

Exmoor National Park Authority Monitoring Report 2015-2016



Working
together
for **Exmoor**



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1 2015/16 HEADLINE INFORMATION

PROGRESS ON THE EMERGING LOCAL PLAN

- 1.1 Progress made during the reporting period 1 April 2015 to 31 March 2016 in preparing the Exmoor National Park Local Plan included:
- Consultation on the Publication Draft Local Plan and the draft Statement of Community Involvement during June – July 2015.
 - Publication of the Exmoor-Wide Duty to Co-operate Protocol working with North Devon, Torridge and West Somerset Councils, and other partners, to provide a framework to ensure effective co-operation through the planning process on strategic priorities relating to Exmoor National Park and cross-boundary issues.
 - Completion of key evidence and associated documents for the Local Plan publication stage and submission, including:
 - the Consultation Statement and Representations Statement
 - Duty to Cooperate Statement
 - Open Space Strategy
 - Infrastructure Delivery Plan
 - Strategic Housing Market Area Assessment (SHMAA) Updates
 - Employment Land Review Update
 - Housing Topic Paper
 - Spatial Strategy Topic Paper
 - Whole Plan Viability Assessment
 - Landscape Sensitivity Assessment for Wind and Solar Energy
 - Preparation of a Schedule of Proposed Changes for consideration by the Authority Committee, as part of the submission of the Local Plan to the Secretary of State for examination. This schedule was developed in response to consultation responses relating to the Publication Draft Local Plan, changes to national policy/planning guidance and new evidence.
- 1.2 The key stages for the 2016/17 monitoring year and towards adoption of the Exmoor National Park Local Plan 2011-2031 are:
- Submission of the Local Plan to the Secretary of State in May 2016
 - Examination of the Local Plan by an independent Inspector during July 2016
 - Consultation on main modifications to the Plan
 - Receipt of the Inspector's Report and Adoption of the Local Plan in early 2017¹

¹ Indicative date

POLICY IMPLEMENTATION AND MONITORING

- 1.3 The development plan for the National Park consists of the ‘saved’ policies within the adopted Exmoor National Park Local Plan 2001-2011 and additionally in Lynton and Lynmouth parish, the Lyn Plan (Lynton & Lynmouth Neighbourhood Plan).
- 1.4 The 2001-2011 Local Plan was adopted in March 2005 and the key policy aims are well-established, particularly in relation to provision of local needs affordable housing; promotion of sustainable development; and the fostering of social and economic well-being of local communities. The Lyn Plan 2013-2028 was ‘made’ in December 2013 following a referendum in November 2013.
- 1.5 There are many material planning considerations that have to be taken into account in determining planning applications. These include, the National Planning Policy Framework (NPPF), Written Ministerial Statements, Planning Practice Guidance and emerging Local Plans. Once the emerging Exmoor National Park Local Plan reached the Publication Stage and the consultation responses had been considered, policies which were considered to be consistent with the NPPF and had no significant unresolved objections could be considered as a material consideration. These policies have been used and given weight in the decision-making process.
- 1.6 **Affordable Housing:** Delivery of affordable housing in the monitoring year should be viewed in the context of restricted public funding for social rented and Affordable Rented housing², together with changes to national housing planning policy. During the monitoring period a total of **15 affordable homes** were either completed or under construction³. A further 4 affordable units have planning permission but construction has not started.

Affordable homes completed:	Affordable homes under construction:	Affordable homes with planning permission:
4 in Lynton	2 in Cutcombe 1 in Dunster 1 in Exton 7 in Lynton and Lynmouth	1 in Cutcombe 3 in Old Cleeve

- 1.7 **Renewable Energy:** Thirteen applications for renewable energy technologies or associated infrastructure⁴ were approved during the monitoring year. Following an initial peak after the introduction of the national ‘Feed in Tariff’ in 2010, this reverses a declining trend in the number of applications in recent years. Although the Feed in Tariff has been significantly reduced and is therefore less attractive, the cost of installing renewable energy technologies has become more affordable.
- 1.8 **Economic Development:** During the monitoring period the Authority permitted the following economic development proposals:

Business Development: the change of use of a renovated garage to an oyster sorting and cleansing unit; the change of use of a former water treatment works to B1 Business use (offices, research and development, light industry appropriate in a residential area); and the change of use of part of a hotel to a shop.

² As defined in the National Planning Policy Framework Annex 2

³ This relates to the status of construction during the monitoring period. Planning consents may have been issued outside the monitoring period.

⁴ Some technologies can be installed through permitted development rights - a class of development that is automatically granted planning permission by the Government

Agriculture and Forestry: Applications were approved for the creation, alteration or re-routing of 1.3km of forestry track; and 22 applications were approved for the replacement, extension or creation of an agricultural building.

Tourism: Proposals were approved for:

- removal of condition to allow use of a dwelling as a guest house
- use of a dwelling as either a unit of local needs housing or as a holiday let
- conversion of a traditional barn to a holiday let
- change of use of former hostel to dual use (holiday let or principal residence dwelling)
- change of use of part of guesthouse to holiday let
- alterations to existing Bed & Breakfast establishment to create self-catering holiday apartment and owners' accommodation
- conversion and change of use of a traditional store building to basic overnight walkers' shelter
- variation of a condition to allow small campervans at campsite
- addition of a wooden structure at tea room to provide outside cover
- erection of a statue of a walking man on the Lynmouth seafront, marking the opening of the extension of the Coleridge Way long-distance walking route

MAJOR DEVELOPMENTS

1.9 The criteria relating to the scale of major development for planning applications is determined nationally and means the development of 10 dwellings or more; provision of non-residential building(s) with a floorspace of 1000m² or more; development on a site of 1 hectare or more; minerals and waste development; or the winning or working of minerals⁵. During 2015/16 the Authority approved 5 major applications:

- Replacement farm storage building in Simonsbath in Exmoor Parish.
- Alterations to surface water drainage and installation of oil interceptor at the Authority's Field Services Depot in Exford parish.
- Erection of an agricultural building (660m²), construction of farm yard, farm track and associated works in Exton Parish.
- Installation of sewage treatment plant at Blindwell Farm in Twitchen Parish.
- Works associated with the establishment of a market garden including erection of polytunnels and construction of an agricultural barn in Martinhoe Parish.

NATIONAL PLANNING POLICY

1.10 The National Planning Policy Framework (NPPF) was published in 2012 and sets out the Government's planning policies for England and how these are expected to be applied. It provides guidance for local planning authorities, both in drawing up plans and as a material consideration in determining applications, with reference to the National Parks Vision and Circular⁶. It includes confirmation that great weight should be given to the conservation of the landscape and scenic beauty in National Parks, which have the highest status of protection, and that the conservation of wildlife and cultural heritage are important considerations.

⁵ The Town and Country Planning (Development Management Procedure) (England) Order 2010 section (2)

⁶ English National Parks and the Broads: UK Government Vision and Circular 2010

- 1.11 The NPPF aims to strengthen local decision-making and reinforces the importance of up-to-date plans. Any emerging local plans must observe the requirements of the NPPF and any existing plans must be reviewed to assess conformity.
- 1.12 The Department of Communities and Local Government (DCLG) launched a new planning practice guidance web-based resource on 6 March 2014⁷ and this Planning Practice Guidance (PPG) is updated as needed by DCLG.
- 1.13 The Government published the Housing and Planning Bill on 13 October 2015. The Bill included provisions for housing, estate agents, rent charges, planning and compulsory purchase, and set out measures intended to boost house building, including 'Starter Homes' and the extension of the Right to Buy to housing association tenants (see page 8 for further details).
- 1.14 In December 2015, the DCLG consulted on proposed changes to the National Planning Policy Framework. The proposals on which views were sought included broadening the definition of affordable housing to expand the range of low cost housing opportunities; supporting sustainable settlements through development on brownfield land and small sites; and delivery of 'Starter Homes'.

