plan with the SA.</td>
</tr>
<tr>
<td>PRE-SUBMISSION PLAN</td>
<td>SA REPORT</td>
<td>• Set out how the appraisal was undertaken and how options were assessed and taken forward.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Consult on the final stage of the plan.</td>
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</tbody>
</table>
2.2.4. This scoping report sets out a series of topics to provide a framework for producing the SA. Each topic provides available baseline evidence compiled from plans, policies and programmes at an international, national, regional and local level. However, as the National Park boundary splits parishes and lies within two different counties, it is not always possible to obtain the most relevant information for the National Park area and there may be some evidence gaps.

2.2.5. For each topic a series of sections are presented in order to develop sustainability objectives and complete the Scoping Report:

- A list of policies, plans, programmes etc reviewed.
- Conclusions of the policy context review.
- Cross-reference to other topics in the scoping report (many topics include cross-cutting issues that may be addressed in other topic areas)
- Situation Now.
- Situation Without the Plan.
- Key Issues Identified.

2.2.6. The broad range of topics identified are informed by the PAS guidance and present a robust baseline to inform the SA framework

- Air & water quality
- Biodiversity & green infrastructure
- Climate change adaptation & flood risk
- Climate change mitigation & energy
- Community & wellbeing
- Economy & employment
- Historic environment
- Housing
- Land
- Landscape
- Coast
- Transport

2.3. Integrating the SA with other assessment requirements:

Equality Impact Assessment (EqIA) and Health Impact Assessment (HIA)

2.3.1. The SA Scoping Report provides the opportunity to include assessments which also require consideration in the plan-making process. The information requirements of both the EqIA and HIA are included in chapter 7 Community & Wellbeing. The processes for both types of assessment will follow that of the SA to ensure that the plan will be assessed at all stages.

2.3.2. The Equality Act came into force on 1st October 2010 and brought together previous discrimination laws under one piece of legislation.

2.3.3. The Equality Impact Assessment is a legal requirement and as an integral part of policy development, helps to improve policies and strategies for the whole community. The assessment is based on the Equality Framework for
Local Government\(^1\) which was prepared before the new Act came into force – however the EqIA will have regard to the implications of the new Act.

2.3.4. The Equality Act protects people from discrimination on the basis of ‘protected characteristics’:
- disability,
- gender reassignment,
- pregnancy and maternity,
- race – this includes ethnic or national origins, colour and nationality,
- religion or belief,
- sex, and
- sexual orientation.

The Act also includes a prohibition on age discrimination in services and public functions.

2.3.5. The assessment is based on the Equality Framework for Local Government\(^2\), which also states that the 10 dimensions of equality should also be considered along side the more familiar ‘protected characteristics’ listed above. These dimensions are:
- Longevity – including avoiding premature mortality.
- Physical security – including freedom from violence and physical or sexual abuse.
- Health – including well-being and access to high quality healthcare (also see HIA below).
- Education – including being able to be creative, to acquire skills and qualifications and having access to training and life-long learning.
- Standard of living – including being able to live with independence and security.
- Productive and valued activities – such as access to employment, a positive experience in the work place, work-life balance etc.
- Individual, family and social life – including self-development, having independence and equality in relationships and marriage.
- Participation, influence and voice – including participation in decision making and democratic life.
- Identity, expression and self-respect – including freedom of belief and religion.
- Legal security – including equality and non-discrimination before the law.

2.3.6. The EqIA must be completed before the implementation of a policy or strategy. The initial information gathering stage for these equality target groupings are included within chapter 7.

2.3.7. The Health Impact Assessment is an outcome of the Government White Paper ‘Choosing Health’ 2004, and ensures that health and wellbeing are key considerations in policy documents. The policies in the plan document will have some connections to health – particularly those on sustainable

\(^1\) http://www.idea.gov.uk/idk/core/page.do?pageId=9491107
\(^2\) http://www.idea.gov.uk/idk/core/page.do?pageId=9491107
development and environment. A broad approach to health and wellbeing will need to be taken to assess the potential health impacts of future policy proposals.

2.3.8. The three main questions which need to be answered throughout the plan-making process are:

A. Are the potential positive and/or negative health and well-being impacts likely to affect specific sub groups disproportionately compared with the whole population?

B. Are the potential positive and/or negative health and well-being effects likely to cause changes in contacts with health and/or care services, quality of life, disability or death rates?

C. Are there likely to be public or community concerns about potential health impacts of this policy change?

2.3.9. The initial evidence gathering stage of the HIA, is included within this document (chapter 7), to ascertain potential health and wellbeing impacts based on 2007 guidance produced by the Department of Health.

2.4. Consultation approach

2.4.1. Consultation on this document will help to ensure that the SA/SEA is comprehensive, robust and adequate to support the assessment of Local Development Documents during the later stages of the full public consultation and examination. In accordance with the requirements the three statutory bodies have been consulted:

- Environment Agency
- English Heritage
- Natural England

2.4.2. In addition, a range of other organisations have also been consulted, including:

- English National Park Authorities Association (ENPAA)
- Council for National Parks
- Government Office for South West
- Devon County Council
- Somerset County Council
- North Devon District Council
- West Somerset Council

2.4.3. Full public consultation is not necessary at this stage of SA / SEA process, although this scoping report was made available to the wider community through the Exmoor National Park website at www.exmoor-nationalpark.gov.uk. All contacts on the LDF mailing list were informed of the availability of the scoping report, and paper copies were available on request.

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http://www.dh.gov.uk/en/Publicationsandstatistics/Legislation/Healthassessment/Browsable/DH_075622
3. **Air Quality & Water Resources**

3.1. **Policies, plans, programmes etc reviewed**
- Water Framework Directive
- PPS23: Planning & Pollution Control.
- Code for Sustainable Homes.
- Securing the Future.
- Protecting our Water, Soil and Air.
- Catchment Abstraction Management Strategies (Exe, West Somerset Streams and Taw & North Devon Streams) – Environment Agency.
- Strategic Sustainability Assessment (South West RSS – Proposed Changes).
- Habitat Regulations Assessment (South West RSS – Proposed Changes).
- Devon Local Transport Plan 2006 – 2011.
- West Somerset Air Quality Report 2009.
- South West Sustainable Land Use Initiative – Exmoor National Park Authority.
- National Parks Circular 2010

3.2. **Conclusions**

3.2.1. **Air Quality:** The Government’s **Air Quality Strategy** (2007) sets out plans to improve and protect air quality in the UK. Local authorities such as West Somerset and North Devon district councils have statutory duties for local air quality management (LAQM) under the Environment Act 1995. They are required to carry out regular reviews and assessment against eight of the national objectives. Where it is found that objectives are unlikely to be met, local authorities must designate air quality management areas (AQMAs) to tackle the problem. No AQMAs have been designated within these districts.

3.2.2. All the plans, policies and programmes reviewed above emphasise the need to be aware of potential impacts arising from future development which may impact on local air quality and possibly lead to impacts on human health and sensitive habitats such as Exmoor’s heathland and oak woods. However, overall, local air quality is influenced by pollution-laden prevailing winds from areas outside the National Park including mainland Europe.

3.2.3. **Water:** This topic primarily deals with water in terms of quality and availability as a resource. The Environment Agency measure water quality by assessing the percentage of river length that has good biological and chemical status. Poor water quality in the south west is often the consequence of:
- diffuse pollution from agricultural activities;
- diffuse and point source pollution from disused mines;
- point source pollution from water industry sewage works; and
- physical modification of water bodies.

3.2.4. Water resources within the National Park may come under pressure from future housing development outside the National Park in towns surrounding Exmoor, such as Taunton and Barnstaple. The issue of increased abstraction impacting on Special Areas of Conservation within the National Park was raised in the Habitats Regulations Assessment during the preparation of the RSS. The impacts of climate change are likely to add to water resource pressures (see Climate Change Adaptation and Flood Risk for further information).

3.2.5. The EU Water Framework Directive (WFD) came into force in December 2000 and has regard to the protection, improvement and sustainable use of Europe’s freshwater systems and coastal waters. The WFD was transposed into UK law in 2003 – the implementation timetable sets out that member states must aim to reach good chemical and ecological status for inland and coastal waters by 2015. To meet WFD objectives the Environment Agency have produced a series of River Basin Management Plans (RBMPs) that set out a programme of measures for protecting and improving the water environment. This includes a River Basin Management Plan for the South West River Basin District – based on river catchment areas. Actions arising from the RBMP which are relevant to local planning authorities include:

- Ensure that planning policies in Local Development Documents take into account the objectives of the South West River Basin Management Plan.
- Aim to reduce the physical impacts of urban development in artificial or heavily modified waters, to help waters reach good ecological potential.
- Promote the use of sustainable drainage systems in new urban and rural developments where appropriate, and retrofit in priority areas including highways where possible.
- Encourage sustainable water management such as water efficiency measures, by builders and developers.
- Ensure the requirement for Water Cycle Studies are set out in the RSS and policies so they are undertaken for all growth areas by 2012 and recommendations included in Local Development Documents.

3.2.6. Future Water sets out the Government’s water strategy for England in order to achieve improved water quality and sustainable use of water resources by 2030, whilst managing risks from flooding and coastal erosion. The aim is to ensure forward planning in the water sector so that it is resilient to the challenges presented by the impacts of climate change and population growth in the future. Local planning authorities can influence water demand through policies which promote water efficiency and systems such as rainwater harvesting and grey water recycling – this may be achieved through setting higher levels of building sustainability than nationally set standards through building regulations, depending on local circumstances i.e. rate of housing growth and demand for water resources.

3.2.7. The Code for Sustainable Homes (2006) now uses a water efficiency calculator as part of the assessment methodology for new housing. For homes built to code-level 3/4 the maximum consumption of potable water is set at 105 litres of water per person per day – all new affordable housing from April 2010 has to be constructed to code
level 3, whereas grant funded affordable housing should be constructed to code level 4.

3.2.8. The Environment Agency has also produced Catchment Abstraction Management Strategies (CAMS) which are strategies for the management of local water resources. They assess how much water is available within catchments and introduce the mechanism for time-limited licences for abstraction in order to safeguard water resources in the face of pressures highlighted in the Future Water document. The area covered by South West Water (North Devon area of the National Park) has been identified as having ‘moderate’ levels of water stress whereas the Wessex Water area (West Somerset area of the National Park) is considered to have ‘low’ levels of water stress – see map below. Three CAMS cover the National Park area: Exe, Taw & North Devon Streams, and West Somerset Streams.

3.2.9. EXE CAMS (2007): the availability of water in the unit area, including the National Park area for the Exe catchment, is determined by the operation of Wimbleball reservoir – for public water supply to Somerset and Wiltshire; to release water to the River Exe when flows are low to allow the continuation of water abstractions further along the river; and to maintain high water quality. In addition water can be pumped from the Exe back up to the reservoir during the winter to ensure it is full for the following year. The unit area has been assigned a resource availability status of ‘no water available’ at low flows. In assessing the impact of new abstraction licences on the environment, the requirements of the Birds and Habitats Directives will need to be taken into account through the licensing process.

3.2.10. TAW & NORTH DEVON STREAMS CAMS (2006): the CAMS area includes the catchments of the East and West Lyn and Heddon River within the National Park which are three separate water management resource areas. The status of each of these units is ‘water available’. New licences for abstraction are likely to be issued for each of these unit areas – in the East Lyn and Heddon units the strategy is to move towards (but not into) a status of ‘no water available’ at low flows. A review will be undertaken of consents which may affect Natura 2000 sites designated under the Birds and Habitats Directives.

3.2.11. WEST SOMERSET STREAMS CAMS (2007): the CAMS area in the National Park stretches from Foreland Point to Monksilver and includes Hawkcombe Stream, Horner Water, River Avill and the Washford River. The strategy for Hawkcombe Stream is to remain at ‘water available’. The availability of water in the River Avill remains at ‘no water available’. Horner Water is influenced by Nutscale Reservoir (a small public water supply source) and remains at ‘over-licensed’ – the effect of the reservoir on the watercourse is due to be investigated. New abstraction licences are likely to be issued in all 3 units with limiting/stopping conditions when the watercourse is at low flow. The Washford River will also remain at ‘over-licensed’ – however the abstraction quantity for the Paper Mill in Watchet has been reduced – any new licences are likely to have restrictive conditions.

3.2.12. The EA report Better Sea Trout and Salmon Fisheries states that fish are one of the best indicators of a healthy water environment, and that this is recognised by the Water Framework Directive. In River Basin Management Plans, all rivers will be classified in terms of priority of work for sea trout and salmon.
3.2.13. The report South West Housing Grown and Water Supply 2005 – 2030 was produced by the Environment Agency as evidence to inform policies in the Regional Spatial Strategy. This study focused upon the likely scale of housing growth on a District Council level across the region and the potential impact on the water supply-demand balance. The report emphasises that the Habitats and Birds Directives require sites to achieve favourable condition by 2010, with similar targets in place for Sites of Special Scientific Interest – to achieve these targets it is noted that abstractions may need to be reduced. In the Wimbleball water supply zone it is assumed that there will be an approximate balance between supply and demand to 2030, whereas in the Wessex West zone a deficit is forecast to occur from 2029/30 – options include 21% water efficiency in conjunction with other measures such as leakage control, retrofit existing households and waste minimisation for industrial/commercial uses (see maps below). However, the revocation of the Regional Spatial Strategies has caused some uncertainty regarding the future delivery of housing in the south west – until districts have made clear their approach for the future delivery of housing growth for the forecast for water supply and demand remains uncertain.

Map 3.1: Water Supply Zones
Map 3.2: Areas of relative water stress (Environment Agency)
3.3. Cross-reference with:
3.3.1. Climate change mitigation, climate change & flood risk, biodiversity, land and coast.

3.4. Situation Now
3.4.1. Air Quality: There are no air quality monitoring stations within the National Park area, although air quality is generally thought to be good. However, national surveys show that ground level ozone levels on Exmoor can occasionally reach very high levels during certain atmospheric conditions and can exceed European guidelines.
3.4.2. Some Exmoor habitats are sensitive to acidification with critical load exceedences that can arise from relatively low levels of some pollutants (oxides of sulphur and nitrogen) which cause acid rain. An Environment Agency and English Nature assessment in 2006 indicated that overall nitrogen deposition exceeds the maximum critical loads for blanket bog and old sessile oak woods on Exmoor – indicating that these features may be at high risk from air pollution sources. Critical loads are the maximum amount of pollutants that ecosystems can tolerate without being damaged. Exmoor Heaths Special Area of Conservation (SAC) is particularly vulnerable to increased acid deposition.

3.4.3. The main pollutants in West Somerset arise from the transport sector, for example nitrogen dioxide emitted from cars and heavy goods vehicles. Per capita emissions of CO\(_2\) in West Somerset (2.87 tCO\(_2\)) are the seventh highest in the South West of England (Defra, 2006). A large proportion of these emissions come from the housing / domestic sector (26%, Defra 2006). Within this sector 60% of the energy use comes from electricity, a consequence of large parts of the area not on mains gas (West Somerset Housing Strategy, 2009). Without gas to many residential properties, domestic heating oil and solid fuel/biomass forms a significant proportion of energy use for heat.

3.4.4. According to the CO\(_2\) (2006) by end user dataset (www.naei.org.uk) the 1km x 1km grid square with the highest emissions from domestic oil and solid fuel use occurs in Dulverton, closely followed by Porlock. It can be seen from the above that the Dulverton and Porlock parishes will be areas at highest risk of raised PM10 emissions from the burning of biomass and solid fuel (and SO2 emissions, see later) - these areas are not on mains gas. A desktop analysis concluded that combined impacts will not exceed the PM\(_{10}\) objective for these settlements, but it was suggested that additional housing survey data on primary heating systems is needed to be able to assess the impact of increased uptake of biomass heating systems and give reassurance that these more carbon friendly systems do not have a detrimental impact on human health.

3.4.5. Traffic levels within the National Park increase through the main visitor period leading to increased traffic pollution during the summer months. The Annual Average Daily Traffic (AADT) count for the past 5 years has remained relatively stable with reduced traffic numbers in some locations – although it is recognised that this may be attributable to lower visitor numbers due to unseasonable weather through consecutive summers. Opportunities for experiencing Exmoor via public transport have been increased through the provision of seasonal bus services and demand responsive transport such as the Moor Rover.

3.4.6. It is not expected that national air quality standards are generally exceeded and therefore no further detailed data is required for the assessment process.

3.4.7. Water: The sources of the majority of Exmoor’s streams and rivers are generally on the high moors – the principal rivers are shown in the Climate Change & Flood Risk topic. A large area of the National Park forms part of the Exe river catchment which is drained by the Exe and its main tributary the Barle. The North Devon area of the National Park formed by the catchments of a series of shorter streams and rivers draining north into the Bristol Channel – including the East and West Lyn and Heddon
rivers. In the remaining West Somerset area of the National Park the streams are typically steep and fast flowing, draining from the upland areas of Exmoor into the Bristol Channel and include Hawkcombe Stream, Horner, Aller, Aville, and Washford rivers.

3.4.8. The East Lyn, Exe and Barle are particularly important for salmon spawning, and the River Barle is designated as a SSSI as it is considered the best example in the UK of an upland acidic stream grading into a richer river over sandstone.

3.4.9. Surface waters including river quality within the National Park is generally very good with the majority of river length assessed achieving grade A for biology and chemistry in 2008. Although, not all river length is assessed during the monitoring period, the results do give an indication of the good health of the Exmoor rivers. There are few pollution incidents and such risks can arise from slurry/manure spillages and agricultural run-off.

<table>
<thead>
<tr>
<th>River Quality – Exmoor National Park</th>
<th>2008: 100% of assessed river length graded as A (very good) in terms of chemistry.</th>
<th>% of river length assessed for chemistry: 68%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2008: 75% of assessed river length graded as A (very good) and 25% graded as B (good) in terms of biology.</td>
<td>% of river length assessed for biology: 57%</td>
</tr>
</tbody>
</table>

3.4.10. The landscape scale project Mires on the Moors (for further information see Climate Change Adaptation and Flood Risk) is a using a partnership approach to restore areas of upland blanket bogs and mires on Exmoor and Dartmoor. The project will help to: re-establish natural flows of Dartmoor and Exmoor streams and rivers, improve their ecology and increase the resilience of the ecosystem to the effects of climate change. The project has so far rewetted over 300ha of moorland through blocking 50km of ditch with over 4300 dams made from bales of natural moorland vegetation, wood and peat. Another possible 150 damaged peatland sites have been identified from old aerial photographs, covering an area over 2000ha. However, these sites require assessment and negotiations with landowners before restoration can take place (see map below for further detail).

3.4.11. The emphasis is therefore on maintaining a high quality of water running off Exmoor and a longer term issue of maintaining river flows at periods of low rainfall (e.g. by rewetting the peatland areas) and managing water higher up the catchment.

3.4.12. **Evidence Gaps:** There is no specific data for water use within the National Park as evidence is usually at a district or water company area level. Some properties in more remote areas are dependent on private water supplies - from springs, wells and boreholes, where access to public water supplies is too expensive to connect due to distance.
3.5. **Situation Without The Plan**

3.5.1. **Air Quality:** Without active intervention through the Core Strategy the situation will largely remain the same. It will be important to recognise the benefits of improving air quality through active interventions that promote: planting woodland, reducing the need to travel, implementing renewable energy schemes and improving energy efficiency through sustainable construction.

3.5.2. Without the plan the aims of meeting the Water Framework Directive objectives through River Basin Management Plans are still likely to be achieved through current projects such as Mires on the Moors, and further land management and biodiversity projects undertaken by the Authority’s Conservation and Land Management team. However, the plan can include policies which set out water efficiency measures in new development and the use of sustainable urban drainage systems (including the retrofitting of such measures).

3.6. **Key Issues Identified**

- Maintaining and improving the quality of air and water on Exmoor.
- Minimising agricultural run off and pollution events into Exmoor’s water courses which generally have exceptional water quality.
- Restoring further areas of upland blanket bogs and mires to re-establish natural flows of Exmoor streams and rivers, improve their ecology, and increase the resilience of these ecosystems to the effects of climate change.
Map 3.3

Peat Cuttings and Peat Ditches on Exmoor

The Exmoor Mine Restoration Project
4. Biodiversity & Green Infrastructure

4.1. Policies, plans, programmes etc reviewed

- EU Wild Birds Directive.
- EU Habitats Directive.
- PPS9 – Biodiversity & Geological Conservation.
- Climate change and biodiversity adaptation: the role of the spatial planning system.
- A Strategy for England’s Trees, Woods and Forests
- Code for Sustainable Homes.
- Securing the Future.
- South West Biodiversity Implementation Plan.
- The South West Nature Map.
- National Parks Circular 2010
- Defra Guidance on the improved Local Biodiversity Indicator (NI197) – 2008.