2 NATIONAL CHANGES TO THE PLANNING SYSTEM AND DELIVERY OF AFFORDABLE HOUSING

THRESHOLD FOR SECTION 106 AFFORDABLE HOUSING CONTRIBUTIONS

- 2.1 On 28 November 2014, DCLG announced the introduction of a 10-unit threshold below which section 106 affordable housing contributions⁸ could not be sought, as it considered such agreements placed a disproportionate burden on small-scale developers.
- 2.2 National Park Authorities welcomed the exemption of rural exception sites⁹ from the proposed 10-unit threshold, so that 100% affordable housing could still be required. Following objections to the proposed application of the threshold to allocated sites, existing buildings and other brownfield sites (so that no, or very low numbers of, affordable housing could be provided) the Government allowed a lower 5-unit threshold in designated rural areas, including National Parks. Developers of sites of 6-10 units would be allowed to pay contributions (for additional units above the 5-unit threshold) rather than delivering affordable housing on site. The changes were introduced by an update to the National Planning Practice Guidance (PPG).
- 2.3 To take account of the new threshold for S106 agreements, the emerging Local Plan was revised so that only while the changes to the PPG were in force, change of use of existing non-residential buildings or redevelopment of vacant buildings to dwellings in Local Service Centres or Villages could be permitted where the existing building was only able to accommodate up to 5-dwelling units (or between 6-10 dwelling units with a financial contribution towards provision of local needs affordable housing in the National Park); and in each case, the new housing would be expected to be principal residence housing¹⁰.
- 2.4 In January 2015, two local authorities (Reading Borough Council and West Berkshire Borough Council) issued proceedings for Judicial Review of the Government's changes

⁷ <http://planningguidance.planningportal.gov.uk/about/>

⁸ Section 106 contributions (or planning obligations) arise from agreements made between a local planning authority and a developer to address concerns about affordable housing levels or the costs of providing new infrastructure.

⁹ Rural Exception Site – a small site used for affordable housing in perpetuity in areas where sites would not normally be used for housing.

¹⁰ Principal residence housing – a residence being used as a person's main or sole residence

to the use of S106 Agreements and in July 2015 the High Court found in their favour. DCLG subsequently announced an intention to appeal against the High Court's ruling but in the meantime withdrew the relevant paragraphs from the PPG.

- 2.5 As a consequence, the National Park Authority deleted reference to the thresholds from the emerging Local Plan and this change was included in the Schedule of Proposed Changes prepared for submission with the Local Plan.¹¹

HOUSING AND PLANNING BILL

- 2.6 In October 2015, the Housing and Planning Bill introduced a number of measures directly relating to planning and the delivery of housing (the Bill was enacted in the 2016/17 monitoring year).

Starter Homes: A duty for local planning authorities (LPAs) to promote the supply of Starter Homes for first time buyers who are at least 23 years old but under 40. As the Bill progressed through the House of Lords it was agreed that rural exception sites would not have to provide Starter Homes; a positive outcome for the Local Plan approach to housing delivery.

Self-Build: A duty for LPAs to give suitable development permission for self-build and custom house building sufficient to meet the demand for self-build housing in their area. Further detail is awaited but there is concern about how this can be satisfactorily met, and the policy approach for local affordable self-build homes in the National Park would apply only to a fraction of those listed on the self-build register. There is a clause to apply for an exemption from the duty to provide serviced plots.

Right to Buy: Extension of the Right to Buy to housing association tenants. The National Housing Federation struck a deal with the government for housing associations to voluntarily take up the Right to Buy as the Bill was being progressed. There is no guarantee that dwellings lost through the Right to Buy will be replaced in the same community, or on the same tenure, which risks depleting the number of affordable homes in Exmoor communities.

Permission in Principle (PIP): PIP for 'housing-led' development of land is intended to speed up the planning process by granting automatic planning permission (subject to technical details consent which will include location, uses, etc.). PIP would apply to allocated sites in a development plan document, a neighbourhood development plan, and sites listed in LPA registers. This would not apply in the National Park as the Publication Draft Local Plan and Lynton and Lynmouth Neighbourhood Plan do not include site allocations.

Local Registers of Land: A clause to enable the Secretary of State to make regulations requiring a LPA to prepare, maintain and publish a register of land within (or partly within) the authority's area which satisfies prescribed criteria (this relates to government consultations on registers of brownfield land suitable for development and small sites).

Many of these measures will require secondary legislation to provide the detail that cannot be conferred by the Bill once it is enacted.

¹¹ http://www.exmoor-nationalpark.gov.uk/__data/assets/pdf_file/0005/759695/SD5-Schedule-of-Proposed-Changes-main-report-refs-amended.pdf

CUSTOM BUILD AND SELF BUILD REGULATIONS

- 2.7 In October 2014, Exmoor and Dartmoor National Park Authorities were given the opportunity to lead on self-build housing opportunities as a 'Right to Build' Vanguard until 31 March 2015. The National Park Authorities developed and publicised a self-build register to enable people interested in self-build or custom build to submit their details. The National Park Authority website is clear that the focus for new self-build housing in the National Park is to address local affordable needs. The project also encouraged landowners to come forward with suitable and available sites for self-build.
- 2.8 The Self-Build and Custom House Building (Register) Regulations 2016 set out the requirements for persons to be eligible for inclusion on the register. The Exmoor National Park self-build register was amended to be consistent with the regulatory requirements to ensure that applicants must be aged 18 or older; a British citizen, a national of a European Economic Area State other than the United Kingdom, or a national of Switzerland; and seeking (either alone or with others) to acquire a serviced plot of land on which to build a house to occupy as a person's sole or main residence.

3 CHALLENGES AND OPPORTUNITIES

EXMOOR RURAL HOUSING NETWORK

- 3.1 The policies of the Local Plan 2001-2011 (adopted 2005) have been successful in delivering affordable homes for people in housing need with a proven local connection. The majority of affordable homes were delivered in the period 2005 to 2010. Since then, very few proposals for affordable housing (particularly social rented and Affordable Rented housing schemes) have come forward, primarily due to changes in Government funding for housing.
- 3.2 The government's Autumn Statement 2015 reserved all new government funding for low cost home ownership from 2018 – e.g. Starter Homes, Rent to Buy, Help to Buy and Shared Ownership. A recent study in housing viability¹² assumes that no government funding will be available for social rented and Affordable Rented housing schemes¹³.
- 3.3 In response to the changed policy and funding environment, the Exmoor Rural Housing Network was established in 2014, with the aim of developing a locally managed and delivered programme for local needs housing in perpetuity. A number of interested local individuals and organisations form the Network, including local housing associations, community land trusts, West Somerset and North Devon Councils and community organisations.
- 3.4 It is intended that a part-time Rural Housing Coordinator will be funded for a trial period to help facilitate the delivery of affordable homes to meet the needs of local people.

¹² Three Dragons et al (2016) Exmoor National Park Whole Plan Viability Study

¹³ Para 6.6 <https://www.gov.uk/government/publications/spending-review-and-autumn-statement-2015-documents/spending-review-and-autumn-statement-2015>

LOCAL ENTERPRISE PARTNERSHIPS

- 3.5 The Heart of the South West Local Enterprise Partnership (HotLEP) is an economic alliance covering the areas of Devon, Somerset, Torbay and Plymouth and is one of 39 Local Enterprise Partnerships (LEPs) established to identify local economic priorities and to help deliver government objectives for economic growth and job creation.
- 3.6 Under the NPPF, local planning authorities should work with LEPs towards delivery of sustainable development. The HotSW LEP's Strategic Economic Plan 2014-2030¹⁴ refers to maximising environmental assets and working with National Park Authorities and other countryside bodies on shared priorities that support economic growth. In 2015, National Parks England published '*National Parks – Open for Business - an offer to the Local Enterprise Partnerships from National Park Authorities in England*'¹⁵; setting out how National Park Authorities can support the aims of Local Enterprise Partnerships.
- 3.7 Working with the HotSW LEP, Dartmoor and Exmoor National Park Authorities produced an Economic Prospectus¹⁶, detailing work already undertaken by the two Authorities to support growth, as well as sharing aspirations for future economic potential and investment opportunities to help continue the delivery of sustainable rural growth.
- 3.8 In March 2016, the DCLG announced a new Growth Deal, enabling England's 39 Local Enterprise Partnerships to apply for a share of £1.8 billion to support projects in their area which boost economic growth. The HotSW LEP had previously made successful bids to two earlier Growth Deal rounds, securing £195.5m of investment from government. In anticipation of 'Growth Deal 3', the HotSW LEP had already invited project proposals from partners in preparation for submission of a formal bid later in 2016.

HEART OF THE SOUTH WEST DEVOLUTION

- 3.9 In January 2016 new legislation came into force (The Cities and Local Government Devolution Act) designed to give greater control and new powers to local areas. The Act allows for the devolution of functions, including transport, health, skills, planning and job support, as well as the creation of local transport bodies to advise the government on strategic schemes and priorities. A 'Prospectus for Prosperity' was submitted to government in February 2016 with the overall aim of working towards a Devolution Deal with government (the prospectus was developed jointly by a group led by the Leaders of Somerset and Devon County Councils, all Somerset and Devon District Councils, Torbay Council, Plymouth City Council, Dartmoor and Exmoor National Park Authorities, the HotSW LEP and the three Clinical Commissioning Groups).
- 3.10 An informal HotSW Environmental Group has been formed to enable the environmental sector to identify opportunities to work more collectively and to achieve greater influence through the devolution process. Members include Dartmoor and Exmoor National Park Authorities, RSPB, Local Nature Partnerships, Wildlife Trusts and the National Farmers Union.

¹⁴ <http://www.heartofswlep.co.uk/sites/default/files/user-88/HOTSW%20SEP%20-%20draft%20finala.pdf>

¹⁵ http://www.nationalparksengland.org.uk/_data/assets/pdf_file/0019/525700/National-Parks-Open-for-Business-An-Offer-from-National-Parks-England-to-Local-Enterprise-Partnerships.pdf

¹⁶ <http://www.exmoor-nationalpark.gov.uk/living-and-working/business-and-economy>

NATIONAL PARKS: 8-POINT PLAN FOR ENGLAND (2016 to 2020)

3.11 Funding for National Park Authorities was protected in real terms in the 2015 government Spending Review, and in March 2016 the Department for Environment, Food & Rural Affairs published a plan setting out how it intends to protect, promote and enhance National Parks in England until 2020¹⁷. The plan sets out ambitions to be delivered by Government and the 10 National Parks in England during the course of the Parliament, focussing on 8 themes:

Inspiring Natural Environments

1. Connect young people with nature
2. Create thriving natural environments

Drivers of the Rural Economy

3. National Parks driving growth in international tourism
4. Deliver new apprenticeships in National Parks
5. Promote the best of British food from National Parks

National Treasures

6. Everyone's National Parks
7. Landscape and heritage in National Parks
8. Health and wellbeing in National Parks

MOBILE INFRASTRUCTURE PROJECT AND RURAL BROADBAND DELIVERY

3.12 March 2016 saw the early closure of the government's Mobile Infrastructure Project (MIP). Established in 2012, the project aimed to improve mobile telephone coverage and to resolve the issue of 'not spots' in rural areas where there was no mobile coverage and where the market would not invest.

3.13 During the previous monitoring year, Exmoor National Park Authority had worked closely with Arqiva (the appointed MIP delivery company) and with the grant of planning permission for a shared telecommunications mast at Roadwater, Exmoor became the first National Park in the UK to benefit from the Project. In November 2015, planning permission was granted for a 30m telecommunications mast at Haddon Hill, with the Authority Committee considering that the detrimental impact on the landscape was not unacceptable when weighed against the socio-economic benefits of the proposal. However the development was not progressed by Arqiva, principally because of the lack of time available to complete construction of the mast before closure of the MIP, and after which no further government funding would be available. A Written Ministerial Statement issued on 17 March 2016 stated the intention to bring forward provisions to provide extended permitted development rights for the deployment of mobile infrastructure, including to allow new masts (or extending existing masts) up to 20m in protected areas. It is intended that prior approval will apply to ensure consideration will be given to how to minimise visual impact.¹⁸

3.14 The government's Broadband Delivery UK (BDUK) programme has continued to be rolled out and is being delivered locally by Connecting Devon and Somerset (CDS), a public-private partnership of six local authorities (Somerset, Devon, North Somerset, Torbay, Plymouth and Bath and North East Somerset) and private delivery partner BT. Dartmoor

¹⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509916/national-parks-8-point-plan-for-england-2016-to-2020.pdf

¹⁸ DCLG (2016) Boosting Mobile Connectivity: Written statement - HCWS631 – made by Brandon Lewis (Minister of State for Housing and Planning)

and Exmoor National Park Authorities have worked in partnership with CDS to secure additional funding through the Rural Community Broadband Fund to extend the initial reach within the two National Parks, and the first phase of the CDS programme is expected to increase superfast broadband availability to around 90% of homes and businesses in Devon & Somerset by the end of 2016.

- 3.15 Additional government funding was made available for delivery of superfast broadband in some of the UK's hardest to reach rural areas (the Superfast Extension Programme), with the aim of ensuring that 95% of UK homes and businesses have access to broadband by 2017, with the CDS programme benefitting from a further £22.75m.
- 3.16 In recognition of the challenges of connecting remote rural communities to superfast broadband, CDS initiated an open procurement process to find a suitable partner to deliver broadband in Dartmoor and Exmoor National Parks.
- 3.17 In July 2015, Airband (a specialist in high speed wireless broadband for rural areas) was appointed to deliver improved broadband through a £4.6m programme of fixed wireless access network. By the end of the 2015/16 monitoring year, 4 planning applications had been submitted for mobile telecommunications and ancillary equipment, with approximately 40 further applications anticipated.



Mobile phone and broadband connectivity is an expectation of visitors to National Parks, as well as being essential to those who live and work in them.

MAJOR ENERGY INFRASTRUCTURE PROPOSALS

- 3.18 **COMMERCIAL WIND FARM PROPOSALS:** In 2012, a planning application for a wind farm at Batsworthy Cross was allowed on appeal, having initially been refused by North Devon Council. The Planning Inspector considered that as the site was beyond the National Park setting, there would be limited harm to Exmoor and this would not significantly outweigh the renewable energy benefits achieved¹⁹. All 9 turbines were erected in March 2016 and the site connected to Western Power Distribution.



Looking towards Batsworthy Cross from Anstey Ridge in Exmoor National Park

- 3.19 In June 2015, and following increased public concern about the impact on affected communities of onshore wind farm development, and a decline in the number of planning approvals for wind farms, the government announced new planning guidance through a Written Ministerial Statement.²⁰ This provides that when determining applications for wind energy development in England, local planning authorities should only grant planning permission if the development site is in an area identified as suitable for wind energy development in a local or neighbourhood plan; and following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

¹⁹ The decision was influenced by the NPPF which provides that where relevant policies (e.g. the adopted North Devon Local Plan) are out of date, permission is granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against policies in the NPPF.

²⁰ <http://www.parliament.uk/documents/commons-vote-office/June%202015/18%20June/1-DCLG-Planning.pdf>

3.20 HINKLEY POINT NUCLEAR REACTOR PROPOSALS: EDF Energy's project to build the first new nuclear power station in the UK for a generation has been challenged in the European Court of Justice. Planning permission for the Hinkley C reactor (3260MW output) was granted in 2013 following agreement of a subsidy deal with the UK government; the subsidy arrangements were investigated by the European Commission and found to be justified. As widely predicted, in July 2015 Austria filed legal proceedings arguing that EU-granted subsidies for the proposed new nuclear power station in Hinkley Point were in breach of European law and risked distorting the energy market. Following Austria's legal challenge, the subsidy deal will be subject to further scrutiny.

3.21 The EDF board has yet to make a final investment decision in the Hinkley Point project, although formal investment approval is anticipated during summer 2016.

3.22 EDF reported the following milestones during the monitoring period:

July 2015: announcement of further preferred bidders to supply site services, transport and accommodation, including a number of South West companies who have joined forces to create joint ventures.

September 2015: during a visit to China and in discussions about Chinese investment in the Britain's nuclear industry, the Chancellor announced an initial government guarantee for Hinkley Point of around £2 billion provided by Infrastructure UK.

October 2015: the Chinese President, the British Prime Minister, EDF and China General Nuclear Power Corporation signed a strategic investment agreement for joint investment in Hinkley Point.

December 2015: as part of a £16 million package of road improvements, a new bypass around the nearby village of Cannington was opened.



© EDF Energy

4 INTRODUCTION

- 4.1 This is Exmoor National Park Authority's twelfth Authority Monitoring Report (AMR). The Report examines the implementation of the adopted Exmoor National Park Local Plan (including minerals and waste policies) and progress of the emerging Local Plan 2011-2031, which following consultation on the Publication Draft can be considered as having greater weight in the determination of planning applications.