4.2. Conclusions

4.2.1. All the plans, policies and programmes reviewed above emphasise the need to preserve biological diversity through conservation and enhancement, and highlight the positive benefits of the environmental services provided by ecosystems. The European Bird and Habitat Directives ensure that plans have regard to bird species which are rare or vulnerable (internationally, nationally and locally) and the habitats which support them, and ensure that development does not impact upon protected areas such as Special Areas of Conservation (SACs). Strategies and policies should also promote the positive management of the landscape to support the SAC network.

4.2.2. The first statutory purpose of the National Parks is to “conserve and enhance the natural beauty, wildlife and cultural heritage of the area” which the National Park Authority has a key role in overseeing and implementing, while all government ministers, local authorities, other public bodies and statutory undertakers are required by law to have regard to this purpose when exercising their functions within the National Park.

4.2.3. A Biodiversity Strategy for England was published in 2002 and includes the broad aim that development should have minimal impacts on biodiversity and
enhance it wherever possible. The subsequent PPS9 on Biodiversity and Geological Conservation states that the Government’s objectives for planning include ensuring that biodiversity, geodiversity and green infrastructure are maintained, enhanced, restored or added to so that policies and decisions about the development and use of land promote opportunities for a natural and healthy environment. The Exmoor National Park Biodiversity Action Plan (BAP) aims to increase Exmoor’s biodiversity, targeting nationally and locally valued species and habitats.

4.2.4. Threats to biodiversity highlighted by the reviewed documents include: effects of climate change, air/water pollution, fragmentation of habitats, land use changes and land management changes. National Park Management Plan objectives for wildlife address the improvement of the diversity, range and condition of important habitats and increasing/maintaining populations of valued native wildlife species. A continued northwards migration of species is predicted. The isolation of semi natural habitats is likely to lead to a loss of species at the southern limit of their range while species at or near the northernmost limit of their range are likely to increase.

4.3. **Cross-reference with:**
4.3.1. Air quality, climate change adaptation and flood risk, climate change mitigation and energy, economy and employment, land, landscape and water.

4.4. **Situation Now:**
4.4.1. The National Park has two Special Areas of Conservation which are designated to protect the distinctive wildlife which can be found in these specific habitats – these are Exmoor Heaths SAC and Exmoor & Quantock Oakwoods SAC. Together these areas cover around 12,600 ha of Exmoor which are also nationally recognised Sites of Special Scientific Interest (SSSIs). There are 18 SSSIs on Exmoor and 3 National Nature Reserves. The total area of the National Park designated by UK and European law to protect wildlife is 19,300 ha (28% of the National Park). Overall 92.2% of SSSIs on Exmoor are in ‘favourable’ or ‘unfavourable recovering’ condition, and on land owned by the National Park Authority this figure is now almost at 100% (against a national target of 95% by 2010).

4.4.2. Exmoor also supports 500 Local Wildlife Sites (formerly known as County Wildlife Sites), which are sites of substantive nature conservation value. Although they do not have any statutory status, many are equal in quality to the representative sample of sites that make up the series of statutory SSSIs. National Indicator 197 measures the performance of local authorities for biodiversity by assessing the implementation of positive conservation management of Local Wildlife Sites. The indicator relates to the influence local authorities have on Local Wildlife Sites systems and the measures and procedures involved in ensuring effective conservation management is introduced to, and acted upon, by Local Wildlife Site owners and managers.
Wildlife Designations - Exmoor National Park

Map 4.1

Planning & Community
4.4.3. The Exmoor moorlands cover just over a quarter (18,300 hectares) of the National Park, and are internationally important in terms of their upland, coastal heath and blanket bog biological communities. The 2008 Exmoor Moorland Breeding Bird Survey showed Exmoor to currently hold nationally important populations of nightjar, whinchat, stonechat, grasshopper warbler and Dartford warbler, and regionally significant numbers of merlin. They also support nationally important populations of heath and high brown fritillary butterflies.

4.4.4. Farmland provides a series of important habitats in the National Park particularly less intensively used farmland such as unimproved meadows and pastures.

4.4.5. Exmoor has around 8400ha of woodland (around 12% of the National Park area), about half of which is broadleaved. Around 2000ha is classified as ancient semi-natural woodland – usually the most important for wildlife – and 3 woodland areas have been designated as National Nature Reserves (Tarr Steps, Horner Wood and Hawkcombe Wood). Notable wildlife species on Exmoor include all 16 species of British bats that live in woodlands and surrounding habitats, and in the coastal woodlands, rare endemic species of whitebeams are found. Exmoor's upland oak woodlands also support important populations of woodland migrants such as wood warbler, redstart and pied flycatcher and assemblages of rare mosses and lichens. The Forestry Commission designated Exmoor and the Exe Valley as one of only four Ancient Woodland Priority Areas in the South West.

4.4.6. Exmoor has some of the most unspoilt stretches of coast in England and is nationally important for wildlife – some lichen and bryophyte communities which have developed are of international importance. A salt marsh has become well established following a breach of the shingle ridge at Porlock Bay.

4.4.7. The high quality condition of rivers and streams on Exmoor support a wide variety of plants and animals, including several internationally rare mosses and liverworts. The River Barle is a SSSI as it is considered the best example in Britain of an acidic upland stream.

4.4.8. Exmoor's important habitats (from the Exmoor National Park Biodiversity Action Plan) include:
   - **International importance**: blanket bog, upland heath, lowland heath (including coastal heath), upland oakwoods, parkland and ancient trees, and marshy grassland.
   - **National importance**: valley mire flushes and runnels, marshy grassland (some types), upland rivers and streams, sea cliffs and inland rock exposures, and bracken and scrub.
   - **Regional importance**: dry unimproved grassland, hedgebanks and verges, and shingle and grazing marsh.
   - **Other importance**: reservoirs and ponds, plantation forests.
4.4.9. There are many rare species on Exmoor and the BAP mentions 118 species as being ‘important’ – 33 of which have been identified as ‘key’ species meriting special attention for their conservation. Many species that occur on moor and heath have suffered substantial decline in recent years and a better understanding of factors affecting breeding success will be required to prevent the loss of species such as curlew and snipe.

<table>
<thead>
<tr>
<th>Exmoor’ Key Species</th>
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<tbody>
<tr>
<td>Sandy stilt puffball</td>
</tr>
<tr>
<td>Ballerina waxcap fungus</td>
</tr>
<tr>
<td>Lungwort lichens – four species</td>
</tr>
<tr>
<td><em>Schismatomma graphoides</em> – a woodland lichen</td>
</tr>
<tr>
<td><em>Bryum gemmiparum</em> – an aquatic moss</td>
</tr>
<tr>
<td>Whitebeams – three species unique to Exmoor</td>
</tr>
<tr>
<td>Greater broomrape</td>
</tr>
<tr>
<td>Greater burnet</td>
</tr>
<tr>
<td>Cranberry</td>
</tr>
<tr>
<td>Wood ant</td>
</tr>
<tr>
<td>Hornet robber fly</td>
</tr>
<tr>
<td>Stag beetle</td>
</tr>
<tr>
<td>Scarce blackneck moth</td>
</tr>
<tr>
<td><em>Aphelia unitana</em> – a woodland micro moth</td>
</tr>
<tr>
<td>High brown fritillary butterfly</td>
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<tr>
<td>Heath fritillary butterfly</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Species/Habitat</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bryophyte and lichen surveys – 2007/08.</td>
<td>Results and recommendations from these surveys are being used to guide woodland management work.</td>
</tr>
<tr>
<td>Crayfish survey (2010 onwards).</td>
<td>A co-ordinated signal crayfish survey of the rivers Exe and Barle. The results of the survey will be used to inform a brief study into the effects of signal crayfish on river ecology (including native white-clawed crayfish).</td>
</tr>
<tr>
<td>Woodland bird surveys 2008 and 2009.</td>
<td>Results being analysed by RSPB.</td>
</tr>
</tbody>
</table>
### Species/Habitat & Outcomes

<table>
<thead>
<tr>
<th>Species/Habitat</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Farmland bird survey 2010.</td>
<td>The Exmoor farmland bird survey was repeated in spring/summer 2010, using the same methodology as the 2002 survey.</td>
</tr>
<tr>
<td>Monitoring dormice nest box schemes.</td>
<td>Comments have been provided to Natural England on implications of ESA Conservation Plans or HLS applications on dormice, incorporating positive measures for this species where appropriate.</td>
</tr>
<tr>
<td>River jelly lichen survey 2007 onwards.</td>
<td>An ongoing full survey of suitable watercourses and a monitoring programme of long term study sites to assess tolerance of varying environmental conditions.</td>
</tr>
<tr>
<td>Veteran trees identification 2007 onwards.</td>
<td>Following a comprehensive survey 150 &quot;new&quot; ancient trees were identified and added to the record of 1000 known trees.</td>
</tr>
<tr>
<td>Bryophyte Common Standards Monitoring Report (November 2010)</td>
<td>Surveys carried out by Natural England and shared with Exmoor National Park Authority. The recommendations in these reports are being used to guide woodland management work.</td>
</tr>
<tr>
<td>Lichen Common Standards Monitoring Report (December 2009)</td>
<td></td>
</tr>
<tr>
<td>Woodland Common Standards Monitoring Report (September 2009)</td>
<td></td>
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</tbody>
</table>

#### 4.4.12. Open Spaces: Within and adjoining the settlements of Exmoor are areas which are designated as important open space for recreation (39.46ha) or for visual amenity (39.82ha), these spaces are considered to be important green infrastructure for communities. As Exmoor is a sparse rural area, there is little requirement for green infrastructure as most settlements are small and close to the rights of way network which includes a number of long distance trails such as the South West Coast Path and Two Moors Way.

#### 4.5. Situation without the plan

4.5.1. Conserving and enhancing wildlife is a statutory purpose for National Parks under the 1995 Environment Act. In addition, international and national sites of wildlife interest are legally protected under EU and UK legislation. Current Local Plan policies are particularly focused upon maintaining and enhancing biodiversity and this approach will be reflected in the LDF.

The Core Strategy and Development Management Policies DPD intends to provide a stronger focus to see the potential of biodiversity as an enhancement to developments – including the incorporation of more biodiversity elements into green buildings and strategies to instigate linking up of these habitats in a way which will allow wildlife to be in a better position to adapt to the effects of climate change (e.g.
providing/maintaining wildlife corridors). This may include mapped habitat re-creation opportunities to effectively safeguard against the effects of climate change.

4.5.2. **Key Issues Identified**

- Conserving and enhancing Exmoor’s habitats and species. Extending/restoring/recreating semi-natural habitats including woodland, heathland, moorland and blanket bog and other habitats such as farmland.

- Ensure that development does not negatively impact upon designated sites including important habitats and key species and other sites of nature conservation importance.

- Ensuring that the special qualities that make Exmoor a wild, tranquil, remote and emotionally uplifting are retained and enhanced while providing appropriately for the needs of local communities and visitors.

- Planning for the restoration of wilder landscapes such as linking moorland and woodland areas and maintaining and enhancing moorland fringe and transitional areas.

- Ensuring that relevant development makes provision for protected and important species such as bats and nesting birds.

- Planning for climate change –linking habitats to enable migration including for ‘Atlantic’ species which favour mild, wet conditions.
5. **Climate Change Adaptation & Flood Risk**

5.1. **Policies, plans, programmes etc reviewed**
- European Climate Change Programme (ECCPII).
- Climate Change Act (2008).
- Adapting to a Changing Climate – UK Climate Change Projections (2009).
- PPS1 Supplement: Planning & Climate Change.
- PPS25: Development and Flood Risk.
- Climate Change: The UK Programme.
- Shifting Shores: Living with a changing coastline.
- Draft Shoreline Management Plan – Hartland Point to Anchor Head (2010).
- Code for Sustainable Homes.
- South West Biodiversity Implementation Plan.
- Severn Estuary Strategy.
- Devon Sustainable Community Strategy.
- A Warm Response – Our Climate Change Strategy (Devon County Council).
- Responding to Climate Change in Somerset (Somerset County Council).
- West Somerset Community Climate Change Strategy (West Somerset Strategic Partnership).
- Exmoor National Park Authority and West Somerset Council Level 1 Strategic Flood Risk Assessment (2009).
- National Parks Circular 2010.

5.2. **Conclusions**

5.2.1. Climate change has become an over-arching issue for the majority of plans, policies and programmes due to potential long term environmental, social and economic impacts. Climate change is being addressed from an international level to a local level, through processes of mitigation and adaptation. This section addresses climate change adaptation which means “taking action to deal with the consequences of a changing climate, resulting from increased levels of greenhouse gases” (UK Climate Change Projections). The Climate Change Act introduced in 2008 sets ambitious targets to respond to climate change in the UK and aims to ensure the UK is able to adapt to the impacts of a changing climate. The Act aims to reduce greenhouse gas emissions by 80% by 2050, achieving at least 34% by 2020 (against the 1990 baseline). Mitigation will help to reduce the likelihood of extreme climate change impacts, however UK climate projections predict that:
- The UK will become warmer – more so in the summer than in winter.
- Rainfall is likely to decrease during the summer and increase in the winter (in the South West it is predicted that summer rainfall will decrease by 23% by the 2080s).
- There will be sea level rise (more so in the south than the north) and increased risk of storm surges.
5.2.2. Although we already experience climate change impacts such as flood events and water shortages, it is likely that in the future these events will increase in frequency and be more pronounced.

5.2.3. All the plans, policies and programmes reviewed above emphasise the need to prepare for the future by ensuring that adaptation measures are developed through a well-defined process to implement a coherent strategy that will help the National Park’s environment and communities minimise vulnerability and increase resiliency against long term climate change. It is important that future policies and objectives are ‘climate-proofed’ – in terms of adaptation measures, this includes being able to cope with heatwaves, floods and more extreme weather events. It has been recognised that rural areas can be more vulnerable to climatic impacts such as flood events, due to remoteness and distance from emergency services.

- Planning to reduce flood risk by avoiding inappropriate development in areas at risk of flooding, and reducing flood risk overall through the design and location of development and maximising the use of sustainable urban drainage systems (SUDS).
- Avoiding development in areas vulnerable to coastal change and identifying areas at risk which may require relocation of development, infrastructure and habitats.
- Creating space for natural coastal features, such as saltmarshes provides habitats for wildlife and natural coastal defences.
- Wildlife adaptation strategies to increase environmental resilience through linking important habitats, moorland restoration and afforestation.
- Changing the way we build houses and infrastructure using sustainable construction techniques such as incorporating passive design to assist with cooling and using water efficiently.
- Flood mitigation through upstream management of vegetation in river catchments – e.g. certain types of woodland will help to slow down the rate at which rainwater enters watercourses.
- Good soil structure and grassland management will help prevent nutrients being washed away by heavy rainfall – and make soils and grassland more resilient to dry spells.

5.3. Cross-reference with:
5.3.1. Biodiversity and green infrastructure, climate change mitigation and energy, community and wellbeing, housing, coast, transport, and water.

5.4. Situation Now
5.4.1. Climate change models based on a medium emissions scenario from the UK Climate Projections suggest that by the 2050s the South West will experience:
- An increase in mean winter temperatures by 2.1°C.
- An increase in mean summer temperatures by 2.7°C.
- An increase in mean winter precipitation by 17%.
- A decrease in mean summer precipitation by 20%.
- An increase in sea level by 21.8cm (estimate for Cardiff).
5.4.2. **Flood Risk**: A large part of central Exmoor forms the upper part of the Exe catchment, drained by the River Exe itself and its main tributary, the Barle. The west side of the National Park is drained by the rivers Yeo, Mole and Bray into the river Taw. The northern side of the National Park is drained by shorter rivers and streams running north into the Bristol Channel including the Umber, Heddon and West and East Lyn in the west and the Hawkcombe Stream, Homer, Aller, Aville and Washford River in the east. Many of the watercourses on Exmoor flow through steep confined valleys which respond rapidly to rainfall.

5.4.3. The management of water flow is one of the key aspects of catchment management as concentrated periods of high rainfall can lead to flash flood events. The most significant flood on Exmoor occurred in the North Devon area of the National Park. Lynmouth was devastated by floods from the East and West Lyn rivers in August 1952. The floods claimed 34 lives and left hundreds of people homeless after 23cm (9in) of rain fell on Exmoor in 24 hours.

5.4.4. Rapid run-off is thought to have been exacerbated by land drainage schemes on the moors and high ground. The Mire Restoration Project (now the Mires on the Moors Project) has a range of benefits including increasing rainfall storage and reducing peak run-off flows through blocking moorland ditches. This also creates a more stable flow in rivers and streams which helps to reduce flooding and erosion downstream.

5.4.5. The National Park is covered by 3 Catchment Flood Management Plans (CFMP): North Devon, Exe and West Somerset.

**NORTH DEVON CFMP:**

<table>
<thead>
<tr>
<th>Sub-Area &amp; Characteristics</th>
<th>Proposed Policy Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dartmoor &amp; Exmoor:</td>
<td>● Ensure spatial planning and development does not increase flood risk. Land use planners should designate all floodplain areas, wetland and wet habitat areas as functional floodplain.</td>
</tr>
<tr>
<td>This is a large rural area with small numbers of properties at risk of flooding. There are several designated habitats with environmental status which require large quantities of water to maintain their condition (i.e. blanket bogs).</td>
<td>● Investigate ways in which people can be moved out of flood risk areas, especially within Local Development Frameworks.</td>
</tr>
<tr>
<td>Lynmouth &amp; Combe Martin:</td>
<td>● Ensure spatial planning and development does not increase flood risk. Across the area, ensure that all new developments are fitted with Sustainable Drainage Systems.</td>
</tr>
<tr>
<td>This area includes Lynmouth and the catchments of the East and West Lyn rivers (including Hoaroak and Farley's Water). The current number of properties at risk in the 1% annual probability flood event is 132 which is expected to increase to 175. There is already a high standard of protection through existing defences at Lynmouth</td>
<td>● Investigate ways in which people can be moved out of the flood risk areas, especially within the Local Development framework.</td>
</tr>
<tr>
<td></td>
<td>● Promote and influence improved land</td>
</tr>
</tbody>
</table>
### Sub-Area & Characteristics

which ensures the protection of a high percentage of the population now and in the future.

<table>
<thead>
<tr>
<th>Proposed Policy Actions</th>
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</thead>
<tbody>
<tr>
<td>management practices to help reduce flood risk in urban areas and deliver biodiversity benefits such as woodland planting.</td>
</tr>
</tbody>
</table>

### EXE CFMP

#### Sub-Area & Characteristics

Headwaters and High Ground:
This sub-area covers the rural headwaters and high ground of the River Exe catchment which includes parts of Exmoor. Flood risk is dispersed across the area with approximately 800 properties within the 1% annual probability flood extent, the majority of which are in Bampton (outside the National Park) and Dulverton where flood defence schemes are in place for 2% flood event – there are also properties at risk elsewhere including Exford.

<table>
<thead>
<tr>
<th>Proposed Policy Actions</th>
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<tbody>
<tr>
<td>• Work with Natural England and others to promote better land management practices.</td>
</tr>
<tr>
<td>• Oppose inappropriate development and work to ensure that local authorities implement PPS25.</td>
</tr>
<tr>
<td>• Identify where environmental enhancements will bring the greatest flood risk benefits.</td>
</tr>
</tbody>
</table>
Map 5.1: Major Strategic Water Features (West Somerset & Exmoor National Park Level 1 SFRA)
### WEST SOMERSET CFMP

<table>
<thead>
<tr>
<th>Sub-Area &amp; Characteristics</th>
<th>Proposed Policy Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Lower River Aller:</strong> This sub-area covers the lower reaches of the River Aller and Horner Water and includes Allerford, Bossington, Lynch, Brandish Street and Holnicote. The very steep gradient of the upstream catchment means that watercourses respond quickly to rainfall on Exmoor. This makes the nature of flooding in this sub-area very hazardous. The A39 road at Allerford is susceptible to flooding during the 1% annual probability river flood.</td>
<td>- Continue to work with landowners and representative organisations to promote uptake of sustainable land management techniques that will reduce surface water run-off.</td>
</tr>
<tr>
<td><strong>Exmoor Plateau:</strong> This sub-area covers the steep upland area of Exmoor National Park. It includes the headwaters of the principal watercourses of the Hawkcombe Stream, Horner water and River Aller. This sub-area has historically experienced little flood risk. The river floodplain is narrow due to steep narrow valleys, and therefore run-off and surface water flooding are more important.</td>
<td>- Identify potential areas for restoration projects on the headwaters of rivers and streams in Exmoor to attenuate flood water and contribute to the healthy condition of habitats. - Continue to work with landowners and representative organisations to promote uptake of sustainable land management techniques that will reduce surface water run-off.</td>
</tr>
<tr>
<td><strong>Middle Catchments:</strong> This sub-area extends from the Hawkcombe Stream catchment, including the majority of the mid and lowland reaches of the watercourse catchment to the east, to the Holford Stream catchment in the west. All principal watercourses in this area have experienced river flooding and has been reported at confluences such as Monksilver, some rivers are also at risk from flash flooding and flooding from tide locking situations is also an issue.</td>
<td>- Continue work with land owners and representative organisations to promote the uptake of sustainable land management techniques that will reduce surface water run-off. - Encourage re-siting of critical amenities and caravan parks away from flood risk locations.</td>
</tr>
<tr>
<td><strong>Lower River Avill:</strong> The sub-area covers the lower reaches of the River Avill. It includes part of the Dunster and Marsh Street. Surface water flooding from overland flow down fields and roads is problematic in this sub-area.</td>
<td>- No planning implications were noted – policy will have regard to PPS25.</td>
</tr>
<tr>
<td><strong>Hills &amp; Cliffs:</strong> This sub-area includes the areas of West of Porlock Bay and the Area behind Minehead. Flood risk is significantly from surface water processes, such as sheet run-off.</td>
<td>- No specific actions have been identified for this sub-area.</td>
</tr>
</tbody>
</table>
5.4.6. The functional floodplain (Flood Zone 3b) has been mapped in the Level 1 SFRA – within the principal settlements of Dulverton, Porlock and Lynton & Lynmouth Flood Zones 3a and 3b have been defined, whereas areas outside these settlements the precautionary approach has been adopted whereby Flood Zone 3b has been assumed to equal the extent of Flood Zone 3a.