EXMOOR NATIONAL PARK LOCAL PLAN 2001-2011

- 4.2 The Exmoor National Park Local Plan 2001-2011 was formally adopted in March 2005. Following the introduction of the Planning and Compulsory Purchase Act 2004, the Local Plan policies were saved for a 3-year period following adoption. The Authority applied to Government Office to save all policies until they were replaced by future development plan documents and the Government Office for the South West confirmed that all of the Local Plan policies were saved in February 2008.
- 4.3 Since the publication of the NPPF on 27 March 2012, the primary focus has been the preparation of the emerging Local Plan. During the reporting period 2015/16 the Local Plan has been prepared for the formal Publication Stage consultation and subsequently for submission to the Secretary of State for examination.

EXMOOR NATIONAL PARK AUTHORITY

- 4.4 Approximately two thirds of Exmoor National Park lies in Somerset within West Somerset District, and one third in Devon within North Devon District.
- 4.5 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:
- *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.*

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.**

- 4.6 The National Park Authority has general power to do anything which is calculated to facilitate, or is conducive to, the accomplishment of National Park purposes. The Cities and Local Government Devolution Act 2016 extended the power of National Park Authorities to include the power to do things for a commercial purpose (in line with a similar power provided to local authorities by the Localism Act 2011).
- 4.7 The Authority is the sole planning authority for the area of the National Park (including planning for minerals and waste) but does not have the range of responsibilities of District and County Councils, and is known as a 'single purpose' authority. The District and County Councils remain responsible for important functions within the National Park area including housing, traffic and transport, education, social services and economic development.

NATIONAL PARK PARTNERSHIP PLAN 2012-2017

- 4.8 The National Park Authority has a duty to prepare a National Park Management Plan under Section 66(1) of the Environment Act 1995, and to review the plan every five years.
- 4.9 The current management plan, The Exmoor National Park Partnership Plan 2012-17, sets out an overarching vision for Exmoor. It seeks to bring together a wide range of people and organisations around a common set of goals, '*working together for Exmoor*' to achieve the Plan's overall vision and objectives, which are shared with the emerging Local Plan. It also recognises longer-term aims, and should be seen as a focused plan for the National Park which informs plans/programmes within the Authority and those of partner organisations.
- 4.10 National planning guidance identifies that National Park Management Plans underpin partnership working and the delivery of designation objectives. Although not part of the development plan, management plans provide evidence and principles which can be taken into account in the Local Plan and any neighbourhood plans. They may also be material considerations in making decisions relating to individual planning applications²¹.
- 4.11 The National Park Authority is currently preparing a 'State of the Park' report to inform development of the new Exmoor National Park Partnership Plan 2018-2023.

NATIONAL PARKS CIRCULAR 2010

- 4.12 The 2010 National Parks Circular²² sets out a 2030 vision for National Parks to help guide long-term planning and decision-making and is significant national guidance that informs the emerging Local Plan.
- 4.13 Progress to meet the vision focusses on the achievement of key outcomes:
- A renewed focus on achieving National Park Purposes.
 - Leading the way in adapting to and mitigating climate change.
 - Securing a diverse and healthy natural environment, enhanced cultural heritage and inspiring lifelong behaviour change towards sustainable living and enjoyment of the countryside.
 - Fostering and maintaining vibrant, healthy and productive living and working communities.
 - Working in partnership to maximise the benefits delivered.

²¹ <http://planningguidance.planningportal.gov.uk/blog/guidance/natural-environment/landscape/>

²² English National Parks and the Broads – UK Government Vision and Circular 2010
<http://archive.defra.gov.uk/rural/documents/national-parks/vision-circular2010.pdf>

5 LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

LOCAL DEVELOPMENT SCHEME (LDS)

- 5.1 The LDS is a three year timetable setting out key milestones for local plans and other local development documents. A timetable for the production of the Local Plan is periodically reviewed and agreed with Authority Members and is updated on the Authority's website²³.
- 5.2 The Local Development Scheme (LDS) will be revised during 2016/17 to document the final stages of the Local Plan regarding submission of the Plan to the Secretary of State for examination. In the future the LDS will be updated to include reference to any supplementary planning documents (SPDs) that may be prepared to support implementation of the Local Plan policies.

STATEMENT OF COMMUNITY INVOLVEMENT

- 5.3 The Statement of Community Involvement (SCI) is a key document which sets out how the Authority will consult stakeholders and the local community on the preparation of local development documents and planning applications for Exmoor National Park. The Authority adopted its first SCI in 2006, and as required by legislation at that time, it was subject to formal consultation and submission to the Secretary of State for examination by an Inspector as a Development Plan Document (DPD).
- 5.4 Following legislative changes, the preparation of the SCI no longer has to be included in the Local Development Scheme, nor does it have to be submitted to the Secretary of State for independent examination.
- 5.5 A revised version of the SCI was prepared to reflect changes to the legislative framework for the planning system including the introduction of neighbourhood planning through the Localism Act 2011 and the publication of the National Planning Policy Framework, and updates the adopted SCI.
- 5.6 Although the Authority is not required to consult on the SCI, it is considered good practice to seek the views of the public and other stakeholders on how the Authority intends to consult on future plans, planning documents and planning applications. The draft SCI was made available for comment during the formal consultation on the Publication Draft Local Plan during June and July 2015.
- 5.7 Only two representations were received and these were considered not to require changes to the document. The SCI was amended to include text regarding planning functions in relation to the Equality Act 2010, an explanation of the meaning of major development, and reference to the Local Development Scheme.
- 5.8 The Authority resolved to formally adopt the Statement of Community Involvement on 3 November 2015.

²³ http://www.exmoor-nationalpark.gov.uk/planning/planning_policy/new_local_plan/local_development_scheme

THE NEW EXMOOR NATIONAL PARK LOCAL PLAN

- 5.9 The NPPF provides that Local Plans set out the strategic priorities for the area and these should include strategic policies to deliver the homes and jobs needed, and to conserve and enhance the environment, including the landscape. The strategic priorities of the emerging Local Plan include:
- ensuring sustainable development which enables communities and businesses to thrive, whilst conserving and enhancing the National Park’s special qualities;
 - supporting and empowering communities to help meet identified local needs, prioritising the delivery of affordable housing, safeguarding community services and facilities, improving accessibility where possible, and responding to climate change;
 - enabling a diverse and resilient local economy through locally generated growth and sustainable development; and
 - encouraging understanding and enjoyment of the National Park through recreation and tourism development compatible with the quiet enjoyment of Exmoor’s special qualities.
- 5.10 The Publication Draft Local Plan and accompanying documents were published for a 7 week period in June/July 2015.²⁴ Consultation arrangements were set out in a Communications Strategy, focusing on the wide range of key audiences as set out in the 2006 SCI and draft 2015 SCI. There were 120 responses to the Publication Draft Local Plan consultation, generating 391 separate comments; of these 181 comments raised concerns in relation to the Local Plan. A Representations Statement²⁵ was produced as part of the Local Plan Submission Documents and summarised the main issues raised. A Schedule of Proposed Changes was produced in response to updated evidence, changes to national policy and representations made during the consultation.²⁶
- 5.11 The Publication Draft Local Plan promotes sustainable development through making the best use of existing land and buildings; focusing new development in settlements; encouraging high quality design and sustainable construction; and protecting the open countryside. There is emphasis on local needs affordable housing and support for the wider community through specialist housing, extended family housing, principal residence housing, rural workers’ housing and housing to assist succession farming. The policies aim to encourage a balanced housing stock with a mix of sizes, types and tenure and there is policy support for the retention of existing local services/facilities and the provision of new ones.
- 5.12 The Plan seeks to foster a diverse and resilient local economy through flexibility for business development, including home-based businesses, agricultural and forestry development, and helping to ensure the roll-out of broadband and mobile phone infrastructure. The understanding and enjoyment of the National Park is supported through policies that provide for a range of holiday accommodation, safeguarding the rights of way and access network, and ensuring that development related to outdoor recreation is compatible with the quiet enjoyment of Exmoor’s special qualities.
- 5.13 The Publication Draft Local Plan was prepared on the basis of extensive consultation and a detailed evidence base. The policies can begin to be considered as having greater weight in the determination of planning applications if they are consistent with the NPPF, and if there are no objections (or less significant unresolved objections) to these policies.