5.4.7. Urban areas identified in the SFRA most affected by fluvial flooding include Dulverton, Porlock, Lynmouth and Dunster – Porlock is also highlighted as the settlement most affected by tidal/coastal flooding.

5.4.8. The draft shoreline management plan (SMP2) provides information regarding the risks of coastal change and the preferred strategy when considering future development and land use change on the coast. The Exmoor coastline is largely undeveloped and dominated by steep cliffs interspersed by steep sided valleys and Porlock Vale. The main settlements along the coast are Lynmouth and Porlock, with a small harbour and hamlet at Porlock Weir. The SMP2 approach to coastal change is to continue to allow it to evolve naturally to conserve important landscape characteristics; however it is proposed that the sea defences at Lynmouth will be maintained. At Porlock Weir it is proposed that there is no active intervention, but existing privately owned defences may be maintained / improved by the landowner - long term policy approaches will be required for this particular area.

5.4.9. Natural coastal evolution will be allowed to continue along the Porlock shingle ridge area as the flood risk in this area is fluvial rather than tidal.

5.5. **Situation without the plan**

5.5.1. Flood risk is likely to increase in the future due to the impacts of climate change – this may affect a number of settlements situated within river valleys in the National Park and on the coast, such as Dulverton and Porlock. Although current policies to address flood risk are relatively robust, without the plan there is limited scope to address potential threats from future flood risk exacerbated by climate change, particularly in areas at risk of coastal flooding and erosion.

5.6. **Key Issues Identified**

- The need for adaptation measures and policies to minimise and manage the impacts of climate change such as flood events and water shortages, which are likely to increase in frequency and be more pronounced in the future.
- The need to locate future development in areas of low flood risk.
- Encourage re-siting of critical amenities and caravan parks away from flood risk locations.
- Ensure all new developments include sustainable drainage systems.
6. **Climate Change Mitigation & Energy**

6.1. **Policies, plans, programmes etc reviewed**
- European Climate Change Programme (ECCPII).
- Climate Change Act (2008).
- Adapting to a Changing Climate – UK Climate Change Projections (2009).
- PPS1 Supplement: Planning & Climate Change.
- PPS25: Development and Flood Risk
- Devon Sustainable Community Strategy.
- Devon Local Transport Plan 2006-2011.
- A Warm Response – Our Climate Change Strategy (Devon County Council).
- Responding to Climate Change in Somerset (Somerset County Council).
- West Somerset Community Climate Change Strategy (West Somerset Strategic Partnership).
- National Parks Circular 2010.
- Porlock Parish Plan 2009.
- Dulverton Parish Plan 2010.

6.2. **Conclusions**

6.2.1. This section addresses climate change mitigation which means “taking action to tackle the causes of climate change, that is reducing concentrations of greenhouse gases in the atmosphere” (UK Climate Change Projections). See ‘Climate Change Adaptation and Flood Risk’ for implications and targets of the Climate Change Act 2008.

6.2.2. All the plans, policies and programmes reviewed above emphasise the need to prepare for the future by ensuring that mitigation measures help to increase resiliency against long term climate change. National planning policy statements require local planning authorities to: ensure that the location, distribution and design of new development aims to limit carbon dioxide (CO₂) emissions; good use is made of decentralised and renewable energy opportunities; consider ways to reduce the need to travel by private car; and strategies for mitigation and adaptation should be considered collectively. Currently all new social housing delivered has to meet the Code for Sustainable Homes level 3, however from 2010 all new housing developments will be required to meet the equivalent of this standard through improved
Building Regulations which mean that carbon emission targets will be further reduced by 25% from the 2006 regulations (equivalent to 44% from 2002 regulations). There will be subsequent changes to building regulations in 2014 and 2016, by which time all new housing developments will be considered ‘zero carbon’.

6.2.3. In terms of renewable energy technologies, it is important that these developments are delivered where the technology is viable and impacts are acceptable – recognising that areas of international and national environmental importance should not be adversely affected. It is acknowledged that small-scale technologies can provide a valuable contribution to overall renewable energy outputs.

The Environment Agency opportunity maps for hydropower show a clear clustering of opportunities in the upland areas of England and Wales. It is acknowledged the practical potential of hydropower schemes will be a fraction of the 25,935 identified throughout England and Wales due to practical and environmental constraints – however many highly sensitive sites (due to the presence of migratory fish species such as salmon and eel) may have win-win opportunities if schemes incorporate a fish-pass. The costs of including fish-passes in small-scale schemes can be prohibitive, although grants are available. The majority of opportunities within the South West were identified as highly sensitive with 339 potential win-wins.

6.2.4. Exmoor National Park Authority is currently consulting on a Carbon Neutral Programme which sets out a series of actions to meet the National Park Management Plan objective to ‘minimise the net emissions of carbon dioxide and other greenhouse gases into the atmosphere in order to achieve a carbon neutral National Park and minimise Exmoor’s contribution to global climate change’. The key aims of the programme are to propose activities that will reduce greenhouse gas emissions through demand reduction, renewable energy installation, biosphere removals and carbon off-setting. Other targets within the National Park Management Plan also aim to minimise emissions and reduce fossil fuel consumption – these include:

- implementing sustainable energy plans for 6 Exmoor settlements;
- woodland management and planting;
- restoration of upland wetlands and maintaining peat in good condition;
- sustainable forest management;
- meeting farm energy needs from non-fossil fuels;
- demonstration of ‘energy from farm waste’; and
- uptake of wood-fuel heating by business.

6.2.5. There are also shared ambitions with local strategic partnerships and local communities:

6.2.6. **Northern Devon Joint Sustainable Community Strategy**

**Priority Action 3: Tackle Climate Change**

- Provide practical, cost-effective energy conservation measures as part of private sector housing renewal.
- Promote and deliver sustainable design and construction in new build.

6.2.7. **West Somerset Sustainable Community Strategy**

Planning & Community
To reduce the consequences of climate change, by:

- Reducing energy consumption.
- Raising awareness of the need to reduce CO\textsubscript{2}.
- Increasing energy production from renewable sources.

6.2.8. Lyn & Exmoor Vision Community Strategic Plan 2006-2021
- Promote energy efficiency and renewable sources of energy and protect and enhance our natural and built environment.

6.2.9. Porlock Parish Plan
- The majority believe that renewable energy is of high importance – however current levels of household investment are low. There is strong support for community initiatives.

6.2.10. Dulverton Parish Plan
- Most people considered renewable energy generation important and the vast majority would support a renewable energy project – both individual and community projects.
- Hydro-electric power generation was suggested by half the respondents.

6.3. Cross-reference with:
6.3.1. Biodiversity and green infrastructure, climate change adaptation and flood risk, landscape, housing, coast, transport, and water.

6.4. Situation Now (see also Climate Change Adaptation and Flood Risk)
6.4.1. Research for the Exmoor National Park Carbon Neutral Programme has shown that 351,774 tonnes of carbon dioxide equivalent (CO\textsubscript{2}e) per year are emitted due to Exmoor’s energy consumption, land use and agricultural activities – this equates to 14.1 tonnes per capita which is significantly higher than the national and regional averages. Agricultural emissions are the dominant source of greenhouse gases contributing 45% of the total emissions, with transport the next most important contributor. Car ownership is high within the National Park due to its relative remoteness and limited public transport provision; this also means that visitors to the National Park also predominantly travel by car. However a number of public transport schemes have been delivered to reduce the need for visitors to travel by car (see the Air Quality topic) within the National Park.
6.4.2. The Authority does not currently monitor all renewable energy generation; existing information is limited to planning applications for renewable energy installation. Exmoor has great potential for renewable energy generation and a number of small-scale renewable energy technologies have been permitted including solar, hydro and wind powered technologies and biomass heating systems. A recent trend of applications for micro-scale wind turbines has been evident on farms across the National Park.

6.4.3. In addition to reducing greenhouse gas emissions, there is carbon sequestration where carbon dioxide can be locked up in ‘carbon sinks’ such as trees and peat deposits. The Mire Restoration Project (now the Mires on the Moors Project) aims to raise the water table in the main peat deposits so they can be maintained in good condition and do not release carbon into the atmosphere (through drying out and decay) but retain the potential to lock in more carbon. An estimated 1 million tonnes of carbon is stored in Exmoor’s peat deposits.

6.5. **Situation without the plan**

6.5.1. Without the plan there is likely to be an uncoordinated approach to tackling climate change mitigation. However it is accepted that national and international policy interventions are likely to decrease overall levels of greenhouse gas emissions in the UK. The plan should provide a clear strategy to reduce greenhouse gas emissions through proposals highlighted in the Carbon Neutral Programme (when the final version is adopted).

6.6. **Key Issues Identified**

- The need to respond to key challenges— including the current global economic crisis, climate change, social and demographic changes (an ageing population), low income levels, low skill levels, a high dependency upon traditional economic sectors and the need for technological enhancements.

- Ensuring the design of new housing conserves and enhances the special qualities of the National Park and incorporates energy sustainability measures, and address the energy efficiency of existing buildings.
• Minimising the net emissions of carbon dioxide and other greenhouse gases into the atmosphere in order to achieve a carbon-neutral National Park by 2025.

• Maximising Exmoor’s potential for renewable energy generation e.g. micro hydro power, small scale wind turbines, solar power, and biomass heating systems.

• Improving the sustainability of Exmoor’s communities.

• Maximising the potential for carbon dioxide to be stored in ‘carbon sinks’ e.g. through restoring peat moorlands, mires/blanket bogs, improving carbon stores in soils and planting new woodland.

• Encouraging the use of sustainable building methods including careful siting, layout, design and choice of materials (including using more reuse of materials and local materials) to minimise energy loss, reduce environmental pollution and conserve natural resources while conserving and enhancing the National Park.

• Encouraging travel by sustainable means of transport, whilst recognising the need to travel by private modes of transport in a dispersed rural area such as Exmoor.

• Improving the number and frequency of public transport including bus services and encouraging greater use of these services.

• Ensuring that there are improved opportunities for safe horse-riding, cycling and walking as an alternative to car travel.

• New supplies or alternative sources of energy provision to rural properties.

• Maximising opportunities for local food production.
7. Community & Wellbeing

7.1. Policies, plans, programmes etc reviewed

- State of the Uplands 2010.
- Devon Local Area Agreement 2008 – 11.
- The Way Ahead – Devon Primary Care Trust.
- Strategic Framework – Somerset Primary Care Trust.
- West Somerset Sustainable Community Strategy 2007 – 12.
- Health Profile 2008 – West Somerset.
- Health Profile 2008 – North Devon.
- National Parks Circular 2010.

7.2. Conclusions

7.2.1. Sustainable communities have been defined by the Department of Communities and Local Government (CLG) as “successful, thriving and inclusive communities – communities in which people want to live and: are economically prosperous; have decent homes at a price people can afford; safeguard the countryside; enjoy a well-designed, accessible and pleasant living and working environment; and are effectively and fairly governed with a strong sense of community.” This definition embodies the principles of sustainable development which aim to ensure communities develop economically, socially and environmentally in the long term to meet the diverse needs of all people.

7.2.2. National policy PPS1 addresses the aim of creating sustainable communities and acknowledges that issues such as poverty, inequality and social exclusion can only be achieved through better integration of strategies and programmes, working with others and effective community participation. Future planning policies should aim to address these issues and promote socially inclusive communities where the needs of all the community are taken into account.

7.2.3. Community and wellbeing is a topic which is influenced by a wide variety of factors including equality, accessibility, health, education and environment.
The Report of the Rural Advocate (2007) details the three main challenges facing rural communities under the headings:

- **Thriving communities**: highlights the issue of suitable rural affordable housing provision and the outward migration of young people that also impacts on local services and businesses. Change and development is seen as a significant opportunity for rural communities to grow and thrive and a number have found means of retaining essential services through volunteers and multi-functional spaces.

- **Fragile communities**: Pockets of deprivation are often masked by affluent surroundings and averaging of statistics. The types of disadvantage are wide-ranging and often include lack of access to services, employment and society.

- **Changing communities**: a number of changes are affecting rural settlements particularly demographic change, land use and climate change. An ageing population is an accepted trend due to the declining numbers of 15-24 year olds – this trend puts pressure on some services whilst affecting the viability of others. Smaller communities tend to be concerned about their sustainability as policies tend to favour development in larger settlements.

7.2.4. The Taylor Report, A Living Working Countryside highlighted a number of these concerns and made a series of recommendations to ensure the planning system delivers a “lasting legacy of places in which people actually want to live”. These include working with communities to deliver a clear vision for the future of each settlement, addressing local needs for affordable housing, and supporting changing work patterns such as home working. These recommendations are built around a wider interpretation of sustainability where the question “will this development enhance or decrease the sustainability of the community?” should be asked rather than “is this settlement sustainable?”

7.2.5. Community and well-being are important themes in the Sustainable Community strategies for Northern Devon and West Somerset and the National Park Management Plan. Key cross-cutting aims are listed in the table below:

<table>
<thead>
<tr>
<th>Northern Devon Sustainable Community Strategy 2008-2013</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Priority Actions (PA):</strong></td>
</tr>
<tr>
<td>PA 6: Increase the influence and participation of residents in community decision making and service delivery.</td>
</tr>
<tr>
<td>PA 7: Improve the quality of life for residents in communities of greatest need.</td>
</tr>
<tr>
<td>PA 8: Create the environment for a sustainable, vibrant third sector.</td>
</tr>
<tr>
<td>PA 9: Improved access to services and facilities for residents and communities.</td>
</tr>
<tr>
<td>PA23 Promote health and wellbeing with a focus on identified communities of greatest need.</td>
</tr>
<tr>
<td>PA24 Promote lifestyle initiatives and interventions in local communities.</td>
</tr>
<tr>
<td>PA25 Promote independence through support and services for carers and users of services.</td>
</tr>
<tr>
<td>PA26 Improved access to services and facilities for residents and communities.</td>
</tr>
</tbody>
</table>
### West Somerset Sustainable Community Strategy 2007-2010

To develop and maintain thriving sense of community in West Somerset, by:

- Providing accessibility to services for everyone in West Somerset.
- Increasing participation in democracy.
- Increasing the number of young people choosing to stay in West Somerset.
- Increasing participation in community life.
- Promoting community cohesion.
- Increasing the use of village halls / community halls / community buildings, schools and school facilities.
- Encouraging communities to contribute to solving local problems with the help of the appropriate agencies.

To enable people to feel safe in their homes and in the community, by;

- Supporting community based initiatives to reduce crime and fear of crime.
- Reducing crime and fear of crime through better design of the built environment.

To improve the health of people, starting with the most vulnerable people, by:

- Ensuring that facilities and services on healthcare are accessible.
- Ensuring that facilities and services to promote healthy lifestyles are accessible.

### Exmoor National Park Management Plan 2007-2012

**Desired outcome:** by 2020 Exmoor’s communities retain a continuity of connection with the land; people have access to affordable services and facilities, and there is a strong, diverse and sustainable economy that benefits from and contributes to the care and appreciation of Exmoor National Park.

**Objectives**

- To ensure housing needs are adequately met to sustain local communities and the landscape and facilities of the National Park.
- To support the provision and retention of community facilities and services that are reasonably accessible and affordable to Exmoor’s residents.
- To ensure that opportunities for recreation on Exmoor can be enjoyed by people from all backgrounds and of all abilities.

### National Parks Circular 2010

**Key outcome:** Foster and maintain vibrant, healthy and productive living and working communities.

**Actions:**

- Authorities should continue to focus their expenditure on the delivery of their statutory purposes, whilst seeking to maximise the socio-economic benefits available from such activity.
- Additional and concerted efforts are required to ensure communities, planners and businesses have clear, consistent advice regarding the acceptable forms development might take, so that Park communities are places where people can live and work by maintaining sustainable livelihoods.
7.2.6. Both district councils which cover the Exmoor Area as well as the National Park Authority have schemes in place to address equality and diversity – these documents cover all six equality strands including race, disability, gender, age, religion/belief and sexual orientation.

7.2.7. West Somerset Council and NHS Somerset are key partners in supporting the “Living Well Project” which aims to help people adopt a healthier lifestyle through a range of new health initiatives and development of existing projects.

7.2.8. The Primary Care Trusts (PCTs) for Devon and Somerset also have strategies in place to improve access to healthcare in community settings, helping people in their own homes and ensuring a range of appropriate housing options for older people.

7.2.9. For health and social care in the future, ‘telemedicine’ will play a key role, particularly for dispersed and rural communities. The provision of a range of transport options to enable people to access a range of services (including health services) are also considered to be significant for the future health and wellbeing of communities.

7.2.10. Healthy lifestyle opportunities should also be sought (e.g. advice, information and facilities), with particular emphasis on maintaining the health and wellbeing of the recently retired, to maintain their independence in the future - community facilities and meeting places are particularly important forms of local infrastructure.

7.3. Cross-reference with:
7.3.1. Air quality, economy and employment, housing, and transport.

7.4. Situation Now
7.4.1. This section reports on the main equality strands which are applicable to the coverage of proposed LDF policies, followed by sections on health and general community wellbeing.

7.4.2. Ethnic origin: In common with many remote rural areas such as National Parks, Exmoor has a very low proportion of people from black or minority ethnic (BME) groups.

<table>
<thead>
<tr>
<th>Area</th>
<th>White</th>
<th>Mixed</th>
<th>Asian or Asian British</th>
<th>Black or black British</th>
<th>Chinese or other ethnic group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exmoor</td>
<td>99.48%</td>
<td>0.28%</td>
<td>0.10%</td>
<td>0.06%</td>
<td>0.09%</td>
</tr>
</tbody>
</table>

7.4.3. Disability: At the time of the 2001 Census 19.72% of all people had a long-term limiting illness which is higher than national and regional averages, and 8.45% of the population stated that their health was “not good”. Taken together 28.17% of the population (around 3000 people) are in poor health and may meet the Disability Discrimination Act definition of a disabled person. The census statistics show that there is an above average number of
older people with limiting long-term illnesses, which is a reflection of the higher than average proportion of people over 60 years of age (37% of the population).

7.4.4. Age: There is a steadily decreasing proportion of young people and increasing proportion of older people within the National Park. In 2001 14.94% of Exmoor’s population was aged 0 - 16 years; in 1991 it was 15.8% and in 1981 it was 16.8%. This has resulted in a higher than average proportion of people over retirement age, particularly in West Somerset, which has the fourth largest proportion of persons over retirement age of district and unitary authorities in the UK.

7.4.5. Population projections in 2007 illustrate that the Exmoor Population is stable in terms of population size, but the fact that the population is ageing has implications both now and for the future delivery of social services and healthcare. This trend particularly relates to England’s upland communities where the greatest rate of increase in population is in the 60 – 64 age group.

7.4.6. Issues facing older people in Somerset\(^4\) include: isolation, fear of crime after dark, lack of social networks and lack of suitable transport.

7.4.7. Religion or Belief: The religious profile within the National Park from the 2001 census shows that there is a large Christian majority and very small proportions of other religions, which is comparable to other National Parks. Fear of religious intolerance can have a negative impact on community relations and expressions of identity (Multi-Ethnic Devon – A Rural Handbook). Rural isolation can also make worship more difficult for members of minority faith groups.

\(^4\) **Somerset Equalities and Access Assessment 2004-2005**
7.4.8. **Sex (gender):** Local research shows that we should look at women’s access to services and employment. Equality issues raised through research by Devon County Council\(^5\) show that women have a greater dependence on public transport, particularly when in rural areas.

7.4.9. In addition women are still paid 16.4% less for part time work than men, and a higher proportion of women (25%) work in the immediate local area, less than a mile from their homes. This may have an influence on the need for local affordable housing and local services for women.

7.4.10. Linked to provision of services is poor access to childcare provision in rural areas; this may suggest that strong family and community networks are important factors in rural areas where formalised childcare is not prevalent. In addition, it may hinder women getting back into work once they have started a family.

7.4.11. Women are often the main carers for people with disabilities and/or long term illness. Poor access to health and social care facilities is often compounded where people do not have regular access to private modes of transport.