²⁴ Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

²⁵ Regulation 22 (1)(c) of the Town and Country Planning (Local Planning) (England) Regulations 2012

²⁶ http://www.exmoor-nationalpark.gov.uk/__data/assets/pdf_file/0005/759695/SD5-Schedule-of-Proposed-Changes-main-report-refs-amended.pdf

EVIDENCE AND SUPPORTING DOCUMENTS

5.14 The following documents were published which supported the preparation of the Publication Draft Exmoor National Park Local Plan and preparation for examination by the Secretary of State:

- Sustainability Appraisal and Non-Technical Summary 2015 (Land Use Consultants)
- Habitats Regulations Assessment 2015 (Somerset County Council)
- Exmoor National Park Whole Plan Viability Study 2016 (Three Dragons et al)
- Duty to Cooperate Statement 2016
- Regulation 22 Representations Statement 2016
- Schedule of Proposed Changes 2016
- Housing Topic Paper 2016
- Joint Housing Topic Paper 2016 (ENPA, North Devon Council, Torridge District & West Somerset Council)
- Northern Peninsula Housing Market Area SHMA: the Implications of 2012-based Household Projections 2015 (Housing Vision)
- SHMA Update – Exmoor National Park: the Implications of 2012-based Household Projections 2015 (Housing Vision)
- Spatial Strategy: Local Plan Topic Paper 2015
- Exmoor National Park Employment Land Review Update 2016
- Table CT0418 Origin Destination Workplace – Method of travel to work (2001 specification) by distance travelled to work 2015 (Office for National Statistics)
- Landscape Sensitivity Assessment for Wind & Solar Energy 2016
- North Devon and Exmoor Seascape Character Assessment 2015 (Land Use Consultants)

5.15 The full evidence base which underpins the preparation of the Local Plan has been compiled into a single list on the National Park Authority's website as a component of the Examination Library.²⁷

5.16 The Localism Act 2011 introduced the 'duty to cooperate' in relation to planning of sustainable development. This includes engaging constructively with neighbouring authorities and other organisations in relation to strategic matters in the preparation of development plan documents. Joint-working and information sharing with both West Somerset and North Devon Councils continues to ensure that cross-boundary issues are acknowledged in forthcoming planning documents. Further information on how this duty is being accomplished can be found in Section 6 (page 21).

5.17 The sharing of experiences and discussion of common issues with other National Park Authorities through the National Parks Policy Officer Group (NPPOG) also provides an important source of information and experience in relation to addressing changes in the planning system and the potential implications for protected landscapes.

²⁷ <http://www.exmoor-nationalpark.gov.uk/planning/planning-policy/local-plan-examination/examination-library>

LYNTON & LYNMOUTH NEIGHBOURHOOD PLAN – MONITORING IMPACTS

- 5.18 The Localism Act 2011 introduced neighbourhood planning to enable communities to prepare and adopt Neighbourhood Development Plans. The Lyn Plan 2013-2028 was adopted in December 2013 (the first neighbourhood plan in a National Park), and aims to promote sustainable development and growth to meet the needs of local people, businesses and visitors, and to underpin and add to the assets valued by the community.
- 5.19 The Lyn Plan must be in general conformity with higher level plans and should have regard to the National Planning Policy Framework. Now in force, the Lyn Plan forms part of the development plan for Lynton & Lynmouth, together with the Exmoor National Park Local Plan.
- 5.20 During the monitoring year, 38 planning applications for the Lynton & Lynmouth Neighbourhood Plan area were received; 36 applications were approved and 2 were withdrawn.



Work in progress on an extension to provide an additional bedroom at Royal Castle Lodge, Castle Hill, Lynton

- 5.21 The Lyn Plan supports the development of two types of housing: affordable housing and 'principal residence' housing (new housing which has to be used as the principal residence of the household living in it, but without any price controls or any local connection requirement). The greatest priority for housing is the provision of affordable housing; with principal residence housing only supported in order to provide cross subsidy for affordable housing or other development directly benefitting the community. The Plan does not support the development of open market housing without any restrictions on occupation, and which could therefore be used as a second or holiday home.
- 5.22 In line with the Lyn Plan policies, the approved applications during the monitoring year included a proposal to change the use of the former cottage hospital in Lynton to two principal residence dwellings (in line with national planning policy guidance at the time, there was no requirement to provide affordable housing as the proposal involved less than 5 dwellings).

6 DUTY TO COOPERATE

- 6.1 The Duty to Cooperate (DtC) was introduced by the Localism Act 2011²⁸. It requires a local planning authority to engage constructively, actively, and on an ongoing basis with relevant or prescribed bodies in order to maximise the effectiveness of development plan preparation and strategic matters. Section 11A of the 1949 National Parks and Access to the Countryside Act requires relevant authorities (including public bodies), in exercising or performing any of their functions within a National Park, to have regard to the National Park Authority's statutory purposes.
- 6.3 An Exmoor-wide Duty to Co-operate Protocol sets out how the prescribed bodies and other partner organisations will work together on strategic issues requiring co-operation. The Protocol forms the basis for discussing strategic priorities, evaluating options to address cross-boundary issues and agreeing outcomes wherever possible, but ultimately respects the individual identities and interests of its signatory organisations. During this monitoring period officers held the following DtC meetings:
- With West Somerset Council, North Devon and Torrridge Councils:** Updated Northern Peninsula Strategic Housing Market Assessment by Housing Vision to take account of the 2012 household projections issued by the Office of National Statistics in February 2015
- With West Somerset Council, North Devon and Torrridge Councils:** Officer meeting to discuss the joint Housing Topic paper for the Northern Peninsula Housing Market Area
- With North Devon and Torrridge Councils (West Somerset Council unable to attend):** Officer meeting to discuss joint Housing Topic paper for the Northern Peninsula Housing Market Area
- Correspondence with West Somerset Council, North Devon and Torrridge Councils:** Correspondence regarding the drafting and sign-off for the joint Housing Topic paper for the Northern Peninsula Housing Market Area
- 6.4 During the monitoring period the Authority was invited to submit written statements and to attend the West Somerset Local Plan examination hearing sessions regarding: Legal Compliance and the Duty to Cooperate; Strategic Housing Market Areas and the Objectively Assessed Housing Need; and The Plan Strategy and the Delivery of Affordable Housing. A statement was submitted by the Authority in relation to 'Other sites in the event that the Council needs to bring forward additional development sites for soundness', but attendance at the hearing was not considered necessary.
- 6.5 During the monitoring period, the Authority responded to consultations on the following:
- **Mid Devon Publication Draft Local Plan**
 - **North Devon and Torrridge Joint Local Plan Proposed Changes**
 - **North Devon Sustainability Appraisal Scoping Report for Identifying Areas Appropriate for Wind Energy Development Development Plan Document**
 - **North Devon and Torrridge Local Plan Additional Proposed Main Changes**
 - **North Devon and Torrridge Local Plan: Proposed Policy – Starter Homes Exception Sites and Wind Energy Development Policy Options; and the Devon County Council Minerals Plan (Pre-Submission)**
- 6.6 Compliance with the DtC continued as the Publication Draft Local Plan was prepared for consultation and submission. A DtC Statement is required to be submitted with the Publication Draft Local Plan and when examining the Plan against the test of soundness, the Inspector will need to be satisfied that the Plan demonstrates effective joint working to meet strategic cross boundary priorities.

²⁸ The Duty to Co-operate is enshrined in law through Section 33A of the Planning and Compulsory Purchase Act 2004 (inserted by Section 110 of the Localism Act 2011). It is also included in the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG).

7 EXMOOR NATIONAL PARK PROFILE

7.1 Table 7.1 below provides an overview and the context of the National Park and contains some of the most recent census data for the National Park released by the Office of National Statistics (ONS).

TABLE 7.1 EXMOOR NATIONAL PARK PROFILE

	INDICATOR	RESULT	SOURCE
AREA	Total Park area	692.8 sq km	OS\Designation maps
	Somerset	491.9 sq km	
	Devon	200.9 sq km	
	Parishes totally / partly in the National Park	43	
POPULATION	Population	10,273 (10,165)	ONS - derived from 2011 Census (2014 mid-term estimates)
	Age 0-14	1,176 (1,122)	
	Age 15-74	7,721 (7,568)	
	Age 75+	1,376 (1,475)	
	Population Density	0.1 per hectare	
HOUSING	Dwelling Type:		ONS – derived from 2011 Census (2001 Census)
	Detached	47.2% (49.1%)	
	Semi-detached	25.6% (25.9%)	
	Terraced	16.4% (16.3%)	
	Flat/Maisonette	10.3% (8.4%)	
	Mobile home/caravan	0.4% (0.4%)	
	Households with at least one usual resident	80.8% - 4678 (86.3% - 4896)	
	Household spaces	5789 (5675) ²⁹	
	Household spaces not used as main residence	19.2% (13.7%)	
	Household Tenure		
	Owner occupied (including shared ownership)	66.4% (68.3%)	
	Private rented (private landlord or letting agency)	13.6% (11.7%)	
	Social Rented (other and local authority)	14% (12.8%)	
	Other private rented/ Living rent free	6% (7.5%)	
	Average household size	2.1 (2.2) residents per occupied household	
	Quality of housing stock	Unknown – data held by districts	
Total no. of dwellings	5787		

²⁹ A household space is the space taken by one household, including that of just one person. Shared dwellings may accommodate a number of households. A dwelling is a self contained unit of accommodation which may include one or more household spaces.

	INDICATOR	RESULT	SOURCE
HOUSING	Household Composition		ONS - derived from 2011 Census (2001 Census)
	Single person households	Aged over 65: 17.7% (19.2%) Other: 13.7% (12.38%)	
	Households without the sole use of one family (student hostels, residential homes etc)	With dependent children: (1.61%)	
		All students: (0%)	
		All over 65: (0.86%) Other: (3.41%)	
	Family households	All over 65: 15.1% (14.77%)	
	Married couple households	No children: 18.7% (17.26%)	
		With dependent children: 10.0% (12.77%) All children not dependent: 5.5% (4.66%)	
	Cohabiting couple households	No children: 4.6% (4.41%)	
		With dependent children: 2.9% (2.96%) All children not dependent: 0.4% (0.22%)	
Lone parent households	With dependent children: 3.5% (3.29%)		
	All children not dependent: 2.4% (2.21%)		
Other household types	5.3%		
HEALTH & WELL-BEING	Deprivation Lowest IMD rank	West Somerset (Dulverton & District) 10,284	Index of Multiple Deprivation (2015) IMD Ranking ³⁰
	Highest IMD rank	West Somerset (Dunster & Timberscombe) 13,796	
	Life Expectancy at birth	North Devon: Male 79.7 (79.7) years Female 83.4 (83.2) years	Source: National Statistics 2012-14 (National Statistics 2011-13)
		West Somerset: Male 80.3 (80.0) years Female 85.5 (84.4) years	
Households with at least one person with a long-term health problem or disability	28.2% (35.4%)	ONS - derived from 2011 Census (2001 Census)	
ECONOMY	Total unemployment - % of population aged 16 – 64 claiming out of work benefits (July 2016)	0.6% (0.6%) - West Somerset 0.9% (0.6%) - North Devon Percentages for both districts are lower than the South West (1.2%)	Source: 2015 NOMIS earnings by residence - no separate data available for the National Park. (2015)
	Average earnings: North Devon	£447 average full time gross weekly pay (£434 in 2014)	
	Average earnings: W. Somerset	£513 average full time gross weekly pay 2014 sample size too small for reliable estimate (£437 in 2013)	
TRANSPORT	Commuting mode: All usual residents 16-74	<u>Driving a car or van or passenger in a car or van:</u> North Devon 38.3% West Somerset 33.6% Exmoor National Park: 45.6%* (50.5%)	ONS - derived from 2011 Census – method of travel to work *All usual residents aged 16 or over in employment the week before the 2011 Census, living in Exmoor National Park (2001 Census)
		<u>Work at or from home:</u> North Devon: 16.9% West Somerset: 25.3% Exmoor National Park: 37%* (31%)	
		<u>By bicycle or on foot:</u> North Devon: 10.8% West Somerset: 8.5% Exmoor National Park: 11.9%* (14%)	
Commuting distance	kms on average: North Devon: 15.4 West Somerset 18.9 Exmoor National Park: 48.9% of journeys to work are 10km or less 7.7% of journeys are 60km and over	ONS - derived from 2011 Census – commuting distance	

³⁰ IMD Ranking: 1 = most deprived area, 32844 = least deprived area, 16422 = mid-point

	INDICATOR	RESULT	SOURCE	
TRANSPORT	Annual Average Daily Traffic Flows		(County Council Highway Departments) See pages 56-58 for further information	
	2015	Annual Average		August Average
	A39 Lynton 2 way	2884		4148
	A39 Culbone Stables	1210		1930
	A39 East of Headon Cross	4490		5380
	A396 Avill Farm	2480		2990
	A396 North of Dunster	3700		4720
	B3190 Raleghs Cross	2000		2340
	B3223 Red Deer Farm	1130		1610
	B3223 North of Simonsbath	400		570
	B3224 Goosemoor	1430		1660
	B3224 West of Wheddon Cross	1720		1930
B3358 West of Simonsbath	600	970		
EDUCATION	% 16 year olds achieving 5+ GCSE at A* - C (or equivalent) including English and Maths	Somerset: 58.6% West Somerset Community College: 49%	Source: Department of Education (2015) England – All Schools: 53.8% (53.4% in 2014)	
	Working age people with NVQ level 3+ as % of total working age population	Devon: 58.1% Ilfracombe Church of England Academy: 53% West Somerset: 50.2% North Devon: 53.6%		
ENVIRONMENT	Special Areas of Conservation	106.70 sq km (Exmoor Heaths)	Source: Natural England and the Section 3 Conservation Map.	
		15.81 sq km (Exmoor Oakwoods)		
	SSSIs	193.70 sq km		
	National Nature Reserves	5.38 sq km (within SSSIs)		
	Section 3 coast/foreshore	7.85 sq km		
	Section 3 moorland	169.11 sq km		
	Section 3 woodland	49.84 sq km		
% area protected by a designation	100% (National Park)			
	Air Quality - No Air Quality Management Areas exist for the National Park area. In the UK 240 Local Authorities have declared AQMAs. North Devon District Council declared an AQMA for part of Braunton. Mid Devon District Council declared AQMAs for Crediton and Cullompton ³¹ .			
	River Quality - There were 18 pollution events recorded within the National Park during the monitoring period (29 in 2014/15). See pages 54/55 and Appendix 2 (Source: Environment Agency)			
HERITAGE	Scheduled Monuments	200	Source: Historic England and Historic Environment Record	
	Conservation Areas	16		
	Grade 1 Listed Buildings	20		
	Grade II* Listed Buildings	54		
	Grade II Listed Buildings	666		
	Historic Parks & Gardens	2		
LEISURE	Public Footpaths / Bridleways	438 km / 464 km	Source: Definitive Map / GIS	
	Restricted Byway and Byway Open to All Traffic	64 km		
	Access Land	17914 ha		
	Permitted paths	376 km	Indicator uses a nationally recognised methodology	
	Path 'open and easy to use' score	93% (2015/16) 90% (2014/15) 86% (2013/14)		
	Visitor days/year	1.96 million (2012) 1.96 million (2013) 2.04 million (2014) 2.14 million (2015)		

³¹ http://aqma.defra.gov.uk/maps.php?map_name=fulluk&la_id=161

³² The Scarborough Tourism Economic Activity Monitor (STEAM) has been selected as the preferred monitoring model, given that it is based on locally derived tourism data, and this has now been adopted by a number of National Park Authorities across the UK.

8 POLICY PERFORMANCE

- 8.1 The policies in the Exmoor National Park Local Plan 2001-2011 are saved until they are replaced by the emerging Local Plan when it is adopted. This section of the AMR monitors the policies of the adopted Local Plan through a range of selected indicators – set out in Chapter 14³³ of the Local Plan – and which aim to inform the effectiveness of the policies within each section of the Local Plan.
- 8.2 Indicators have been developed to monitor the effectiveness of policies within the emerging Local Plan and these will be reported following the adoption of the Plan, in conjunction with indicators to monitor significant effects as set out in the Sustainability Appraisal Scoping Report 2010.