7.4.12. The protected characteristics of pregnancy and maternity, sexual orientation and gender reassignment have been scoped out from this appraisal as LDF policies are not likely to have a significant impact on these characteristics under the Equality Act 2010.

7.4.13. **Health:** Health profiles are only available at local authority level and therefore only apply to West Somerset and North Devon. However these profiles do provide an informative overview of the health of the area, particularly the West Somerset profile, as two-thirds of the National Park and three-quarters of the population is within this local authority area.

7.4.14. In West Somerset levels of health are generally good, with lower than average early death rates from heart disease and stroke, whereas early death rates from cancer are similar to England as a whole. Levels of physical activity in West Somerset are higher than average, but it is noted that 1 in 9 children and almost a quarter of adults are classed as obese. The health profile also confirms that there is considerable deprivation and inequality within the area and around a fifth of children are within households dependent on benefits.

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\(^5\) The Gender issues identified in Devon
7.4.15. The majority of lower super output areas (LSOAs) in the West Somerset area of the National Park (see map below) are below the mid-range deprivation level but do not fall below the 30% most deprived areas. The greatest deprivation issue for these areas are barriers to housing and services, and living environment deprivation.

7.4.16. Within North Devon the general health of people is close to the England average, and rates of early deaths from cancer, heart disease and stroke are decreasing with time. Deprivation levels tend to be around the mid-range for lower super output areas within the National Park, with the Lynton & Lynmouth area above the mid-range.

7.4.17. Deprivation due to the distance to services can be understood in such a dispersed rural area as Exmoor. Living environment deprivation is partly measured by the percentage of housing without central heating with many older, rural properties lacking central heating systems. Another contributing factor is that the majority of the National Park is not on mains gas.

### Map 7.1

7.4.18. **Other Community & Wellbeing Evidence:** Access to services and facilities tends to be difficult for those without access to private modes of transport. The data in the table below clearly shows that SOA West Somerset 005c, which covers parishes such as Exford, Simonsbath, Withypool, Winsford, Cutcombe and Brompton Regis, has the greatest accessibility issues for key services listed. In the 2001 census almost 13% of the
households on Exmoor did not have a car – however this had decreased from levels in 1971 where 31% of households were recorded with no car.

7.4.19. There is also an issue with family households with a car, since often members of the family (e.g. women and/or young people) have limited access to such transport during the day when the partner may be using a car to travel to work.

7.4.20. Problems associated with the loss of services such as shops, post offices and petrol stations within local communities and low levels of public transport provision are well documented. Without local service provision older people, people with disabilities/limiting long term illnesses and those without access to private transport often have to move to surrounding towns for their transport, care needs and access to services – those who remain can become excluded from many social activities.

<table>
<thead>
<tr>
<th>Super Output Area (SOA) in order of Index of Multiple Deprivation</th>
<th>Road Distance to (KM)</th>
<th>Rank of IMD Score</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>GP</td>
<td>Primary School</td>
</tr>
<tr>
<td>West Somerset 005b (Dulverton and Brushford area)</td>
<td>1.8</td>
<td>2.1</td>
</tr>
<tr>
<td>North Devon 002b (Parracombe area)</td>
<td>10.2</td>
<td>2.5</td>
</tr>
<tr>
<td>West Somerset 005c (Exford, Simonsbath and Brompton Regis area)</td>
<td>11.7</td>
<td>6.4</td>
</tr>
<tr>
<td>West Somerset 002d (Porlock area)</td>
<td>2</td>
<td>2.4</td>
</tr>
<tr>
<td>West Somerset 004b (Luxborough and Roadwater area)</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>West Somerset 005a (Dunster and Timberscombe area)</td>
<td>4.5</td>
<td>0.9</td>
</tr>
<tr>
<td>North Devon 002d (Lynton and Lynmouth area)</td>
<td>1.8</td>
<td>1.5</td>
</tr>
</tbody>
</table>

**Population weighted average road distance to a specific service**

**Super Output Areas, 2007**

7.4.21. Community and parish plans have emphasised particular issues affecting their communities. Porlock Parish Plan states that there are insufficient amenities and facilities for the younger generation and there is a desire to retain and enhance local service provision. Lyn & Exmoor Vision highlights a number of priorities including enhancing leisure, health and community facilities – access to health is a particular concern with many having to travel at least 20 miles to access health services. The West Somerset Place Survey 2008 showed that almost half of the respondents indicated that there was a need to improve activities for teenagers; other key areas were job prospects and affordable decent housing.

7.4.22. Crime levels within the beat areas for Devon & Cornwall and Somerset & Avon Constabularies within the National Park are very low due to
the low population density within the National Park, and significantly so, when compared to the total number of offences recorded for North Devon and West Somerset as a whole. Exmoor can be seen to have a different pattern of crime due to its rural nature; particular examples are wildlife crime, and non-domestic burglary. The police work actively with local communities to reduce crime across the area through implementing the Rural Watch scheme and Farm Watch. There are also PACT (Police and Communities Together) meetings which local communities can hold to help target particular issues.

7.4.23. The information available for education is only reported at local authority level, and therefore the National Park area cannot be disaggregated from the data. The number of 16 year olds achieving 5 or more GCSEs grade A-C for both districts increased in 2009 – results for North Devon show a 10% increase from 2005 and 4% for West Somerset during the same period. Data at a more local level is available for the two main secondary schools/colleges attended by students from within the National Park, Ilfracombe Arts College and West Somerset Community College. However this is still far from illustrating a current and accurate picture of education levels within the National Park. The census data would now be considered relatively out of date.

<table>
<thead>
<tr>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>% 16 year olds achieving 5+ GCSE at A* - C or equivalent</td>
</tr>
<tr>
<td>West Somerset: 59.9%</td>
</tr>
<tr>
<td>West Somerset Community College: 60%</td>
</tr>
<tr>
<td>North Devon: 62.7%</td>
</tr>
<tr>
<td>Ilfracombe Media &amp; Arts College: 55%</td>
</tr>
<tr>
<td>Source: Dept. for Children Schools and Families (2009)</td>
</tr>
<tr>
<td>Working age people with NVQ level 3+ as % of total working age population</td>
</tr>
<tr>
<td>West Somerset: 50.1%</td>
</tr>
<tr>
<td>North Devon: 48.8%</td>
</tr>
</tbody>
</table>

7.5. **Situation without the plan**

7.5.1. Health and social welfare issues are a priority in dispersed rural areas such as Exmoor. The increasingly ageing population is likely to put pressure on local social services and healthcare, whilst the viability of other services, such as local schools may be threatened. Levels of deprivation and access to key services are likely to remain at similar levels.

7.6. **Key Issues Identified**

- To ensure an adequate supply of affordable housing to maintain balanced living and working communities (providing for the housing needs of young people).
- Meeting the housing needs of older people.
- Identifying what makes settlements sustainable in an Exmoor context and what is the appropriate approach to ensure that small rural communities are viable in the long term whilst conserving and enhancing their character.
- Improving the sustainability and inclusiveness of Exmoor’s communities.
• With the rise in the closure of shops, post offices and petrol stations there is a need to safeguard and sustain essential community services.
• The need to safeguard Exmoor’s schools and health services.
• The need to safeguard community services and facilities such as public houses and parish halls.
• Accessibility to essential community services including availability of public and community transport.
• The role of nearby towns in the provision of employment and services and accessibility to them.
• Access to fast and reliable internet connections and telecommunications technology for accessing services and working from home – leading to the possible reduction in the need to travel.
• Safeguarding existing sports and recreation sites and resources and providing for new facilities where required.
• The need to maintain and enhance social networks and community cohesion.
8. **Economy & Employment**

8.1. **Policies, plans, programmes etc reviewed**

- European Spatial Development Perspective 1999.
- Planning Policy Statement: Planning and Climate Change - Supplement to PPS 1 (2007)
- State of the Uplands 2010.
- Sustainable Communities: Building for the Future 2003.
- Devon Local Area Agreement 2008 – 11.
- Devon Economic Strategy to 2015.
- Agricultural Change and Farm Incomes in Devon 2006.
- Sustainable Tourism Action Plan 2008 – 10 (Destination Devon).
- North Devon 2020 Vision – Northern Devon Economic Partnership.
- North Devon Tourism Strategy 2004 – 08.
- West Somerset Sustainable Community Strategy 2007 – 12.
- Exmoor National Park 2001 Census Monitor.
- National Parks Circular 2010.
8.2. **Conclusions**

8.2.1. This topic focuses on employment, skills and education as significant aspects of the local economy on Exmoor; including the key employment sectors tourism/recreation and agriculture. There are a number of interlinked topic areas such as housing and transport which are further discussed in the relevant sections (see the ‘cross reference with’ section below).

8.2.2. *PPS1 Delivering Sustainable Development* (2005) states that planning should achieve sustainable economic development and support existing communities, contributing to the creation of safe, sustainable, liveable and mixed communities with good access to jobs, housing and services for all members of the community.

8.2.3. PPS1 promotes the delivery of economic growth and development which is integrated with social and environmental aims and benefits. The importance of recognising the wider benefits of economic development is endorsed whilst ensuring that the different sectors of economic development is suitably located so that the economy can prosper. Policies should facilitate high quality developments and provide for improved productivity as businesses change and adapt.

8.2.4. *PPS4 Planning for Sustainable Economic Growth* (2009) identifies the Government’s overarching objective as sustainable economic growth and builds on the objectives and principles of PPS1 to: improve economic performance in both urban and rural areas, deliver sustainable patterns of development, and promote the viability and vitality of town and other centres. The quality of life and the environment in rural areas should be raised by promoting thriving, inclusive and locally distinctive rural communities whilst continuing to protect the open countryside for the benefit of all.

8.2.5. Local planning authorities are advised to assess various aspects of local employment needs and provision to inform future policies. Other considerations include safeguarding employment land, protection of the countryside, facilitating new working practices, supporting the conversion or re-use of existing buildings, supporting farm diversification and the provision and expansion of tourist/visitor facilities.

8.2.6. The Good Practice Guide on Planning for Tourism states the importance of tourism in rural areas and that essential facilities are vital for continued growth. In rural areas tourism is acknowledged as an important industry which can support farm diversification proposals and rural services/facilities, and also help to revitalise market towns and villages. This good practice guide recommends re-using existing buildings for future tourist/visitor facilities in rural areas, particularly in the open countryside.
8.2.7. The national strategic framework for tourism in England identifies cultural experiences, historic environments and natural landscapes as key assets and therefore destinations requiring a successful destination experience that will help to maximise tourism’s contribution to local economies and communities.

8.2.8. The key objectives of the Regional Economic Strategy for the South West are:
- deliver appropriate sites and premises for business needs;
- support the regeneration of disadvantaged communities in the South West; and
- conserve and enhance the region’s physical and cultural capital to provide major benefits to tourism and the wider economy.

8.2.9. In terms of future policy generation the strategy aims to ensure that the local economy is maintained and enhanced on a sustainable basis and opportunities for business development and expansion are enabled where there are no negative impacts on the special landscape qualities which are critically important to the local economy in terms of tourism and out-door activities. The Environment Agency ‘Enjoying Water’ strategy states that there is a general shift towards the ‘experience economy’ where people prefer experiences to material goods – especially activities associated with health and well-being. The number of people taking up water-based recreation activities is expected to grow.

8.2.10. Other plans policies and programmes reviewed for this topic highlight a number of significant objectives and aims:
- ensure that access to high quality broadband services are available throughout rural areas and other infrastructure to support economic growth;
- supporting home working opportunities;
- supporting activities which are concerned with the protection and enhancement of the environment or benefit from the quality of the environment – utilising the environment as an economic driver;
- recognise the vulnerability of rural businesses to economic conditions and the needs of a low wage economy;
- recognise the potential of the local economy in the agriculture, food and drink, tourism and marine sectors;
- identify the needs and requirement of the self-employed and micro-businesses; and
- supporting community-based regeneration.

8.2.11. The desired long term outcomes and objectives for the economy in the National Park Management Plan are:
- By 2020 Exmoor’s communities retain a continuity of connection with the land; people have access to affordable services and facilities, and there is a strong, diverse and sustainable economy that benefits from and contributes to the care and appreciation of Exmoor National Park°. To support this outcome the main objective is:
- To develop the greater Exmoor economy in ways that will increase the range and scope of employment and training opportunities for local people,
particularly those that benefit people with relatively low household incomes and that relate to or further conservation and enhancement of Exmoor’s special qualities.

- **By 2020 there is a warm welcome and high quality experience for everyone who visits Exmoor seeking inspiration, tranquillity and active outdoor recreation, provided by a sustainable tourism and recreation economy in harmony with local communities and the environment, and contributing to the achievement of a carbon-neutral National Park.**

- **To maximise the economic and social benefits to the economy of Exmoor that recreation and tourism bring and to spread these benefits across as wide a range of people and businesses as possible.**

- **By 2020 profitable and competitive farming, forestry and land management enterprises in Exmoor National Park are playing a lead role in conserving and enhancing Exmoor’s landscape, wildlife and cultural heritage, and are making a major contribution to achieving a carbon-neutral National Park.**

- **To support measures that assist in the achievement of profitable and competitive farming, forestry and land management in ways that are sustainable and enhance environmental quality.**

8.2.12. The Employment Land Review (ELR) for Exmoor National Park forms an important part of the evidence base. The ELR makes a number of recommendations to be progressed through the LDF:

a. There is no need to allocate land in the LDF for B Class employment development.

b. The LDF should contain a clear policy platform which would provide for the development of land in appropriate locations for appropriate employment facilities. This should include a flexible and positive approach to the extension of existing business premises, where appropriate.

c. The LDF should adopt a positive approach in respect of home working and (where appropriate) the development of live/work units.

d. The LDF should seek to protect existing employment facilities unless there are clear reasons to justify any such loss.

e. Changes in the use of employment land and in employment levels in different sectors should be carefully monitored.

f. New economic sectors should be encouraged to develop in appropriate locations, particularly where they would help to retain value within the local economy.

g. Non-B Class Sectors should be promoted and encouraged where they would add to the strength and viability of the economy.

h. Agriculture and forestry activities should be promoted as a key economic sector and for their environmental management functions. Consideration should be given to the ways in which any decline in the size of these sectors might be addressed.

i. The LDF should encourage farm diversification as a mechanism by which economic opportunities might be identified and promoted. However, the National Park Authority should ensure that diversification activities do not undermine the well-being of the traditional farming sector.

j. The value of tourism should be enhanced by reducing the seasonality of tourism and by encouraging greater levels of expenditure by visitors.
k. The LDF should retain policies that seek to protect and enhance the quality of the environment.

l. The considerable economic benefits that are associated with the quality of the environment and the mutual benefits that exist between sustainable economic development and the promotion of the environment should be highlighted so that it is fully understood by all within the National Park.

m. Changes in commuting patterns into and out from the National Park should be monitored and the implications upon sustainability should be carefully considered.

n. Consideration should be given to the potential ways in which accessibility problems might be addressed and overcome.

o. The coverage of broadband communication systems should be extended throughout the National Park.

p. Training, mentoring and business support initiatives should be established and maintained in order to help retain local people and also to sustain the viability of local businesses.

q. Consideration should be given to the potential for grants and financial support initiatives to be implemented in order to support local businesses.

r. Consideration should be given to the ways in which greater levels of cooperation between existing businesses might be encouraged.

s. Consideration should be given to the ways in which local issues relating to inactivity, unemployment, underemployment and low wages might be addressed.

t. Exmoor should be marketed as an appropriate location to visit and to work.

8.3. Cross-reference with:

8.3.1. Climate change topics, biodiversity & green infrastructure, historic environment, housing, landscape and transport.

8.4. Situation Now

8.4.1. Exmoor National Park is a sparse rural area with a number of defining characteristics which have significantly influenced the nature of the economy within this area. In particular, the area has a high proportion of older people due to the relative attractiveness of Exmoor as a retirement location. There is also a high proportion of self-employed people (almost a quarter of those economically active) this reflects the nature of an economy dominated by small-scale businesses – see table below.

<table>
<thead>
<tr>
<th>Employment Type</th>
<th>% of working age population aged 16 – 74 on Exmoor</th>
<th>% of working age population aged 16 – 74 in England</th>
</tr>
</thead>
<tbody>
<tr>
<td>All self-employed</td>
<td>24.5%</td>
<td>8.32%</td>
</tr>
<tr>
<td>Males self-employed</td>
<td>32.29%</td>
<td>12.35%</td>
</tr>
<tr>
<td>Females self-employed</td>
<td>17.16%</td>
<td>4.41%</td>
</tr>
<tr>
<td>People working at or mainly from home</td>
<td>31.35%</td>
<td>9.16%</td>
</tr>
</tbody>
</table>

8.4.2. Exmoor’s economy is also focused upon a number of key sectors such as tourism, agriculture and public services. As such, traditional employment
sectors (B Class – offices and light industry) are substantially less significant within Exmoor than in neighbouring authorities, the South West, and England as a whole – see graph below.

8.4.3. In 2001 there were 8,009 people of working age within Exmoor National Park, of which 63.1% were economically active (2001 Census). This is the lowest level of economic activity in the Devon/Somerset area, except for West Somerset (61.1%). The high level of economic inactivity in Exmoor can be partly understood in the context of the percentage of inactive persons (60%) are retired (2001 Census). This figure, is particularly high compared to a figure of less than 50% in the South West and only 40% in England (2001 Census) as a whole and may be attributed to the fact that large numbers of people decide to move to Exmoor for early retirement.

8.4.4. Education: The 2001 census results indicate that the proportion of people with no qualifications in Exmoor is 28.3% which, despite being higher than the regional average, is slightly lower than the national average. At 18.3% the number of people with a Level 4 or 5 qualifications in the National Park is slightly below the English and South West averages. However, the overall figure for Exmoor National Park is higher than those for North Devon and West Somerset, suggesting that Exmoor has a more highly qualified workforce than surrounding areas. However there are significant barriers to those people wishing to improve their knowledge and skills as Exmoor is remote from many centres of higher and further education. The incomplete coverage of broadband and slow speeds experienced in rural areas is also an obstacle for learning and business activities.
8.4.5. **Key Employment Sectors**: Agriculture and forestry are essential for shaping and maintaining the characteristic landscape of the National Park, but it is tourism and related services that are now the main source of employment. A diverse range of other services, and some manufacturing, provide the remaining employment in the locality.

8.4.6. The majority of businesses on Exmoor are of a micro-scale (employing 5 or less people), which are compounded by low levels of economic activity, poor accessibility and seasonal employment. However, the local economy is resilient and there are generally low levels of unemployment and high levels of entrepreneurship.

8.4.7. **Land-based Industries**: The State of the Uplands report confirms that sole trader businesses dominate the economy of the upland areas in England. The most significant finding of this report was the decline in upland grazing farm incomes which decreased by 40% between 2003/4 and 2007/8 to £10,400. Many farmers are therefore developing other sources of income to sustain farming practices – the most popular form of diversification is the letting of farm buildings. On Exmoor the most popular form of farm diversification is the conversion of traditional farm buildings to self-catering holiday lets. While on-farm diversification is an important source of income, the State of Farming report for the National Park in 2004 also recognised that off-farm working is more important for those with a lower dependency on farm income.

8.4.8. More recently, game bird shooting has become a significant contributor to the Exmoor economy – a recent study estimates that £9.6 million is spent each season on this activity within the greater Exmoor area, supporting 1600 jobs locally, and increasing the use of visitor accommodation during the low season months.

8.4.9. Exmoor has a number of forestry plantations which are among the highest yielding and extensive in the South West – softwood production will continue to be an important part of the economy on Exmoor. There is also scope for increased woodland management and development of wood fuel industries.

8.4.10. **Tourism & Recreation**: The high quality landscape, wildlife and cultural heritage that Exmoor provides are a major attraction for visitors and underpin the local tourism industry. In 2007 Exmoor National Park became only the second English National Park to have been awarded the European Charter for Sustainable Tourism in Protected Areas, awarded by the Europarc Federation. This award recognises national parks which are developing and managing sustainable tourism through development, management or tourist activity which ensures the long term protection and conservation of natural, cultural and social resources, in addition to positively contributing to the economic development of protected areas.

8.4.11. Tourism is the largest single component of the Exmoor National Park economy valued at approximately £85m in 2009. Analysis indicates that the number of visitor days within Exmoor National Park in 2009 was 2.02 million – a 1.5% increase on 2008 figures. It is likely that wet summers in both 2007
and 2008 were the most significant factors leading to the decline in visitor days. Visitor numbers during the latter part of 2008 may have also been affected by the start of the credit crunch and resulting recession.

8.4.12. Non-serviced accommodation had an average occupancy rate of 53% during 2009 which is mid-way between 2007 and 2008 levels (58% & 47% respectively). The measured occupancy levels for serviced accommodation was 34% in 2009 this demonstrates a slight improvement on levels in 2007 (29%) but remains equal to 2008 levels. However, it must be recognised that the occupancy surveys are based on a small sample size – approximately 6% of accommodation providers within the National Park. A business survey conducted by the National Park Authority found that there is not always an appetite for significantly increased occupancy – many of these are lifestyle businesses and therefore do not aspire towards full occupancy all the time.