LANDSCAPE & NATURE CONSERVATION

- 8.3 This section contains policies that support the first statutory purpose of the National Park Authority, *to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park*. The indicators are set out in Table 8.1 below.
- 8.4 The indicators reveal that the Landscape and Nature Conservation policies have been effective in protecting the natural beauty, wildlife and cultural heritage of the National Park and planning decisions have been robust in ensuring that new development conserves and enhances the National Park, for example by attaching conditions to planning permissions relating to management of external lighting in new developments; the conservation of archaeological heritage assets; and the protection of wildlife.
- 8.5 The indicators within Table 8.1 below do not reflect the cumulative impact of changes in the way the land is managed and maintained; in the majority of cases these changes are not subject to planning control. Objectives, priorities for action, and targets set out in the Partnership Plan aim to address landscape management issues which cannot be controlled by planning policy alone.

TABLE 8.1: LANDSCAPE AND NATURE CONSERVATION

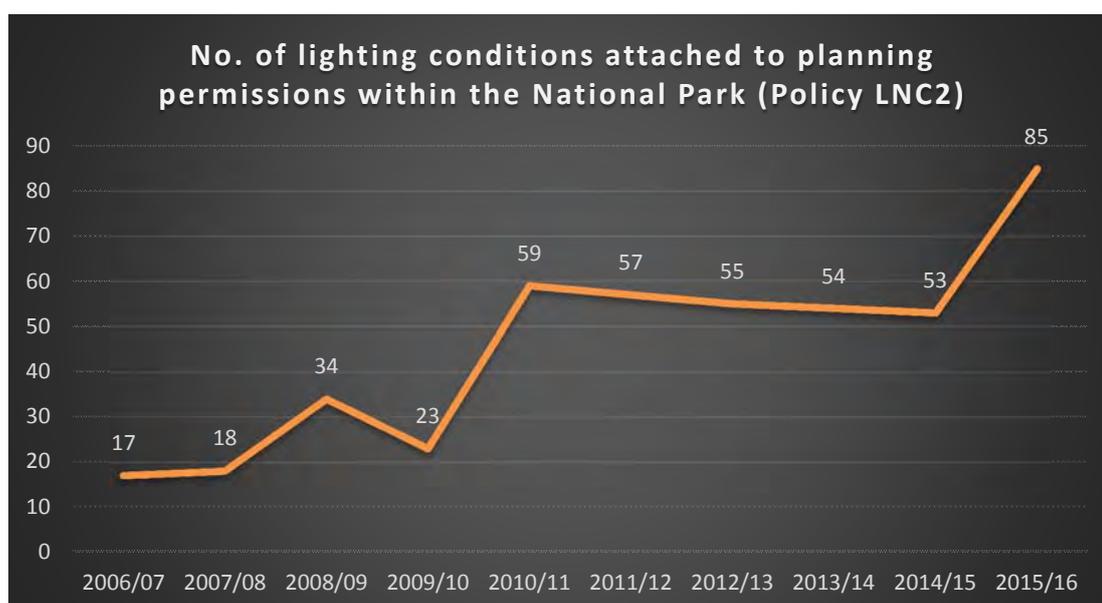
Indicator	Policy	Result	Comments
Area of greenfield land	LNC1 LNC3 LNC6	673sqkm 97.74% of the National Park area	Excluding buildings and their curtilage, roads, structures, water bodies etc.
Number of lighting conditions attached to permissions within the National Park	LNC2	85	Applications with lighting conditions which either do not permit external illumination without prior approval of the Authority or to effectively manage lighting to reduce light pollution impacts.
Change in area of moor and heath as a result of development	LNC3	See table 8.1a (p.29-30)	
Area of orchard created or lost as a result of development	LNC4 LNC5	See table 8.1a (p.29-30)	

³³ [Chapter 14 Monitoring and Review](#)

Indicator	Policy	Result	Comments
Extent of marshy grassland	LNC7	Cannot be measured at present	
Change in area of designated habitats as a result of development. (SACs, SSSIs, CWS)	LNC9 LNC10 LNC11 LNC13	See table 8.1a (p.29-30)	
Percentage of SSSIs in favourable or unfavourable recovering condition	LNC9 LNC10 LNC11 LNC13	97.2% of SSSIs on Exmoor For land owned by the Authority 100% of SSSIs	Source: Natural England SSSIs in 'favourable' or 'unfavourable recovering condition'
Change in area of BAP habitats as a result of development.	LNC12	See table 8.1a – Biodiversity Action Plan (BAP) habitats terminology has been replaced by Priority Habitats as outlined in the Exmoor Wildlife Research and Monitoring Framework 2014-2020	
Area of BAP habitats managed in accordance with NPA conservation objectives as a result of development.	LNC12	-	See Table 8.1a (p. 29-30)
No. of developments with provision for protected /important species, and as a proportion of developments affecting protected /important species	LNC14	26 applications where conditions were imposed which either require applicants to undertake an ecological survey prior to any development; or where an ecological survey has been undertaken and a condition applied in relation to its findings.	
No. and proportion of applications refused for reasons of harm to protected/important species.	LNC14	0	
No. of applications for DEFRA licences.	LNC14	0	
No. of Scheduled Ancient Monuments affected by development.	LNC15 LNC16	4 applications where the permission was conditioned regarding an 'archaeological watching brief' or required a programme of archaeological work.	
No. of sites on the Sites and Monuments Record affected by development.			

Indicator	Policy	Result	Comments
No. of the above applications refused.	LNC15 LNC16	0	
No. of cases of damage to archaeological sites.	LNC15 LNC16	0	No cases of damage through development.
No. of renewable energy/energy conservation projects.	LNC17 LNC18 LNC19	13	See table no. 8.1b (p.32)
No. and area of major developments approved within the National Park	LNC20	<p>5 major applications:</p> <ul style="list-style-type: none"> At Honeymead, Simonsbath in Exmoor parish for a replacement farm storage building (0.103ha) At the Authority's Field Services Depot in Exford parish for alterations to surface water drainage and installation of oil interceptor (0.527ha) For the erection of an agricultural building (660m²), construction of farm yard, farm track and associated works at Goosemoor Farm in Exton Parish (1.992ha). In the parish of Twitchen for the installation of sewage treatment plant to replace existing septic tank at Blindwell Farm (0.181ha) At land at Cherryford in the parish of Martinhoe for works associated with the establishment of a market garden including laying of tracks and hardstanding, erection of polytunnels, and construction of agricultural barn, chicken coop and bridge over stream (3.788ha) 	

8.6 Lighting conditions to control the impact of light pollution have been attached to a number of development proposals permitted during the monitoring period. An area of the National Park was officially designated an International Dark Sky Reserve in 2011, with the policy on lighting (LNC2) helping to sustain this special quality which is contributing to the National Park's tourism economy. The policy approach in the emerging Local Plan will reinforce the Dark Sky Reserve status of the National Park. The impact of the Dark Sky Reserve status is evident from a comparison of the number of lighting conditions attached to planning permissions pre and post designation.