8.4.13. There is a range of visitor accommodation on Exmoor including camping and caravan sites and camping barns - there is anecdotal evidence that this choice of visitor accommodation is becoming more popular within the National Park.

8.4.14. A partnership between the two County Councils and the National Park Authority was formed to enhance the tourism economy and visitor experience within Exmoor. The partnership has a number of joint actions within the following themes:
- Enhancing the highways environment.
- Public Transport.
- Recreational routes.

8.4.15. Core organisations including West Somerset Council, Exmoor National Park Authority, the Exmoor Tourist Association and Active Exmoor form The Exmoor Tourism Partnership – working together to achieve a co-ordinated approach to support the local tourism industry through enhancing the visitor experience and improving the viability and sustainability of tourism businesses. The key aim is: “To develop Greater Exmoor (including West Somerset and North Devon) as a leading tourism destination based on quality and sustainable experiences supporting an enhanced economy”.

8.4.16. Exmoor has not experienced the intensity of recreational pressure encountered by other National Parks, but visitors are generally becoming more active and mobile. There are a number of opportunities for outdoor recreation on Exmoor, of which walking tends to be the most popular, but there has also been an increase in other activities such as mountain biking and canoeing. It is possible that other active sports may become popular and these trends need to be planned for. A business survey completed in 2007 for the Lyn & Exmoor Vision community area found that most businesses cited the development of outdoor activity as the most likely initiative to improve the economy.

8.4.17. The parish plans available stipulate the need for a sustainable year round economy which will help to sustain essential local services and facilities and retain the younger working age generation.
8.5. **Situation without the plan**

8.5.1. Current policies provide a clear basis for the delivery of appropriate employment premises and facilities in suitable locations on Exmoor, and safeguard existing employment space. However, greater flexibility is required to promote entrepreneurship within the National Park whilst still protecting existing employment land and premises. A similar approach is recommended for the LDF, in the Employment Land Review (2009) where locally appropriate and sustainable solutions should be identified which take account of the local economy and the special qualities of the area – responding to the environmental context.

8.5.2. Opportunities for increased activity were found through the Employment Land Review (2009) to exist in the following key sectors in the National Park:
   i. Agriculture;
   ii. Tourism;
   iii. The processing of agricultural / forestry products;
   iv. Traditional building;
   v. Environmental sector / environmental technologies;
   vi. Lifestyle businesses; and,
   vii. Knowledge based and creative business.

8.5.3. The study also recognises a need for complementarity between the economic prosperity and environmental quality of Exmoor. Whilst existing planning policies provide a basis by which this objective can be achieved, it is important that this approach should continue in the future and specifically through the emerging Local Development Framework.

8.6. **Key Issues Identified**

- Understanding the importance of Exmoor’s National Park status and high environmental quality as a key economic driver and its opportunities for developing Exmoor’s economy in the future.

- The creation of a policy framework that encourages appropriate economic activities which benefit from and help to promote the National Park’s special qualities.

- The need to establish a clear and deliverable economic vision for Exmoor National Park.

- The need to respond to key challenges – including the current global economic crisis, climate change, social and demographic changes (an ageing population), low income levels, low skill levels, a high dependency upon traditional economic sectors and the need for technological enhancements.

- The potential to ensure a more stable economic base and a greater diversity of economic activities – targeting potential growth sectors and identifying options for the attraction of higher value activities and reducing seasonality.

- The need to provide for sufficient accommodation to meet the needs for employment space.
The importance of tourism and land based industries to the economy of Exmoor and the need to enable appropriate diversification of these sectors.

Meeting the housing needs of agricultural and forestry workers; and other workers whose work is important for the conservation of the National Park and the viability of its communities (see Housing topic).

Influence of nearby towns in the provision of employment and services.

Providing and enhancing opportunities for quiet enjoyment which conserve and enhance landscape, wildlife and archeological interests and do not affect the enjoyment of Exmoor National Park’s special qualities.

Managing game shooting sustainably so as to avoid adverse impacts on the landscape, wildlife, quiet enjoyment and public safety and enjoyment of access rights.

Improving recreational and tourism facilities and businesses in sustainable locations.
9. **Historic Environment**

9.1. **Policies, plans, programmes etc reviewed**
- European Spatial Development Perspective 1999.
- Heritage Counts 2010 (English Heritage).
- Heritage At Risk 2010 (English Heritage).
- Strategy for the Historic Environment in the South West 2004 (English Heritage).
- Exmoor National Park Historic Environment Record.
- National Parks Circular 2010.
- Conservation Area Character Appraisals.

9.2. **Conclusions**

9.2.1. The individual elements of the historic environment, together with the historic landscapes of Exmoor, provide a record of human habitation since the end of the last Ice Age. There are thousands of individual heritage assets within the National Park which together embody the cultural heritage, local distinctiveness and sense of place of Exmoor.

9.2.2. National planning policy PPS1 encourages the protection and enhancement of the historic environment in rural and urban areas, where a high level of protection should be given to the most valued townscapes and landscapes. PPS7 also recognises that many country towns and villages are of considerable historic and architectural value and that development should reflect and where possible enhance these qualities. The National Park Circular (2010) identified one of the key outcomes to 2015 as an enhanced cultural heritage – managing landscape, heritage and improving quality of place.

9.2.3. Further national policy aims and objectives are set out in PPS5 whereby the delivery of sustainable development should recognise the social, economic and environmental benefits of conserving non-renewable heritage assets and intelligently managing change where necessary Heritage assets should be conserved in a way that is suitable to their significance and where possible through an appropriate viable use which sustain conservation aims. Recognising the importance and value of the historic environment to local character and ‘sense of place’ is a significant aspect of future planning policies and promotion of place-shaping, and the stimulus it can provide to inspire high
quality design. Local planning authorities are encouraged to take into account
the positive contribution new development can make to the local
distinctiveness and character of the historic environment.

9.2.4. PPS4 also recognises the links between economic prosperity and
sustainable development in the reuse of heritage assets. The Heritage Counts
report 2010 explores the economic impact of the historic environment and
found that the historic environment attracts visitors and encourages them to
spend more, in addition to creating distinctive and desirable places to attract a
mix of independent businesses. Investment in the historic environment can
also deliver additional economic benefit to local areas.

9.2.5. Local planning authorities are advised to conserve and enhance heritage
assets through seeking the reuse and modification of such assets to mitigate
and adapt to the effects of climate change, and ensure that evidence of these
assets are publicly documented. Exmoor National Park Authority has a
Historic Environment Record (HER) database that records historic sites and
features from the earliest human activity to the present day (information on an
estimated 6000 heritage assets in the National Park). All aspects of the
archaeological and built environment are recorded and these records are
updated as sites are identified. These include earthworks, ruins, finds, historic
buildings, historic landscapes, industrial archaeology, military sites and
boundaries. It records the existence of sites and indicates the research which
has been undertaken for these assets.

9.2.6. A positive and proactive strategy for the conservation and enjoyment of the
historic environment is encouraged and the consideration of how the qualities
of the historic environment contribute to the spatial vision for the area.

9.2.7. Other plans, policies and programmes reviewed for this topic emphasis the
importance of the historic environment and to recognise local issues affecting
heritage assets. Policies should aim to improve the historic environment
though better management of change, identifying its relevance to sustainability
and influencing the planning and design of new development. Local authorities
are acknowledged as central to the protection and management of heritage
assets and the range of powers that may be employed can lift historic places
out of risk, in addition to empowering local communities to help deliver such
actions.

9.2.8. Climate change is a major challenge to the historic environment, however
there are opportunities to respond through reusing historic buildings and
improving their energy efficiency without destroying the character and value of
such assets – they can also provide information on local, sustainable, natural
building materials and patterns of development. Taking advantage of the
embodied energy in historic buildings and avoiding functional redundancy are
considered essential. It is acknowledged that some assets will be lost as a
result of climate change and others will need to be adapted to avoid
permanent damage.
9.2.9. The regional strategy for the historic environment recommends a series of key actions to ensure that all policy documents reflect historic environment issues. Suggested actions include: historic landscape characterisation, characterisation of farm buildings, understanding the historic environment in coastal environments, promoting good design and local distinctiveness, reusing historic buildings, and reflecting the economic potential of the historic environment. Conservation area character appraisals should also be reviewed and accompanied by management plans to aid characterisation studies.

9.2.10. The Exmoor National Park Management Plan 2007-2012 has a desired outcome for Exmoor’s historic environment and cultural heritage: “By 2020 there is an enhanced knowledge of the historic environment of Exmoor; increased awareness of the value of its cultural heritage, and the most important historical sites, settlements, buildings and features are conserved and their historical character retained”.

9.2.11. The main objectives for the historic environment are:
- To undertake a programme of research to improve knowledge of the cultural heritage and historic environment of Exmoor.
- To conserve and retain the historic features and character of Exmoor’s landscapes.
- To conserve and retain the historic character of Exmoor’s settlements and buildings.
- To identify, record and understand aspects of culture and traditions that are special to Exmoor.
- To provide opportunities for people to develop a deeper understanding and enjoyment of Exmoor’s historic environment and cultural heritage.


9.3. Cross-reference with:
9.3.1. Climate Change Adaptation, Economy and Employment, Landscape and Housing.

9.4. Situation Now
9.4.1. Exmoor contains a remarkable record of landscape change over 8,000 years and the preservation of sites within the National Park is generally excellent due to the remote upland nature of much of the area and extensive farming methods. Therefore Exmoor is considered as having the lowest degree of risk to the historic environment, although it is noted that upland areas, including Dartmoor and Exmoor, are sensitive to agricultural pressures through both under and over grazing and traditional farm buildings are faced with redundancy.

9.4.2. Within Exmoor National Park there are heritage assets which are statutorily protected:
16 conservation areas (Allerford, Bossington, Dulverton, Dunster, Luccombe, Lynmouth, Lynton, Parracombe, Porlock, Porlock Weir, Selworthy, Winsford, Wootton Courtenay and three farmsteads).

- 204 scheduled ancient monuments (SAMs).
- 1026 listed buildings (22 Grade I, 61 Grade II*, and 943 Grade II).
- 2 historic parks and gardens.

9.4.3. The map overleaf shows the location of SAMs, conservation areas and historic parks and gardens within the National Park.

9.4.4. Exmoor has a wealth of historic buildings and settlements which are as much a part of the local character and distinctiveness of the area as the spectacular landscape of the National Park. 4.2% all the listed buildings are considered to be at risk (2005 Buildings At Risk Survey) – notification of damage or neglect of listed buildings usually occurs when buildings change ownership. The Conservation Areas all have Character Appraisals which record the key features which contribute to their character – these traits can be eroded by small incremental changes over time, including insensitive modernisation.

9.4.5. The historic landscape of Exmoor is central to much of its appearance today and is a reminder of how the landscape has been shaped by human habitation and activity – the character of the former Royal Forest has been defined by its ownership since the mediaeval period. In other areas, small hamlets and farmsteads reached by a network of narrow sunken lanes, lie at the heart of distinctive field patterns.

9.5. **Situation without the plan**

9.5.1. Current planning policies have a robust approach toward the conservation and protection of heritage assets, and the design of new development. However, there are policy gaps with regard to the conservation and enhancement of local heritage assets identified on the HER. Opportunities for the re-use of listed buildings also require more in depth policy consideration to ensure these assets do not deteriorate through neglect and functional redundancy.

9.5.2. With the development of the new plan there is greater scope to make the most of opportunities for the protection of assets identified on the HER and the impact of the design of new development on the historic environment. Historic environment assets can provide opportunities to contribute towards sustainable forms of development.

9.6. **Key Issues Identified**

- Conserve and retain the historic character of Exmoor’s settlements and buildings.
- Exmoor has a wealth of historic buildings. Their quality and character can easily be destroyed by unsympathetic or inappropriate renovation, repair, extension, and redevelopment or simply by neglect.
- Archaeological sites and monuments, as well as historic landscapes, are often fragile and easily damaged; important sites remain vulnerable to damage or destruction, often inadvertently.

- Conserving Exmoor’s locally distinctive heritage assets that are not statutorily protected, but contribute to Exmoor’s sense of place.

- Exmoor’s settlements are one of its most important features but the historic character of buildings and settlements is easily eroded by small changes over time as well as by new development and insensitive modernization.

- To enable the best means of protecting the built character of Exmoor, while still allowing for change.

- Encouraging the use of sustainable building methods including careful siting, layout, design and choice of materials (including using more reuse of materials and local materials) to minimise energy loss, reduce environmental pollution and conserve natural resources while conserving and enhancing Exmoor’s cultural heritage.

- New development needs to be of a high standard whilst responding to the needs of the community.
Historic Environment Sites - Exmoor National Park

Map 9.1

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10. **Housing**

10.1. **Policies, plans, programmes etc reviewed**

- Circular 01/06 (ODPM): Planning for Gypsy and Traveller Caravan Sites 2006.
- State of the Countryside 2010 – Commission for Rural Communities.
- Cash Purchases of Housing Stock 2007 – Commission for Rural Communities.
- Sustainable Communities: Building for the Future 2003 – ODPM.
- The Regional Housing Strategy 2005 – 16.
- Northern Peninsula Housing Market Area Assessment 2008.
- Devon Local Area Agreement 2008 – 11.
- The Way Ahead – Devon Primary Care Trust.
- Devon Rural Strategy 2007 – Devon Rural Network.
- Exmoor National Park 2001 Census Monitor.
- National Parks Circular 2010.
- Exmoor, North Devon & West Somerset Rural Housing Project parish housing need surveys.
- Dulverton Parish Plan 2010.

10.2. **Conclusions**

10.2.1. National planning policy **PPS3 Housing** sets out the Government’s key policy aims for housing in England. In providing for affordable housing in rural communities Local Planning Authorities (LPAs) should aim for high quality housing that contributes to the creation and maintenance of sustainable rural communities. Four strategic housing policy objectives are set out to ensure everyone has the opportunity of living in a decent home, which they can afford
in a community where they want to live. PPS 3 provides specific outcomes that the planning system should deliver:

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

10.2.2. PPS3 provides that with regard to affordable housing: in local development documents, LPAs should:

- Set an overall (plan-wide) target for the amount of affordable housing to be provided.
- Specify the size and type of affordable housing that is likely to be needed.
- Set out the range of circumstances in which affordable housing will be required.
- Set out the approach to seeking developer contributions.

10.2.3. In rural areas planning authorities are permitted to allocate or release small sites for affordable housing within and adjoining small rural communities where the housing provision should be related to evidence of need for the local community and remain affordable 'in perpetuity'.

10.2.4. National policy for development in the countryside, PPS7 Sustainable Development in Rural Areas (2004), states that nationally designated areas such as National Parks have the highest status of protection, but should support development that is needed for the economic and social well-being of communities, including adequate housing to meet local needs. Housing development in existing towns and villages should be allowed where it benefits the local economy or community e.g. affordable housing to meet identified needs of local communities. New houses in the open countryside are strictly controlled and will require special justification (functional and financial tests) for an agricultural or forestry worker.

10.2.5. Although the Regional Spatial Strategies (RSS) have been recently revoked, the evidence which informed the strategy remains valid. The RSS did not provide a housing target for the National Park for the average annual net dwelling requirement 2006-2026, instead it indicated a figure of 20 per year as an ‘estimate’ of provision against strictly local needs only derived from First Detailed Proposals in 2005. This housing estimate (rather than target) was also endorsed by the Panel Report and the Secretary of State’s Proposed Changes. The small scale and specialized nature of local housing need, and
the mechanisms for delivery of affordable housing, mean that an accurate forecast of appropriate numbers over the RSS timescale is not feasible.

10.2.6. In February 2006 the Government issued revised guidance (Planning Circular 01/06) in respect of Gypsies and Travellers as evidence had shown that previous guidance had failed to deliver adequate sites for Gypsy & Travellers in many areas of England. The new guidance also states that local authorities must allocate sufficient sites for gypsies and travellers in their LDF to meet the requirements identified in the relevant regional plan. Regional planning bodies worked with local authorities to identify the number of additional pitches required to 2011 – a figure of zero residential and transit pitch requirements was proposed for Exmoor National Park and included in the Secretary of State’s Proposed Changes to the RSS for the South West.

10.2.7. The National Parks Circular 2010 recognises that the lack of affordable housing for many rural areas including the Parks has important implications for their sustainability having a detrimental effect on the local economy and undermining social networks. It recognises the key role of National Park Authorities as planning authorities though they are not housing authorities or providers.

10.2.8. The circular describes the high demand for housing which has driven up the price of housing and development sites and which, combined with relatively low wages, a declining stock of council housing and modest addition to new affordable housing has resulted in a housing stock beyond the reach of many local households.

10.2.9. Local planning authorities should through their local development documents (LDDs) include policies that proactively respond to local housing needs. The Government recognises that National Parks are not suitable locations for unrestricted housing and does not therefore provide general housing targets for them. The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services. It expects National Park Authorities to maintain a focus on affordable housing, working with others to ensure the needs of local communities in the National Parks are met and that affordable housing remains so in the longer term.

10.2.10. Other national plans, policies and programmes reviewed for this topic highlight a number of areas to be addressed in terms of delivering housing in rural areas such as Exmoor where adequate affordable housing is often most lacking. The key points to take into account are:
- An ageing rural population and the consequences for the delivery of appropriate housing which may help to release currently under-occupied homes.
- Delivering affordable housing to enable young people to stay and maintaining mixed communities and social networks, whilst helping to retain essential local services and facilities.
- High quality design which has regard to local character and distinctiveness, and champions sustainable construction methods.
Avoiding the ‘sustainability trap’ – i.e. the checklist approach to categorising settlements as sustainable (suitable for new housing/investment) or unsustainable.

- Working with local authorities to bring empty homes back into use.
- Considering the allocation of sites for affordable housing.

10.2.11. The Northern Peninsula Housing Market Area Assessment (which includes the National Park area) sets out four main priorities for intervention:

(i) To achieve a more balanced housing market, balancing housing need and demand with deliverability to provide greater choice for local people.

(ii) To target the appropriate type, quality, size and location of homes to reflect local housing requirements and market conditions.

(iii) To increase the proportion of affordable housing to meet housing need in the most appropriate locations.

(iv) To provide homes to meet the changing requirements of a growing older population.

10.2.12. The aims of the previously reviewed documents balance the aims and objectives of the local sustainable community strategies, local area agreements (LAAs) and parish plans which cover the Exmoor area. The National Park Management Plan which is the overarching strategic plan for the future management of the National Park, sets out a key objective and target for the delivery of affordable housing in the National Park.

10.2.13. **Objective H1** - To ensure housing needs are adequately met to sustain local communities and the landscape and facilities of the National Park.

10.2.14. **Target H1.1** - At least 60 new affordable dwellings will be completed where there is demonstrable need in the National Park over the five years to the end of 2012, and this provision will be available to help meet need in perpetuity. Lead organisation: Exmoor, North Devon and West Somerset Rural Housing Project.

10.3. **Cross-reference with:**

10.3.1. Climate change adaptation and flood risk, climate change mitigation and energy, community and wellbeing, economy and employment, transport, and land.

10.4. **Situation Now**

10.4.1. The majority of existing housing within Exmoor National Park is open market (i.e. without occupancy or other ties) detached, which is comparable to other National Parks, but considerably higher than national and regional figures. Most is owner-occupied, with 46% of houses owned outright with no mortgage. This high percentage may reflect in-migration of those selling homes elsewhere to buy housing outright, attracted by the high quality environment of the Exmoor National Park. There were 5675 household spaces (dwellings) recorded in the 2001 census. These together with the housing completions since 2001 mean there are now an estimated 5926 dwellings. In the 2001 census 10% of dwellings were second homes or holiday homes.
2008/9 it was estimated that there were 705 second/holiday homes within the National Park (according to Council Tax records for parishes within the National Park) – this equates to almost 12% of the total housing stock. The high proportion exacerbates the problems of housing availability and affordability for local communities. A further 136 dwellings were classified as long term empty (i.e. empty for more than 6 months).

10.4.2. The largest proportion of household type is family households, but a significant sector is single pensioner households which make up 20% of the total. The mid-2007 population projections for the National Park show a stable but ageing population as the numbers of people aged over 60 increases and the younger generation decreases. These results will be significant when planning for future housing need; the Rural Housing Project which works to ensure the delivery of new affordable housing to meet the needs of local communities.

10.4.3. Exmoor has one of the highest differentials between local wages and house prices in the country. A residential occupancy survey in 2000 of recently completed dwellings found that 89% were occupied by people who had previously lived outside the National Park boundary, and 54% were people who had lived outside of the south west region. The 2010 Annual House Price Survey found the ratio between mean average house price and the average household income was 14:1 - reflecting high house prices within the National Park and the need for affordable housing within Exmoor communities.

### House Price Survey Comparisons Since 1998

<table>
<thead>
<tr>
<th>Year</th>
<th>Average Median Price</th>
<th>% Change</th>
<th>Average Mean Price</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>£112,500</td>
<td>-</td>
<td>£128,882</td>
<td>-</td>
</tr>
<tr>
<td>1999</td>
<td>£124,950</td>
<td>11</td>
<td>£146,822</td>
<td>13.9%</td>
</tr>
<tr>
<td>2000</td>
<td>£165,000</td>
<td>32</td>
<td>£181,700</td>
<td>23.8%</td>
</tr>
<tr>
<td>2001</td>
<td>£172,000</td>
<td>4.2</td>
<td>£187,603</td>
<td>3.3%</td>
</tr>
<tr>
<td>2002</td>
<td>£245,000</td>
<td>42.4</td>
<td>£290,980</td>
<td>55.1%</td>
</tr>
<tr>
<td>2003</td>
<td>£225,000</td>
<td>-8.2</td>
<td>£278,372</td>
<td>-4.3%</td>
</tr>
<tr>
<td>2004</td>
<td>£285,000</td>
<td>26.7</td>
<td>£344,200</td>
<td>24%</td>
</tr>
<tr>
<td>2005</td>
<td>£295,000</td>
<td>3.5</td>
<td>£356,379</td>
<td>3.5%</td>
</tr>
<tr>
<td>2006</td>
<td>£314,500</td>
<td>6.6</td>
<td>£366,159</td>
<td>2.7%</td>
</tr>
<tr>
<td>2007</td>
<td>£325,000</td>
<td>3.3</td>
<td>£382,241</td>
<td>4.4%</td>
</tr>
<tr>
<td>2008</td>
<td>£280,000</td>
<td>-13.8%</td>
<td>£346,596</td>
<td>-9.3%</td>
</tr>
<tr>
<td>2009</td>
<td>£255,000</td>
<td>-8.9%</td>
<td>£333,398</td>
<td>-3.8%</td>
</tr>
<tr>
<td>2010</td>
<td>£339,750</td>
<td>33.2%</td>
<td>£391,987</td>
<td>19.4%</td>
</tr>
<tr>
<td><strong>Overall Increase</strong></td>
<td><strong>Median</strong></td>
<td>302%</td>
<td><strong>Mean</strong></td>
<td>304%</td>
</tr>
</tbody>
</table>

10.4.4. The average house price in the National Park has trebled since 1998 – although there was a fall in house prices during 2008 and 2009, this has been exceeded during the current year. West Somerset was one of the top
five districts with the highest percentage of cash house purchases (49.1%) after the Isles of Scilly which is the highest. Cash purchases is a useful indicator of pressurised rural housing markets – since high proportions often relate to areas with high proportions of second homes. Affordability problems, compounded by a loss of council housing (through Right to Buy) together with low historic levels of new affordable housing, are well documented features of rural communities.

10.4.5. To improve information on local needs and help develop affordable housing, a Rural Housing Enabler (RHE) was appointed in 2002 and a number of parish housing need surveys have been undertaken within the National Park which has helped to deliver much needed local affordable housing in communities with significant need. During 2008 a housing need survey was conducted for the whole of the National Park to provide evidence for the LDF. This survey found a total of 195 households which considered themselves to be in housing need, and 130 of those which met the current policy requirements to occupy new local need affordable housing. Despite parish level household surveys being the best method of estimating local affordable housing need, experience has shown that once proposals for new affordable housing are more advanced the number of households coming forward are almost always higher that original estimates indicate.

10.4.6. Since adoption of the Local Plan in March 2005, 65 of local needs housing have been approved by the National Park Authority units (as at 19th October 2010). The majority of local affordable homes have been for rent provided through Registered Social Landlords (RSLs) together with a number of intermediate affordable homes completed – these are privately owned and meet the needs of those with incomes higher than those who require RSL rented accommodation, but who cannot afford open market prices. The tenure of intermediate affordable dwellings is subject to a legal agreement to ensure that the occupants meet the qualifying criteria of policy. The table below shows the number of completed local needs affordable housing schemes completed and occupied since the adoption of the Local Plan.

<table>
<thead>
<tr>
<th>Parish</th>
<th>Type</th>
<th>No. of Units</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Winsford</td>
<td>Private</td>
<td>1</td>
<td>2005/06</td>
</tr>
<tr>
<td>Lynton &amp; Lynmouth</td>
<td>Rent</td>
<td>5</td>
<td>2006/07</td>
</tr>
<tr>
<td>Brompton Regis</td>
<td>Private</td>
<td>1</td>
<td>2006/07</td>
</tr>
<tr>
<td>Dulverton</td>
<td>Rent</td>
<td>1</td>
<td>2006/07</td>
</tr>
<tr>
<td>Dulverton</td>
<td>Rent</td>
<td>1</td>
<td>2006/07</td>
</tr>
</tbody>
</table>
### Local Need Affordable Housing Completions 2005 - 2010

<table>
<thead>
<tr>
<th>Parish</th>
<th>Type</th>
<th>No. of Units</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lynton &amp; Lynmouth</td>
<td>1 Shared Ownership</td>
<td>3</td>
<td>2007/08</td>
</tr>
<tr>
<td></td>
<td>2 Rented</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dulverton</td>
<td>Rent</td>
<td>6</td>
<td>2007/08</td>
</tr>
<tr>
<td>Cutcombe</td>
<td>Private</td>
<td>1</td>
<td>2007/08</td>
</tr>
<tr>
<td>Exford</td>
<td>Private</td>
<td>1</td>
<td>2007/08</td>
</tr>
<tr>
<td>Cutcombe</td>
<td>Private</td>
<td>1</td>
<td>2008/09</td>
</tr>
<tr>
<td>Simonsbath</td>
<td>Private</td>
<td>1</td>
<td>2008/09</td>
</tr>
<tr>
<td>Cutcombe</td>
<td>Private</td>
<td>1</td>
<td>2009/10</td>
</tr>
<tr>
<td>Exford</td>
<td>Rent</td>
<td>9</td>
<td>2009/10</td>
</tr>
<tr>
<td>Cutcombe</td>
<td>Private</td>
<td>1</td>
<td>2009/10</td>
</tr>
<tr>
<td>Dulverton</td>
<td>Private</td>
<td>1</td>
<td>2010/11</td>
</tr>
</tbody>
</table>

**Total number of local affordable homes completed**: 34

10.4.7. Some open market housing continues to be built where it was 'under construction' within 3 years of the planning permission being granted prior to adoption of the Local Plan in March 2005. In addition, some open market dwellings are still permitted within the Local Rural Centres of Dulverton, Porlock and Lynton & Lynmouth through the conversion or change of use of buildings. New units can be open-market if only one is created. Where there is more than one unit, 50% (or the greater proportion) of the units must contribute towards local needs affordable housing.

10.4.8. The graph below shows the level of net housing completions from 2000/01 to 2009/10. The average completion level over this period is 26 dwellings per annum.
10.4.9. The figure for dwellings built on previously developed land during 2009/10 was 42% which is lower than the national target of 60%, and much lower when compared to previous years when the national target was greatly exceeded. This reduction is due to the scarcity of “brownfield land” available within the National Park and the number of new local affordable homes built on green field exception sites within or adjoining settlements.

10.4.10. **Evidence Gaps:**
- Detailed information on future housing delivery including through conversions and change of use. This evidence is required to provide accurate and clear information to inform provision of affordable housing through conversions and change of use.

10.5. **Situation without the plan**
10.5.1. The trend towards an increasingly aged population may result in a shortage of housing appropriate for older and disabled people within the National Park. Many older people remain living independently with adaptations to their homes provided through Occupational Therapists and the Home Improvements Agency – however these services are increasingly difficult to provide in remote rural areas due to cost implications and the difficulty in adapting many older properties. The application of Lifetime Homes standards to new housing development can assist in enabling people to stay in their own homes as they age and as their health and fitness levels decline. Other policy approaches may also be appropriate.

10.5.2. The Core Strategy will continue help deliver affordable housing to meet the need of local communities and widen the focus to address the housing needs of key workers. Future housing policies will also need to have regard to forthcoming changes to national planning policy.
10.6. **Key Issues Identified**

- To ensure an adequate supply of housing to meet the needs of local communities to maintain balanced living and working communities.
- A housing stock providing a better mix of sizes, types and affordability.
- Ensuring local needs affordable housing remains so in perpetuity.
- Making best use of the existing stock of accommodation, buildings and brownfield land to minimise greenfield development.
- Ensuring that suitable sites and buildings are available, including land currently in public ownership, to help meet the community’s need for affordable housing.
- Ensuring the scale, location and design of new housing conserves and enhances the National Park.
- Ensuring housing incorporates energy conservation and sustainability measures while conserving and enhancing the National Park and to reduce fuel poverty.
- Meeting the needs of agricultural and forestry workers; and other workers whose work is important for the conservation of the National Park and the viability of its communities.
- Meeting the needs of older people and providing for the housing needs of the young.
11. Land

11.1. Policies, plans, programmes etc reviewed

- Exmoor National Park Carbon Neutral Programme (draft) 2010.
- National Parks Circular 2010.

11.2. Conclusions

11.2.1. **Agricultural Land**: National policy PPS7 (and the draft PPS for a natural and healthy environment) states that the best and most versatile agricultural land (grades 1, 2 and 3a of agricultural land classification) should be considered alongside other sustainability concerns such as landscape and biodiversity. Local planning authorities are encouraged to avoid unnecessary development of this land type and seek poorer quality land in preference, and can decide whether to protect specific areas of high quality agricultural land.

11.2.2. **Objective E1 of the National Park Management Plan** aims to ensure that farming and land management practices contribute to the conservation and enhancement of the landscape, wildlife, cultural heritage and natural resources of Exmoor.

11.2.3. **Brownfield Land**: National planning policy promotes the re-use of suitably located previously developed land as the preferred and most sustainable option for new development. PPS3 states that re-using brownfield land is the most effective and efficient use of land and that at least 60% of new housing should be delivered on such sites. Local authorities are also encouraged to set housing density policies to make the most efficient use of land. PPS 7 also emphasises that priority should be given to brownfield sites for new development such as housing, within or adjacent to existing towns and settlements and that new development in the open countryside is strictly controlled. In the open countryside the re-use of existing buildings is encouraged, however redundant agricultural buildings are not termed as brownfield sites and therefore considered to be greenfield.

11.2.4. **Contaminated Land**: Part IIA of the Environmental Protection Act 1990 provides a regime for the identification and remediation of contaminated land.
In terms of reusing previously developed land PPS23 stipulates that a balanced approach is required which addresses the risk of pollution through remediation of contaminated land. The Government’s objectives in relation to such land are:

– to identify and remove unacceptable risks to human health and the environment;
– to seek to bring damaged land back into beneficial use; and
– to seek to ensure that the cost burdens faced by individuals, companies and society as a whole are proportionate, manageable and economically sustainable.

11.2.5. Local planning authorities are advised to include appropriate policies for dealing with potential contamination risks and the remediation of land so that it is suitable for proposed development.

11.2.6. Unstable Land: National policy PPG14 advises that local planning authorities should take into account ground instability and set out policies for the reclamation and use of unstable land. In the context of coastal areas, a presumption against development in areas of coastal instability and rapid coastal erosion could be introduced.

11.2.7. Waste: PPS 10 Waste provides that planning authorities have an important role in delivering sustainable waste management. The key planning objectives are to:

– address waste as a resource, with disposal as the last option;
– enable communities to take more responsibility for their own waste and enable sufficient waste management facilities;
– help implement the national waste strategy;
– help secure the recovery or disposal of waste without endangering human health;
– reflect the concerns and interests of communities; and
– ensure the design and layout of new development supports sustainable waste management.

11.2.8. However in terms of identifying suitable locations for landfill sites and large waste recycling facilities, considerations should include the need to protect National Parks and include adverse effects on sites of international importance for nature conservation such as Special Areas of Conservation, or a site of national significance such as Sites of Special Scientific Interest and National Nature Reserves.

11.2.9. The South West Waste Strategy prioritises initiatives and facilities which encourage waste reduction and the reuse of materials and products. Strategies and policies should be developed to help achieve these aims at a local level within communities. The National Park Management Plan objective D2 aims to minimise waste and emissions on Exmoor.

11.2.10. Minerals: MPS1 provides that in terms of minerals development there is a presumption against such development within or adjacent to sites of international and national importance for nature conservation and also in areas
of national landscape importance such as National Parks, unless the consideration of major mineral development proposals are demonstrated to be in the public interest. In this event the need for the development should be assessed together with the cost of alternative supplies or meeting the need elsewhere, and the detrimental effect on the environment. Minerals planning authorities should ensure that this major development and restoration should be performed to the highest environmental standards and in character with local landscape features. Any other proposals (not considered to be major) within National Parks should be carefully assessed with considerable weight given to the conservation of the landscape, wildlife and cultural heritage, and to avoid impacts on recreational opportunities.

11.2.11. National policy also states the important role small quarries can play through providing historically authentic building materials for the conservation and repair of traditional / historic buildings. The efficient use of all minerals and alternatives is also promoted with regard to the prudent use of natural resources – where practicable the use of acceptable substitute or recycled materials should be ensured.

11.3. Cross-reference with:
11.3.1. Biodiversity and green infrastructure, climate change mitigation and energy, housing, economy and employment, and landscape.

11.4. Situation Now
11.4.1. Exmoor National Park lies within the counties of Somerset and Devon and was designated a National Park in 1954. The area of Exmoor is 693 square kilometres - approximately two thirds of the area of the National Park (and three quarters of the National Park population) is in the West Somerset District and one third of the area (one quarter of the population) in the North Devon District. The National Park also shares a boundary with Mid-Devon District to the south. Because it is an area of national landscape importance, the National Park is characterised as a sparse rural area with small dispersed settlements. The three largest settlements are Porlock, Dulverton and Lynton & Lynmouth.

11.4.2. Agricultural Land: Exmoor is dominated by upland hill farming as a combination of topography and climate favours livestock farming, although there are areas of better quality agricultural land where some arable crops are grown (Grade 1, 2 and 3) within Porlock Vale, the lower slopes of the Brendon Hills and the southern tip of the National Park – see the Land Classification map below.

11.4.3. Within the National Park there are 450 Environmentally Sensitive Area agreements and 160 Environmental Stewardship agreements covering around 49,000 hectares of Exmoor – this is around 86% of the eligible area of the National Park. Through these agreements the important ecological habitats of Exmoor; moorland, coastal heath and unimproved grassland are maintained and enhanced as well as historic features such as field boundaries, traditional farm buildings and monuments.
11.4.4. **Brownfield Land:** There is very little brownfield land within the National Park due to the sparse rural nature of the area and small settlement pattern; however, a large percentage of new housing has been built on brownfield land in the past, mainly through conversions and change of use of existing buildings. The number of new affordable housing sites on greenfield exception sites has reduced the percentage of dwellings on previously developed land, and the recent change to PPS3 to exclude gardens from this category, implies that this resource is likely to be further reduced. For the National Land Use Database returns, only 1.1 hectares were declared as brownfield land as at 31st March 2009.

11.4.5. **Contaminated Land:** Due to the rural nature of Exmoor, there is unlikely to be any major areas of land contamination within the National Park, although there has been a history of mining (mainly iron and some copper and
silver-lead workings) it is unlikely that this presents any current contamination threat. Modern day contamination risks are considered to be:
- petrol filling stations; and
- uncontrolled waste deposits – through fly-tipping activity.

11.4.6. There are large expanses of the National Park which are particularly environmentally sensitive – these include:
- Special Areas of Conservation and Sites of Special Scientific Interest (see Air Quality and Biodiversity topics).
- National Nature Reserves (see Biodiversity topic).
- Groundwater source protection zones.
- Surface waters.

11.4.7. Groundwater source protection zones (SPZs) are particularly vulnerable to contamination and activities within or near these zones need to be closely monitored to reduce the risk of contamination. These zones may include boreholes and springs used for public drinking water supply. The SPZs within the National Park are generally within the north-eastern area of Exmoor – see map below.

Map 11.2: Groundwater Source Protection Zones Within the National Park

11.4.8. **Waste**: Devon and Somerset County Councils are the Waste Disposal Authorities for the National Park Area, with West Somerset and North Devon district councils being the waste collection authorities – also providing services such as recycling. Within the West Somerset area of the National Park there is a weekly refuse collection and fortnightly recycling collection – in North Devon there is a fortnightly refuse collection and a weekly recycling service.

11.4.9. Waste data therefore, is collected by the county councils on a district boundary basis, and is not available separately for the National Park area. Exmoor National Park Authority relies on waste production figures for North Devon and West Somerset defined as: composted, recycled, or landfilled (see
table below). The amount of waste has been estimated based on the population of the National Park within the districts of North Devon and West Somerset – the total waste per head in 2009/10 was 427kg.

<table>
<thead>
<tr>
<th>WASTE 2009/10</th>
<th>Landfill</th>
<th>Incineration with EfW</th>
<th>Incineration without EfW</th>
<th>Recycled/Composted</th>
<th>Other</th>
<th>Total Waste Arisings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount of waste arisings in tonnes</td>
<td>3029</td>
<td>0</td>
<td>0</td>
<td>1602</td>
<td>12</td>
<td>4643</td>
</tr>
</tbody>
</table>

11.4.10. There are no landfill sites within the National Park. Waste sites identified on the GIS are mainly disused quarries which have previously been used to dispose of inert waste such as surplus soil, rubble and hardcore. There is one civic amenity waste collection point at Lyn Down near Lynton (a Rural Skip service) which is open one weekend per month for certain types of waste material. A number of settlements also have recycling facilities in addition to kerbside collections. Waste arising from agriculture such as the disposal of silage wrap is a particular local waste disposal issue, and collection schemes have previously been undertaken by the Farming and Wildlife Group and the National Park Authority.

11.4.11. Minerals: As previously mentioned, there are currently no mining activities within the National Park and no active quarries. However, there are a number of disused quarries on Exmoor which were primarily used for local building stone (see map below). Many of Exmoor’s older buildings were constructed of the local Devonian Sandstone. However, due to the geology of Exmoor other stone is used at various localities – in the Lynton area grey sandstone was used and ‘new red’ sandstones in the eastern area of the National Park, softer sandstones were also quarried near Porlock. Current policy enables the small-scale re-working of disused quarries to provide local building stone, but there have been no applications for such development. Farmers can also win stone from their land for their own use, such as for the hardening of farm tracks.

11.4.12. One quarry in the National Park was registered as an Interim Development Order (IDO) permission in 1992 – this means that the permission for the Barlynch quarry, which has been inactive since the 1950s, could be reactivated but would have to comply with the requirements of our Local Plan policy M3 Interim Development Order Permissions and require an environmental impact assessment.

6 [http://www.devon.gov.uk/index/environment/recycling/rural_skips/lyndownlyntonruralskips.htm](http://www.devon.gov.uk/index/environment/recycling/rural_skips/lyndownlyntonruralskips.htm)
11.5. **Situation without the plan**

11.5.1. There is no current local target for accommodating new housing development on brownfield land. With little brownfield land available within the National Park and an increase in the development of greenfield exception sites to deliver local needs affordable housing it is important to set a realistic local target for development on brownfield land – understanding that a large number of new dwellings may be delivered on ‘windfall’ sites (i.e. through conversions and change of use of existing buildings).

11.6. **Key Issues Identified**

- Making use of the existing stock of accommodation, buildings and brownfield land to reduce greenfield development.
- Ensuring that suitable sites and buildings are available, including land currently in public ownership, to help meet the community’s need for affordable housing.
- Seeking ways to turn ‘waste’ into a resource, including agricultural waste.
- Providing for increasing demand for recycling and composting.
- Protecting the special qualities of the National Park through resisting proposals for mineral extraction. Thus conserving minerals whilst ensuring an adequate supply of minor workings for local building stone.
- Maintaining and improving the quality of soils on Exmoor.
12. Landscape

12.1. Policies, plans, programmes etc reviewed
- European Landscape Convention.
- Planning Policy Statement 1: Delivering Sustainable Development.
- Planning Policy Statement 7: Sustainable Development in Rural Areas.
- South West Tranquillity Map – CPRE.
- Conservation and Restoration Plan – To support the Exmoor Moorland Landscape Partnership Strategy.
- National Parks Circular 2010.
- Countryside Quality Counts – Joint Character Area145 Exmoor.

12.2. Conclusions
12.2.1. ‘Landscape’ has become a broader and more holistic concept of a ‘place’ which is made up of a complex web of social, economic and environmental factors; where humankind has superimposed physical attributes and associated. The European Landscape Convention (ELC) definition of ‘landscape’ emphasises these cultural influences, as “an area, as perceived by people, whose character is the result of natural and/or human factors”. One of the key aims of the ELC is to integrate landscape into planning policy, recognising that landscape is a fundamental component of people’s surroundings. The UK ratified the European Landscape Convention (ELC) in 2006.

12.2.2. The need to enhance landscape character is endorsed by the Government in its planning policy statements. PPS1 Delivering Sustainable Development aims to integrate the long term objectives of sustainable development through the plan led system. This over-arching approach to sustainable development incorporates both landscape character and high quality development. The protection of the natural environment and resources is endorsed, whether in a rural or urban context. Particular reference is made for the protection of the most valued landscapes and townscape. Local planning authorities are encouraged to protect the countryside and the impact of development on the landscape.

12.2.3. PPS 7 (and the draft PPS: Planning for a Natural & Healthy Environment) emphasises the need to conserve the natural beauty of the landscape, especially those landscapes which are of national importance. National Parks are the most exceptional, valued and protected landscapes originally designated to protect vast tracts of semi-natural upland landscapes. Development, such as major developments, that are likely to have a significant adverse impact on protected landscapes, should not take place.
12.2.4. Landscape and Landscape Character Assessments (LCAs) have become a central component to the spatial planning process because it is embedded in the understanding of place. Local planning authorities can utilise LCAs to inform policy and decisions regarding the location and design of development and the capacity of the landscape to accept change; with the aim of reinforcing local distinctiveness. It should also be recognised that Historic Landscape Characterisation is an integral element of landscape characterisation, and there are clear links between the topics Historic Environment and Landscape.

12.2.5. The Campaign for the Protection of Rural England (CPRE) has published a series of tranquillity maps for the whole of England. Devon and Somerset are ranked in the top 5 most tranquil local authority areas in the country. The largest remaining areas of deep, unfragmented tranquil countryside in England are mostly in National Parks. Seeing a natural landscape was considered to be the most important aspect of tranquillity according to the CPRE survey – other responses included, hearing peace and quiet and seeing the stars at night. Tranquillity is seen as an important aspect for rural economies and helping to improve people’s health and wellbeing.

12.2.6. The Exmoor National Park Management Plan’s 2020 vision for landscape is: “Exmoor’s distinct and diverse landscape is in good condition and there is an increased awareness of its importance”. The key objectives to deliver this vision are:

- A1: To conserve and enhance the distinctive characteristics, qualities and condition of Exmoor’s landscapes.
- A2: To ensure that Exmoor’s moorlands are open, remote and relatively wild in character and that strategically important areas of former moor and heath are managed in a way that restores their wilder landscape character.
- A3: To ensure that Exmoor remains a landscape relatively free from intrusive developments and activities, and take opportunities to redesign or enhance landscapes that have been affected by intrusive development or are in declining condition.
- A4: To increase public involvement in the monitoring, evaluating, protecting and celebrating of Exmoor’s landscape.

12.2.7. Exmoor National Park Authority published the Landscape Character Assessment in 2007. This document provides an evaluation of the National Park’s landscape character areas and types to provide a robust landscape framework which can be used for a number of key policy and strategy areas, and provide the basis for spatial planning. The LCA identifies current key and secondary issues having a negative impact on the landscape, and associated objectives which would benefit visual amenity and condition, thus improving landscape character.

12.3. **Cross-reference with:**

12.3.1. Housing, Economy & Employment, Biodiversity & Green Infrastructure, Climate Change Mitigation and Energy, Community & Wellbeing, Historic Environment and Transport.
12.4. Situation Now

12.4.1. Exmoor is one of only a few upland areas within southern England, but is still relatively low; the highest point at Dunkery Beacon is 519m above sea level. The upland areas are characterised by relatively flat moorland plateaus interspersed with steep, incised wooded valleys – the upland areas also reach the coast where the some of the spectacular cliffs are amongst the highest sea-cliffs in England. The landscape has been shaped by both natural elements and human activity over thousands of years; however, its remoteness, topography and climate have helped to maintain a large extent of well preserved, semi-natural upland landscapes. The influence of past ownership and management in shaping the character of the landscape is still evident today – especially with regard to the Royal Forest and the large Exmoor Estates. The settlements are mainly small dispersed villages which are generally located in the valleys. The relatively low level and small-scale nature of development within the National Park has limited pressure on the landscape which helps to maintain the overall character of the landscape.

12.4.2. The process of landscape characterisation on Exmoor has identified 9 separate character types and 26 character areas within those types – see map below. The appraisal of the landscape character types and areas does raise a number of modern day pressures facing Exmoor’s landscape today, most of which derives from small-scale, incremental change and land management. More recent pressures such as farm fragmentation, equestrian development and game shooting activity have also had negative impacts on landscape character – the increase in these particular pressures and future pressures from further telecommunication infrastructure, renewable energy technologies and energy crops are trends causing concern within and in areas surrounding the National Park. A number of improvements to landscape character have been put in place with landowners through Environmental Stewardship and Higher Level Stewardship schemes.

12.4.3. Some positive action has been taken with regard to reducing unnecessary road infrastructure such as road signs within the National Park – especially on roads through open expanses of moorland. The Authority has worked with both highway authorities (Devon and Somerset County Councils) to develop a more sensitive approach to signage and road management on Exmoor. The Exmoor Transport Partnership has been formed and this group will prepare a best practice guide for highway management in the National Park.

12.4.4. Overhead power and telecommunication lines have a negative impact on some of the most sensitive landscapes including settlements. The Authority has worked with infrastructure organisations to facilitate undergrounding for certain areas, and there are some challenges due to environmental and other constraints in some areas - some funding is currently available to underground electricity lines in protected areas. This is a small fund for the AONB’s and National Parks in the South West and will focus on iconic sites. It is hoped that at least one scheme in Exmoor will proceed under this fund.
12.4.5. To promote and enhance tranquillity on Exmoor, The Authority has undertaken a survey of ‘dark skies’ in the National Park which has identified a ‘Dark Skies Zone’ with almost no artificial light sources within the area and a surrounding buffer zone. The Authority is currently preparing an application to be an International Dark Skies Association “Dark Sky Reserve”.

12.5. **Situation without the plan**

12.5.1. The first statutory purpose for National Parks in the 1995 Environment Act is to conserve and enhance the natural beauty of the area. All local authorities, public bodies and statutory undertakers are required by law to have regard to the statutory purposes when exercising any of their functions within the National Park. Key National Park Management Plan objectives also aim to conserve and enhance the landscape through landscape management targets.

12.5.2. Without the plan the pattern and distribution of development is unlikely to have regard to the sensitivity and capacity of landscape character types/areas, although the LCA adopted in 2007 will provide guidance in determining current development proposals. The new plan provides the opportunity to integrate the LCA and give greater clarity through policies for development and land use, with particular regard to avoiding unnecessary light pollution, which will help to maintain and enhance landscape character and tranquillity.

12.6. **Key Issues Identified**

- Continuing to ensure that traditional moorland management maintains the openness, wildness and awe inspiring nature of moorland landscapes.
- Ensuring that the special qualities that make Exmoor a wild, tranquil, remote and emotionally uplifting are retained and enhanced while providing appropriately for the needs of local communities and visitors.
- Planning for the restoration of wilder landscapes such as linking moorland and woodland areas and maintaining and enhancing moorland fringe and transitional areas.
- Ensuring that Exmoor remains relatively free of types of elements which detract from landscape character such as major roads, derelict land and neglected buildings, electricity pylons/overhead wires, active quarries, caravan or large camp sites, holiday camps and theme parks. Identifying key views within and out of the National Park. The removal of intrusive man made structures.
- Ensuring that farming, in particular livestock farming, and associated land management practices which have traditionally created and maintained Exmoor’s landscape can continue.
- Ensuring that changes in farming which are transforming Exmoor’s landscape such as the subdivision of farms, the increase in commercial shooting and associated development, equestrian development, and farm diversification are managed to conserve and enhance the natural beauty, wildlife and cultural heritage of Exmoor National Park.
The incidental environmental impacts of road safety, traffic management and highway maintenance by Highway Authorities such as signage can have a harmful effect on the character of the locality and cumulatively on the National Park as a whole.

Enabling equestrian activity and development as a traditional activity on Exmoor including stables/loose boxes, field shelters, ménages and horse riding or equestrian centres so as to avoid adverse impacts on the landscape and the amenity of nearby occupiers.

The siting of caravans and camping needs to be carefully managed in terms of their impact on the landscape and road access.
13. Coast

13.1. Policies, plans, programmes etc reviewed
- Draft Shoreline Management Plan 2 – Hartland Point to Anchor Head 2010.
- National Parks Circular 2010.

13.2. Conclusions
13.2.1. The coast and the marine environment has become a topic in its own right due to the potential sea level rise impacts of climate change, coupled with the growing concern regarding the protection of the marine environment.

13.2.2. National planning policy guidance for the coast discusses a number of themes regarding the conservation and development of coastal areas, in addition to flood risk and coastal protection/defence. Local planning authorities (LPAs) are advised to locate most tourism and recreation development in existing urban areas along the coast, and maintain the natural character of the undeveloped coast; this is most relevant in designated areas such as Heritage Coasts and nationally designated areas of high quality landscape such as National Parks. LPAs should also ensure that access to the coast and the integrity of coastal rights of way and National Trails (such as the South West Coast Path) is not constrained.

13.2.3. Energy generation on the coast or out at sea also needs to take account of the landfall (where the energy generation scheme has to connect to the national grid) and potential impacts on landscape and the environment. Turning the Tide produced by the Sustainable Development Commission emphasises that tidal power has the potential to generate 10% of the UK electricity requirement and further examines the proposal for a Severn Barrage in conjunction with tidal stream and tidal lagoon technologies at other sites around the UK coastline. Consultation has been undertaken by the Department of Energy and Climate Change on various barrage and lagoon proposals in the Severn Estuary and a short list of 5 schemes was determined for further feasibility work before making a final decision. The Severn Estuary Strategy proposes widespread consultation for such schemes to ensure any proposal weighs local and regional socio-economic, environmental and flood defence benefits against their impacts on landscape/seascape and sensitive wildlife habitats.
13.2.4. Water and sewage companies are also aiming to improve the quality of coastal waters through a programme of water and sewage treatment plants the need for which planning authorities should take into account when such development is proposed. The Environment Agency reported that such investment has significantly reduced marine pollution levels, but problems can still occur due to overflows from combined sewer outflows or rainfall washing organic material and chemical fertilisers from farms into rivers and out to sea.

13.2.5. The recent national policy statement on coastal development has regard to coastal change and preventing new development in coastal areas from being at risk from such change. The aim is to ensure that coastal communities continue to prosper and are able to adapt to change over time through directing development away from vulnerable areas and ensuring long term sustainability of coastal areas.

13.2.6. Local planning authorities should identify areas likely to be affected by coastal change and refer to these areas as Coastal Change Management Areas (CCMAs) and set out the appropriate types of development and the circumstances in which it may be permissible so that long-term risk is managed.

13.2.7. The National Trust commissioned a report to gain understanding of how coastal change will affect their properties over the next 100 years and are working on an assumption of 1m sea level rise by 2100. Early adaptation is proposed to ensure that communities have time to understand the implications and adjust. Creating space for natural coastal defences such as salt marshes is recommended rather than hard defences which are expensive to build and maintain. It is considered that the complexity of coastal change impacts would be better managed with an integrated planning system for the shore and sea. To manage a changing coastline the National Trust recommend long-term planning in a wider more flexible context, working with natural processes to achieve the most sustainable option. Such solutions require partnership working and public involvement.

13.2.8. The draft Shoreline Management Plan 2 (SMP2) makes a series of preferred policy actions for the coast between Hartland Point and Anchor Head, and to inform others of the risks of coastal change when considering future development and land use changes. The SMP is an important document which provides detailed evidence and projections regarding coastal change, and is significant for identifying Coastal Change Management Areas where necessary.

13.2.9. The Environment Agency’s Marine Strategy has a number of key aims for the coastal and marine environment which aim to integrate and manage activities on land and at sea which promote sustainable development and protect and enhance the coast and seas. Integrated management of land and sea is seen as an important part of achieving these aims through efficient regulation and access to information.
13.2.10. The Marine & Coastal Access Bill aims to put better systems in place for delivering the sustainable development of the marine and coastal environment to ensure that seas are healthy, productive and biologically diverse. Local planning will need to have regard to Marine Policy Statements and Marine Plans in all coastal planning and decision-making.

13.2.11. Research and monitoring to obtain information on marine habitats and wildlife off the Exmoor Coast is a target in the National Park Management Plan, to provide the basis for a future marine environment management plan – Natural England is the lead organisation for this target. There are also many linkages between the historic environment and the coast with both inter-tidal, foreshore and marine archaeology being at the forefront of this cross over, in addition to the potential for as yet unrecorded archaeology.


13.4. Situation Now
13.4.1. Exmoor has some of the most unspoilt stretches of coastline in England, with very little development along its length. Many areas of high coastal heath and woodland are close to as natural condition as possible and therefore are important areas for wildlife, and the rocky cliffs between Lynmouth and Heddon’s Mouth are important nesting sites for seabirds such as guillemots, fulmar and razorbills.

13.4.2. Around 82% of the Exmoor coastline is in the ownership of The National Trust or public bodies and the whole coastline is a designated Heritage Coast which does not give any statutory protection, but the majority of this designation is defined as the ‘coastal zone’ on the LDF Proposals Map; the associated Local Plan policy emphasises the requirement that development proposals should have particular regard to the special qualities of the coastal environment (see map below). Currently there is no statutory protection for the offshore areas from Exmoor’s coast. However, under the Marine & Coastal Access Bill the formation of Marine Plans will help to integrate marine and land planning and inform the spatial uses and needs of particular areas. The National Park Authority has previously worked with other organisations on the development of the Severn Estuary Strategy which includes the Exmoor coastline.

13.4.3. The draft SMP2 sets out the long term objectives for sections of the Exmoor coast; for much of the coastline the long term action is to let it evolve naturally. This action has minimal impact, although there may be concerns regarding coastal squeeze for some important wildlife habitats – however rates of erosion are relatively slow. For the coastal village of Lynmouth where sea defences already exist, it is proposed that these defences would be retained in the long term.
Exmoor National Park - Coastal Zone

Map 13.1
13.4.4. In the small coastal settlement of Porlock Weir the policy action is ‘no active intervention’ – the existing defences are privately owned and the owner had indicated intent to maintain and possibly improve them. However, any larger defences are not considered appropriate and may demonstrate adverse effects on the rest of Porlock Bay. A Pathfinder Project developed by Somerset County Council is currently working on a specific project for Porlock Weir to inform the local community and landowners of the possible long term consequences for the settlement in terms of coastal change. The Authority is working closely with the project co-ordinators throughout this process, and forthcoming detailed information in conjunction with the final SMP will help to inform future policy considerations for this particular area of coast in the LDF.

13.5. **Situation without the plan**

13.5.1. Without the plan there is limited scope to address the future impacts of coastal change particularly at locations such as Porlock Weir and Lynmouth. Future policies will need to have regard to Shoreline Management Plan 2 and the SFRA to be able to anticipate potential future coastal flood risk. A strategy for the possible adaptation or replacement of assets such as homes and businesses may be required at Porlock Weir, whilst having regard to the historic environment and the cultural heritage of the settlement.

13.6. **Key Issues Identified**

- To mitigate against the effects of sea level rises and their impacts on coastal communities and habitats.
- To take account of potential impacts on landscape and the natural environment, of energy generation on the coast or out at sea.
14. Transport

14.1. Policies, plans, programmes etc reviewed
- State of the Countryside 2010 – Commission for Rural Communities.
- Secretary of State’s for Transport’s speech to the IBM Start Conference – November 2010
- Devon Local Transport Plan 2006 – 2011.
- Exmoor Rights of Way Improvement Plan.
- Response from Exmoor National Park Authority to the South West Regional Committee Transport Consultation – July 2009.
- National Parks Circular 2010.

14.2. Conclusions
14.2.1. Transport is essential for society and the economy in providing access to employment, leisure, schools, communities and services. It is recognised that in rural areas there are difficulties in providing a diverse range of transport solutions in relatively remote areas where distances to services and jobs are particularly high. However, long term objectives for transport aim to cope with rising demands for travel whilst reducing carbon emissions through reducing the reliance on fossil fuels.

14.2.2. The Future of Transport white paper aims to ensure long term transport solutions through sustained investment and improvements in transport management to meet the challenges of a growing economy and increasing travel demand whilst achieving environmental objectives. Local travel should be enhanced through a number of means including:
- freer flowing local roads;
- more reliable buses;
- demand responsive bus services that provide accessibility in areas that cannot support conventional bus services;
- identifying ways to make services more accessible so that people have a choice about how they travel;
- promoting the use of school travel plans, workplace travel plans and personalised journey planning to encourage alternatives to using private cars; and
- creating a culture and improved quality of local environment so that cycling and walking are seen as an attractive alternative to car travel for short journeys.

14.2.3. Bus services are recognised as essential transport services in rural areas, for those without access to a car. Regular bus services in rural areas
can be prohibitively expensive where there is a widely dispersed population. Demand-responsive transport schemes are promoted as a more flexible and cost-effective form of transport which can offer more personalised travel opportunities for people in rural areas – this type of transport solution can be in many forms such as dial-a-ride and can involve services for specific groups such as older people and disabled.

14.2.4. National planning policy aims to deliver sustainable patterns of development which will promote accessibility whilst helping to reduce the need to travel, particularly by private car. PPG13 specifically sets out objectives to integrate planning and transport at a strategic and local level where the majority of new housing and employment development should be located in existing local service centres. In rural areas it is recognised that it is difficult to change priorities between different modes of transport, and that the car will continue to be the main form of transport for the majority of journeys. However, it is important to ensure there is a policy approach to promote the use of sustainable forms of transport such as walking, cycling and public transport. The provision of adequate local employment opportunities to reduce the need for long-distance commuting is also supported.

14.2.5. PPS4 states that local planning authorities should recognise that a site may be an acceptable location for development even though it is not accessible by public transport and that small-scale business development/expansion may be supported as a sustainable option in villages which have poor transport links with local service centres. This approach was proposed in the Taylor Review which raises the issue of the ‘sustainability trap’ where beneficial development can only be approved if the settlement is considered sustainable in the first place. There is a widespread assumption that because smaller rural communities may have little or no services, shops, or public transport of their own they are fundamentally unsustainable – and therefore not suitable for development on the grounds of an implied greater need to commute and travel by car to access services and employment.

14.2.6. The Coalition Government appears to have set out its transport priorities in a speech given by the Secretary of State for Transport. It was recognised that it is difficult to change priorities between different modes of transport, and that the car will continue to be the main form of transport for the majority of journeys.

14.2.7. The National Park lies within the Local Transport Plan (LTP) areas for Devon and Somerset. Current LTP2 documents cover the period 2006 – 2011; however both County Councils are currently producing their LTP3 for 2011 – 2026. Both current LTP documents set out a framework for achieving people’s travel needs, providing alternative modes of travel and improving road safety. Significant investment priorities include: maintaining the road network to support the economy and access to services; increasing the number of people using public transport; ensuring lorries use appropriate routes to improve life in rural communities; promoting and safeguarding walking and cycle routes, and; promoting smarter travel choices.
14.2.8. The National Park Management Plan has a key objective to support the provision and retention of community facilities and services for Exmoor’s residents and a target to investigate the potential for a new bus route to link two of the local rural centres and a number of villages (this service currently runs 2 days a week for 8 weeks of the year). The Management Plan also addresses the continuing high standard of maintenance for the rights of way network to ensure that the majority are open and easy to use. The Exmoor Rights of Way Improvement Plan specifies how the Authority will meet this particular objective in addition to encouraging and improving opportunities for recreation and access within the National Park, for all people. The Authority will work with a number of partners and the public to ensure objectives for the rights of way network are met.

14.3. **Cross-reference with:**
14.3.1. Climate Change Mitigation & Energy, Air Quality, Community & Wellbeing, Economy & Employment, and Housing.

14.4. **Situation Now**
14.4.1. The National Park has no major strategic road or rail corridors – the two principal routes on Exmoor are the A39 and A396, with the A399 passing close to and through the western boundary of the Park. Important local freight routes also include the B3190, B3224 and the tertiary route from Machine Cross to Heathpoul Cross. The small rural lanes framed by beech hedgerows serving farms and communities are important to the character of the National Park and are important historic and attractive features in their own right. The responsibility for roads and traffic management lies with Devon and Somerset County Councils (as Highway Authorities), therefore the implementation of policies rely on a close working relationship with both authorities.

14.4.2. There are no railway connections within the National Park. The nearest mainline stations are located at Barnstaple, Tiverton and Taunton. The West Somerset Railway is a branch line of the former Great Western Railway and operates as a steam train attraction close to the north-eastern boundary of the National Park. There are aspirations that this railway could provide a public service by offering commuter services to Taunton – however there are no definite plans for this type of service to develop. In the western part of Exmoor a small section of the former Lynton to Barnstaple Railway has been reinstated at Woody Bay as a tourist attraction. The Exmoor Enterprise project hopes to raise enough funds to be able to reinstate the railway line from Lynton to Wistlandpound Reservoir.

14.4.3. Within the National Park, travel by bus is the only real alternative to travelling by private modes of transport (not including opportunities for walking and cycling for short local journeys) – however the number and frequency of bus services are few on Exmoor and are generally considered to be inadequate for the needs of residents and visitors. National research has shown that over 90% of visitors to National Parks in the UK arrive by car – it is believed that this figure is likely to be higher for Exmoor due to the distance from mainline rail connections. In nearby urban areas, 25 – 30% of people do
not have access to a car and therefore are restricted in accessing the experiences and opportunities gained from accessing the National Park due to limited public transport provision.

14.4.4. There are no hourly bus services that serve the National Park, but bus services such as the 398/399, 310/309, 39 and 25B (see the red routes on the map below) do serve a number of settlements on Exmoor more than 5 days a week and 5 journeys per day. There are 10 settlements, including the three local rural centres, served by a daily bus service on Exmoor, which leaves a number of smaller villages which may only receive limited bus service or no service at all.

14.4.5. Some community transport schemes and demand responsive transport such as the Slinky Bus (serving the West Somerset parishes in the National Park), do serve these areas where people do not have access to their own transport or regular public transport – these schemes are subsidised by the county councils. The ExploreMoor website has been developed by the Authority to encourage visitors to the National Park to use public transport to explore the National Park. The Moor Rover bus runs throughout the main summer holiday period (July to September) to provide a flexible bus service for residents and visitors to enjoy Exmoor based on a dial-a-ride booking system.

14.4.6. There are few opportunities to encourage cycling as an alternative mode of transport except for short local journeys, as the topography of Exmoor is not ideal, and many people in employment commute outside the National Park to work in larger employment centres. Route 3 of the National Cycle Network passes through the southern area of the National Park along minor roads from Five Cross Way near Brayford to Dulverton.

14.4.7. The extensive rights of way network in the National Park extends to over 1000km in conjunction with around 18000ha of open access land available for walking. Around 60% of the rights of way network is available for horse-riding and cycling. The Authority is responsible for the management and maintenance of the rights of way network including the provision of way-marking signs and replacement gates/stiles. There are also a number of long distance walking trails including 34 miles of the South West Coast Path national trail and regional trails such as the Two Moors Way, Tarka Trail and Exe Valley Way.

14.4.8. Traffic Flows & Commuting Patterns: Due to the rural nature of the National Park and its dispersed settlements, it is not unexpected that 50.5% (2001 Census) of economically active people commute to work by car or van (or share a lift). Key employment centres are situated outside of the National Park boundary at towns such as Minehead, Barnstaple, Taunton, Tiverton, South Molton and Ilfracombe. The average commuting distance, shown by census results, is around 13km, but this reflects a fixed distance in a straight line, therefore in reality commuting distances are likely to be much further.
14.4.9. The 2001 census results also indicates that a large sector of the working population work at or from home (31.35%) – this is a considerable proportion of the working age population when compared to the national average (9%), but reflects the rurality of the National Park, and the high level of self-employment compared to regional and national statistics. The increasing importance of fast internet connections to enable people to work at home is also a significant factor.

14.4.10. Retaining local services and facilities such as shops, Post Offices and schools in rural settlements helps to address the issue of accessibility over mobility and has benefits for both visitor and resident alike. The loss of such services means that people have to travel further and require available modes of transport to do so.

14.4.11. Traffic flows on Exmoor increase during the main summer months when greater numbers of tourists visit the National Park – for example average annual traffic levels on A39 at Lynton are 2980 per day whereas in August the average daily traffic count is 4450. Although traffic pressures are not severe there can be specific areas which face congestion issues and parking problems during the busy holiday periods. The average daily traffic figures (shown in graph below) show a relatively stable pattern over the past 5 years for the locations measured. The draft Carbon Neutral Programme has highlighted that 18% of greenhouse gas emissions arise from transport.

14.4.12. The A39 from Williton to County Gate has been designated as a Red Route – a road with a high number of crashes resulting in serious injury or
fatality. The A39 west of Minehead to County Gate is within the National Park boundary – particular issues are drivers losing control of their vehicles and right turn manoeuvres between Minehead and Porlock. Somerset County Council appears to be altering their approach and abandoning the ‘Red Route’ and altering associated signage at collision sites on the A39/A358.

14.4.13. The impacts of traffic on the environment of Exmoor are mainly experienced through the congestion of streets and over-demand of parking spaces in some settlements and ‘honey-pot’ sites during peak times, such as the main summer holiday period. These impacts can reduce the quality of life and experience of the National Park for both residents and visitors, in addition to some damage to building fabric and restricting the passage of larger vehicles and emergency services. These incidents are restricted to main holiday periods and generally traffic flow is relatively uninterrupted. In some settlements on-street parking also serves to reduce traffic speed, especially where main roads pass through the settlement.

14.4.14. Maintenance and management of the main route network on Exmoor (see Map 14.2 below) and its approaches should be commensurate with the distinctive needs of the National Park for transporting people and goods in relation to the local economy. These need to be reflected in priorities for investment following the 2010 Comprehensive Spending Review. The network includes both the A and B roads and advisory routes for lorries [including in particular the important tertiary route between Heathpoul and Machine Crosses]. The route network has to accommodate both local and incoming motoring and freight traffic and public transport modes, and the often complex routing of individual drivers, such as tourists and delivery vans. Road maintenance and winter resilience are especially important as well as highway design, appropriate signage, and parking provisions which facilitate access and safe flow of traffic.

14.5. Situation without the plan
14.5.1. Without the plan (Core Strategy & Development Management Policies DPD) Exmoor is likely to continue to experience similar or increasing levels of traffic particularly through the main holiday season. As the county councils take responsibility for highway issues, the Authority is constrained in the influence that it may have on traffic and transport.

14.5.2. The plan will provide a response to current transport and accessibility issues as evidenced by issues and options consultation with stakeholders and local communities. During the next 15-20 years it must be considered that modes and means of transport/travel may change with regard to rising fuel prices and changes in technology such as the development of electric and hybrid cars.

14.6. Key Issues Identified
- Working with partners to ensure that the main roads [A & B routes and advisory routes for lorries] and associated parking, provide free flowing access into, within and out of Exmoor, to its businesses and tourist attractions, while protecting the
special qualities of the National Park.

- To ease traffic congestion in the tourism season and provide more sustainable ways of accessing the National Park.
- Safeguarding Public Rights of Way and providing appropriate pedestrian, cycling and equestrian access.
- Encouraging travel by sustainable means of transport, whilst recognising the need to travel by private modes of transport in a dispersed rural area such as Exmoor.
- Improving the number and frequency of public transport including bus services and encouraging greater use of these services.
- Ensuring that there are improved opportunities for safe horse-riding, cycling and walking as an alternative to car travel.
- The reflection of local circumstances in setting the level of car and cycle parking provision that is appropriate for small-scale developments.
15. **Sustainability Objectives, Criteria and Indicators**

15.1. The sustainability objectives, criteria and indicators were developed drawing on best practice of other sustainability appraisals, and using the evidence as set out in the Sustainability Appraisal Scoping Report, but particularly drawing on:

- The South West Sustainability Shaper checklist;
- Exmoor National Park Management Plan objectives;
- Indicators and evidence already used in the Annual Monitoring Report; and
- Consultation with internal Officers within the National Park Authority.

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<th>Topic</th>
<th>Objectives</th>
<th>Criteria – will the proposals in the Plan....</th>
<th>Indicators</th>
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| **Air Quality and Water Resources**| 1. To minimise air pollution (including green house gas emissions) and water pollution and ensure air and water quality is maintained or improved. | Maintain or improve air and water quality?  
Minimise emissions from residential and commercial sources?  
Reduce emissions from transportation sources?                                                   | • Air quality Monitoring data – Environmental Health (WSC & NDC)  
• Domestic per capita CO2 (tonnes).  
• % of river length reaching grade A/B (Very good/good) quality for chemical and biological assessment. |
|                                    | **Explanation:** This objective seeks to minimise pollution from development. |                                                                                                              |                                                                            |
| **Biodiversity and Green Infrastructure** | 2. To conserve and enhance biodiversity and to protect, conserve and enhance all habitats and species. | Conserve and enhance the diversity of species?  
Conserve and enhance the diversity of habitats?  
Make provision for protected and important species and habitats where appropriate?  
Have no adverse impact on SACs or SSSIs?  
Enhance local biodiversity and the natural environment?                                           | • Area of new BAP habitat created or restored.  
• Number of SACs and SSSIs in favourable or unfavourable recovering condition.  
• Proportion of Local Wildlife Sites where positive conservation management has been or is being implemented (NI197).  
• Number of applications with provision for protected/important species.  
• Number of applications with... |
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<tbody>
<tr>
<td><strong>Climate Change and Adaptation to Flood Risk</strong></td>
<td>3. To minimise and manage the risk of all forms of flooding.</td>
<td>➢ Put properties at risk of flooding?</td>
<td>• Number of planning permissions granted contrary to Environment Agency advice on flood defence grounds.</td>
</tr>
<tr>
<td></td>
<td>4. To minimise the impacts of climate change on Exmoor’s communities and habitats.</td>
<td>➢ Provide development in the flood plain?</td>
<td>• Number of permissions which make a positive contribution to sustainable flood management. (include SUDS proposals)</td>
</tr>
<tr>
<td></td>
<td>Explanation: These objectives seeks to manage and minimise the impacts of climate change and flood risk and help communities and habitats to adapt as appropriate.</td>
<td>➢ Provide development in areas vulnerable to coastal change?</td>
<td>• Number of planning permissions in areas vulnerable to coastal change.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>➢ Put communities and habitats vulnerable to the effects of climate change at risk?</td>
<td>• Number of planning permissions for structures and measures to adapt to the impacts of climate change e.g. coastal defences.</td>
</tr>
<tr>
<td><strong>Climate Change Mitigation and Energy</strong></td>
<td>5. To minimise the net emissions of carbon dioxide and other greenhouse gases into the atmosphere and to minimise Exmoor’s contribution to global climate change.</td>
<td>➢ Ensure development incorporates energy sustainability measures?</td>
<td>• Domestic per capita CO2 (tonnes) – measure every 5 years.</td>
</tr>
<tr>
<td></td>
<td>Explanation: This objective seeks to minimise greenhouse gas emissions, promote sustainable living, implement</td>
<td>➢ Maximise Exmoor’s potential for renewable energy generation?</td>
<td>• Number of planning permissions for renewable technologies and other energy sustainability measures.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>➢ Improve the sustainability of Exmoor’s communities?</td>
<td>• Housing development that incorporates energy and sustainability measures (above building regulation requirements).</td>
</tr>
<tr>
<td></td>
<td></td>
<td>➢ Encourage the use of sustainable building design and methods?</td>
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<td>sustainable building practices and install renewable technology that is appropriate to the National Park’s statutory purposes to conserve and enhance the natural beauty, wildlife and cultural heritage of the area and to promote opportunities for the understanding and enjoyment of its special qualities by the public, whilst aiming to achieve the target of becoming a carbon neutral National Park by 2025.</td>
<td>Encourage travel by sustainable means of transport?</td>
<td></td>
</tr>
<tr>
<td>6. Community and Wellbeing (including equalities and health)</td>
<td>To promote and support thriving and inclusive communities, health and wellbeing. <strong>Explanation:</strong> this objective focuses on securing balanced, inclusive communities where people can live healthy lives, have equality of access to community, education and health services and facilities, and have access to and enjoy cultural and recreational opportunities.</td>
<td>Provide for community services?</td>
<td></td>
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<tr>
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<td></td>
<td>Encourage healthy lifestyles?</td>
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<td>Improve access to the Park and to its opportunities and facilities for all?</td>
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<tr>
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<td>Create new access opportunities where appropriate?</td>
<td></td>
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<tr>
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<td></td>
<td>Help to implement the installation of infrastructure for broadband and mobile technology that is sympathetic to the National Park setting?</td>
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<td>Affect specific sub groups disproportionately compared with the whole population?</td>
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<td>Amount of open access land available under the CROW Act 2000.</td>
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<td>Index of multiple deprivation and measures of health deprivation.</td>
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<td>Number of cultural, leisure and sporting facilities available.</td>
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<td></td>
<td>Number of village shops and village post offices available.</td>
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<tr>
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<td>Creation and loss of community services and facilities.</td>
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<td></td>
<td>Number of planning permissions providing disabled access.</td>
<td></td>
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<tr>
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</tbody>
</table>
| Economy and Employment | 7. To promote and support appropriate, sustainable economic growth, particularly of the key business sectors of tourism, agriculture and other land based industries and small businesses.                                                                 | - Cause changes in contacts with health and/or care services, quality of life, disability or death rates?  
- Likely to cause public or community concerns about potential health impacts of this policy change?  
- Create safe and attractive public spaces?  
- Promote local multi service centres?  
- Improve opportunities for community participation?  
- Improve access to recreational space, leisure activities, learning and cultural opportunities? | - Number of registered farm holdings.  
- % occupancy of beds in holiday accommodation throughout the year.  
- Tourist spending.  
- Occupancy rates for serviced and non-serviced accommodation.  
- % of tourism businesses participating in green/sustainable initiatives or schemes.  
- Number of applications permitted |
<table>
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<tr>
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</table>
|       | growth of small businesses. Economic development will be appropriate to the National Park setting and where possible will benefit from and help to promote the National Park’s special qualities. | technology that is sympathetic to the National Park setting?  
➢ Work with local employers to support/promote flexible / home working and ICT innovations?  
➢ Support local businesses and suppliers? | to create serviced/non-serviced accommodation.  
• Loss of serviced/non-serviced accommodation.  
• Number of applications permitted for: camp sites, camping barns, certificated caravan sites.  
• Number of applications/floorspace (or monitor completed development) for business development (B1, B2 & B8). Could also include separate indicators for A class uses and C1.  
• Number of planning applications for change of use from business to other use.  
• Number of live/work/home-working spaces permitted.  
• Number and area of agricultural buildings permitted.  
• Number and proportion of agricultural buildings refused.  
• Number of farm diversification proposals permitted for:  
  o Conversion of traditional farm building  
  o Conversion of modern farm building  
  o New building  
  o Other  
• Number of applications permitted for development for game-bird |
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<tr>
<td><strong>Historic Environment</strong></td>
<td><strong>8. To maintain and enhance the quality of the built environment.</strong></td>
<td></td>
<td>- Use of local and/or traditional buildings materials in new developments or conversions and extensions.</td>
</tr>
<tr>
<td></td>
<td><strong>Explanation:</strong> <em>This objective seeks to maintain and enhance the built and historic environment of Exmoor through allowing sympathetic and sustainable design and alteration of new and existing buildings.</em></td>
<td></td>
<td>- Number of applications approved for equestrian development.</td>
</tr>
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<td>- Number of conservation area enhancement projects.</td>
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<td>- Number of archaeological projects (i.e. restoration).</td>
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<td>- Number of listed buildings: on the at risk register; subject to unauthorised alterations; subject to demolition; and successful enforcement action.</td>
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<td></td>
<td>- Number of listed building consents refused.</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td><strong>9. To help ensure that National Park-communities have access to appropriate, good quality,</strong></td>
<td></td>
<td>- The proportion, tenure and type of affordable dwellings approved and constructed.</td>
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<tr>
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<td>- Provide affordable housing?</td>
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<td>- Provide for the housing needs of older people?</td>
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</tbody>
</table>
### Sustainable, Affordable Housing

**Explanation:** *This objective seeks to provide housing to maintain balanced living and working communities and in doing so provide a sustainable mix of affordability, size and type of housing that is of good design and sustainable materials and provides for the needs of young and older people and those whose work is important to communities.*

- Provides for the housing needs of young people?
- Provides for those whose work is important to the conservation of the National Park and viability of communities?
- Provides for the needs of agricultural and forestry workers?
- Ensures affordable housing remains affordable in perpetuity?
- Housing development makes good use of existing land and buildings?
- Conserves and enhances the special qualities of the National Park?
- Helps development to incorporate energy and sustainability measures?
- Provides a better mix of sizes, types and affordability.

<table>
<thead>
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<tbody>
<tr>
<td>- Who is the affordable housing for? i.e. a worker, a local connection etc</td>
</tr>
<tr>
<td>- Mean and median average house prices.</td>
</tr>
<tr>
<td>- Average house price to average household income ratio.</td>
</tr>
<tr>
<td>- Average annual increase in house price.</td>
</tr>
<tr>
<td>- Number of planning permissions for annexe accommodation.</td>
</tr>
<tr>
<td>- Number of agricultural and forestry dwellings permitted.</td>
</tr>
<tr>
<td>- Housing development from existing land or buildings (brownfield land).</td>
</tr>
<tr>
<td>- Housing development that incorporates energy and sustainability measures (above building regulation requirements).</td>
</tr>
<tr>
<td>- Number of empty and second homes.</td>
</tr>
<tr>
<td>- Number of households in housing need.</td>
</tr>
</tbody>
</table>

### Land (Including Agricultural, Brownfield, Contaminated Land, Waste and Minerals)

10. **To promote sustainable forms of development and sustainable use of natural resources.**

**Explanation:** *This objective seeks to concentrate and diversify development by optimising the use of*
## Landscape

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<td>previously developed land, infrastructure, under used land and vacant properties.</td>
<td>Contribute to the reduction, reuse and recycling of waste?</td>
<td>• Percentage of waste generated, recycled, composted and sent to landfill.</td>
<td></td>
</tr>
<tr>
<td>11. To reduce all forms of waste production and promote reuse and recycling and minimise the risk of contaminated land.</td>
<td>Contribute to appropriate waste treatment and disposal?</td>
<td>• Number of planning permissions for redevelopment of contaminated sites.</td>
<td></td>
</tr>
<tr>
<td>Explanation: Although the National Park is not the waste authority, it will seek to implement policies to reduce the amount of waste generated and to promote sustainable waste management.</td>
<td>Minimise the risk of contaminated?</td>
<td>• Number and type of mineral applications permitted.</td>
<td></td>
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<tr>
<td></td>
<td>Reduce soil quantity and quality?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. To protect, maintain and enhance the special qualities of the Exmoor National Park’s landscape character.</td>
<td>Reduce or mitigate the adverse effects of agricultural change on the landscape?</td>
<td>• Number of planning permissions (outside the National Park boundary) that enable large structures and development to be visible from the National Park boundary.</td>
<td></td>
</tr>
<tr>
<td>Explanation This objective aims to ensure that Exmoor retains its wild, remote and tranquil setting to enable the quiet enjoyment of the National Park.</td>
<td>Ensure development is sited and designed with landscape in mind?</td>
<td>• Agri-environment scheme uptakes.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduce the impact of large structures and development that can be seen from the National Park?</td>
<td>• Percentage change in farming businesses.</td>
<td></td>
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<td></td>
<td>Reduce the impact of recreational activities on the landscape?</td>
<td>• Loss or damage to key landscape features (woodlands, walls, hedges and hedgebanks)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Contribute to the wild, remote and tranquil setting of Exmoor?</td>
<td>• Change in Countryside Quality based on Countryside Quality Counts data used to inform condition of Countryside Character</td>
<td></td>
</tr>
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<tr>
<td>Coast</td>
<td>13. To protect and/or enhance coastal areas.</td>
<td>• Put coastal communities and habitats at risk of the effects of coastal change?</td>
<td>• Number of planning permissions in areas vulnerable to coastal change</td>
</tr>
<tr>
<td></td>
<td>Explanation: This objective aims to protect and/or enhance coastal areas and minimise the effects of coastal change on communities, the cultural heritage and habitats at risk from the effects of climate change. In some circumstances the coast cannot be feasibly protected in the long term and adaptation measures which enhance the coastal area will be necessary.</td>
<td>• Minimise the impact of sea level rises?</td>
<td>• Number of planning permissions for coastal structures and measures to adapt to the impacts of climate change e.g. coastal defences.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Direct development away from vulnerable coastal areas?</td>
<td>• Number of planning permissions for temporary business development in areas vulnerable to coastal change.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Consider the implications sea level rise may have on historic and cultural assets?</td>
<td></td>
</tr>
<tr>
<td>Transport</td>
<td>14. Encourage travel by sustainable means of transport and provide access to services, whilst recognising the need to travel by private modes of transport in a dispersed rural area such as Exmoor.</td>
<td>• Help to ease traffic congestion in the tourism season and provide more sustainable ways of accessing the National Park?</td>
<td>• Average daily traffic movements.</td>
</tr>
<tr>
<td></td>
<td>Explanation: This objective, although aspirational in seeking to reduce travel by means of the</td>
<td>• Safeguard public rights of way?</td>
<td>• Public transport routes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Improve opportunities for safe horse-riding, cycling and walking as an alternative to car travel?</td>
<td>• Percentage of public rights of way ‘easy to use’ (BVPI 178).</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Reduce the need to travel, especially by private car?</td>
<td>• Length of public right of way adversely affected by development.</td>
</tr>
<tr>
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</tbody>
</table>
|       | *private car, recognises that Exmoor is a dispersed rural area where currently there is a need to travel by private modes of transport in order to access services and facilities.* | ➢ Improve access to online and mobile services to reduce travel by car?  
➢ Support demand responsive, low-carbon public transport for the local community?  
➢ Support improved (and low carbon) access to essential goods and services? |           |