Designation of International Dark Sky Reserve Status in 2010/11

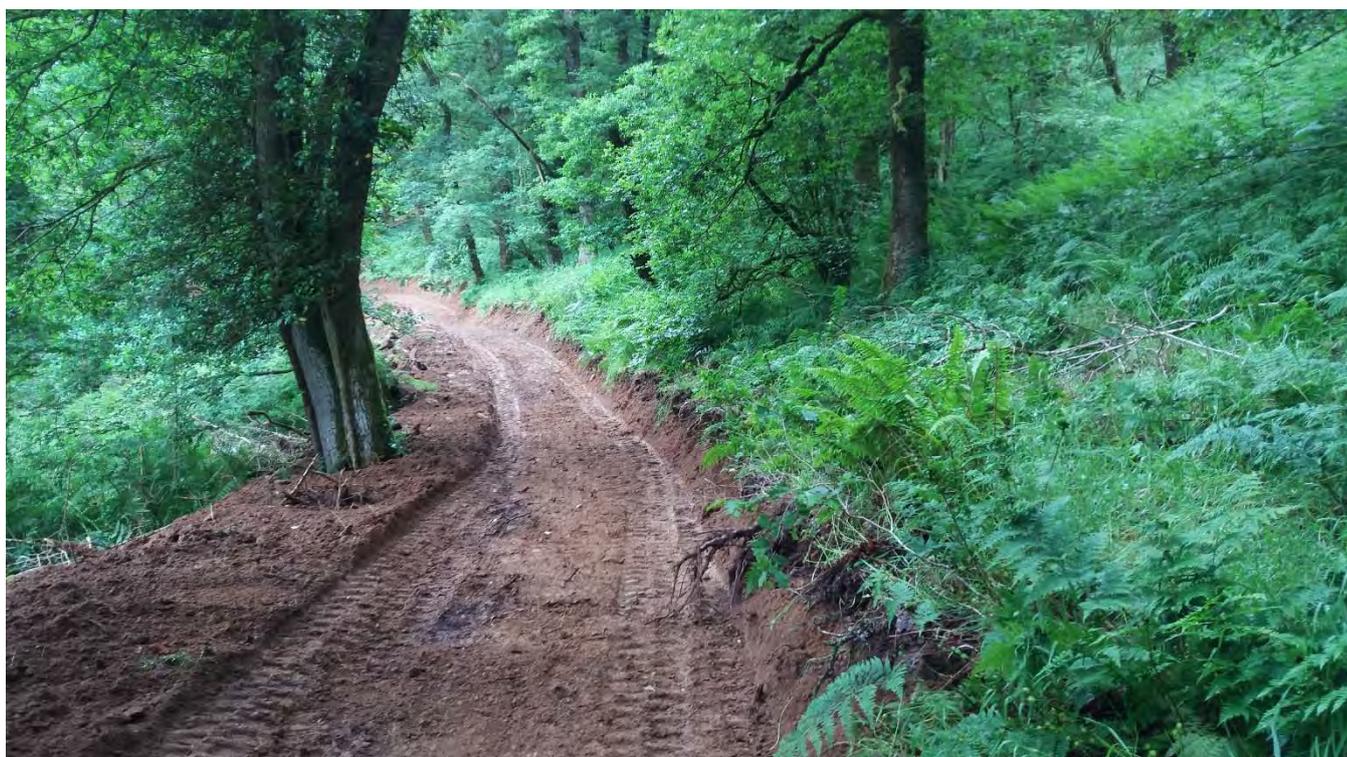
- 8.7 A greater number of ecological surveys are now submitted with planning applications to help ensure that protected species and habitats are not harmed as a result of any development proposed. These surveys are particularly relevant for proposals which involve works to existing buildings where species such as bats or nesting birds may be present. Conditions are applied to ensure that any programme of works complies with recommendations set out in the ecological survey; to require a survey to be undertaken prior to any works commencing; or to state the timing of construction. During the monitoring period there were **26 applications** where conditions were imposed relating to ecological surveys or their findings. An Exmoor Wildlife Checklist is available to download with application forms for development proposals on the Authority's website – this helps the applicant/agent identify when wildlife issues may require greater investigation and where it is most likely that a wildlife issue needs to be understood and addressed in the initial design work. The checklist may trigger the need for a wildlife/ecological survey to accompany a planning application.
- 8.8 Indicators relating to the condition of internationally, nationally and locally designated areas for wildlife (such as Special Areas of Conservation (SACs), Special Sites of Scientific Importance (SSSIs) and Local Wildlife Sites) or to the management of priority habitats *as a result of development* are significantly difficult to measure (see table 8.1a, p.29-30). The table therefore provides the area of priority habitats or designated wildlife areas that are included within the area of the proposed development and list the type of development that has taken place. Due to land management strategies, the condition of SSSIs overall has improved, with 97.2% in favourable or recovering condition – this exceeds the 2010 target of 95%. For the areas designated as SSSIs owned by the National Park Authority, 100% is within the favourable/recovering categories.
- 8.9 In terms of major development proposals, 5 applications were approved during the monitoring period (for replacement farm storage building in Simonsbath, alterations to surface water drainage and installation of oil interceptor in Exford, an agricultural building farm yard and track in Exton, the installation of a new sewage treatment plant in Twitchen and for works associated with a market garden in Martinhoe).
- 8.10 During 2015/16 relatively few approved planning applications were within/partly within the designated areas listed in table 8.1a. There are some limitations to the effectiveness of this monitoring, as the area of the development as specified by the planning application and measured by the Geographical Information System (GIS) is not always the exact area where development takes place. The size of the areas affected for Upland Oak Woods BAP, Exmoor & Quantock Oakwoods SAC, SSSIs and Section 3 Woodland should therefore be treated with caution, as impacts on these designations are considered to be negligible; or result in no direct impact; or are unlikely to have a significant effect on any European Site. For example development associated with the widening of an existing pedestrian access (footbridge) will only apply to a small proportion of the outlined development area.
- 8.11 Another key consideration is that an individual application may affect several designations within one small area, ie where local, national and international designations overlap. For example, an application for a householder extension was within a Special Area of Conservation, Section 3 Moor & Heath, Section 3 Woodland and an Upland Oakwoods Biodiversity Action Plan Habitat. Natural England (NE) and the Authority's conservation officer for wildlife will be consulted in relation to applications within internationally and nationally designated sites. No applications have been approved where there have been objections raised by NE or the conservation officer.

TABLE 8.1a

Designated areas	Area affected (ha)	Most relevant development
Special Area of Conservation (SAC) Exmoor Heaths	00.004	62/62/15/004 – widening of existing pedestrian access (footbridge) 62/11/15/007 – change of use of a store to basic walkers' shelter
Special Area of Conservation (SAC) Exmoor Oakwoods	3.27	62/50/15/002 – Lawful development certificate for rear dwelling extension 6/27/15/107 – Householder extension 6/42/15/106 – Construction of a bridleway at Worth Wood
Section 3 Moor & Heath	0.08	62/50/15/002 – Lawful development certificate for rear dwelling extension 62/62/15/004 – Widening of existing pedestrian access (footbridge) 62/11/15/007 – Change of use of store to basic walkers' shelter
Section 3 Woodland	3.53	62/50/15/002 – Lawful development certificate for rear dwelling extension 62/43/14/002 – Tracks, hardstanding and erection of polytunnel, shed and chicken coop
Section 3 Cliff & Foreshore	0.01	62/41/15/013 – Replacement roof and alterations to beach chalet
Orchards	0.19	62/50/15/003 – Householder extension
Blanket Bog – Biodiversity Action Plan Habitat*	0	
Upland Heath – Biodiversity Action Plan Habitat*	0	
Lowland Heath – Biodiversity Action Plan Habitat*	0.003	62/11/15/007 – Change of use of a store to basic walkers' shelter
Upland Oakwoods – Biodiversity Action Plan Habitat*	0.89	62/50/15/002 – Lawful development certificate for rear dwelling extension 6/42/15/106 – Construction of a bridleway at Worth Wood
Sites of Special Scientific Interest (SSSI)	2.08	62/50/15/002 – Lawful development certificate for rear dwelling extension 62/62/15/004 – Widening of existing pedestrian access (footbridge) 62/43/14/002 – Tracks, hardstanding and erection of polytunnel, shed and chicken coop 62/41/15/013 – Replacement roof and alterations to beach chalet 6/42/15/106 – Construction of a bridleway at Worth Wood 6/14/16/101 – Levelling and resurfacing of sawmill yard 62/11/15/007 – Change of use of a store to basic walkers' shelter

Designated areas	Area affected (ha)	Most relevant development
Somerset County Wildlife Sites (CWS)	0.77	6/14/15/105 – Construction of a new access 6/42/15/102 – Certificate of lawful use as a holiday unit 6/13/15/110 – Demolition of existing structure and erection of new stables 6/27/15/115 – Householder extension 6/29/15/107 – Advert 6/29/15/110 – Householder – access improvements 6/29/15/104 – Change of use of land to equestrian and extension of sand pit 6/41/15/101 – Non-material minor amendment 6/15/15/104 – Replacement bridge deck
Devon County Wildlife Sites (CWS)	0.55	62/43/14/002 – Tracks, hardstanding and erection of polytunnel, shed and chicken coop 62/62/15/005 – Householder extension 62/62/15/002 – Householder alterations

*Biodiversity Action Plan habitats are now referred to as ‘priority habitats’ in the Exmoor Wildlife Research and Monitoring Framework 2014-2020



The replacement section of bridleway at Worth Wood within a Special Area of Conservation (SAC) Exmoor Oakwoods, an Upland Oakwoods – Biodiversity Action Plan Habitat and a Site of Special Scientific Interest. This replaces a section of bridleway in flood zone 3 adjacent to the River Barle, which had been closed since damage sustained during the 2012 floods.

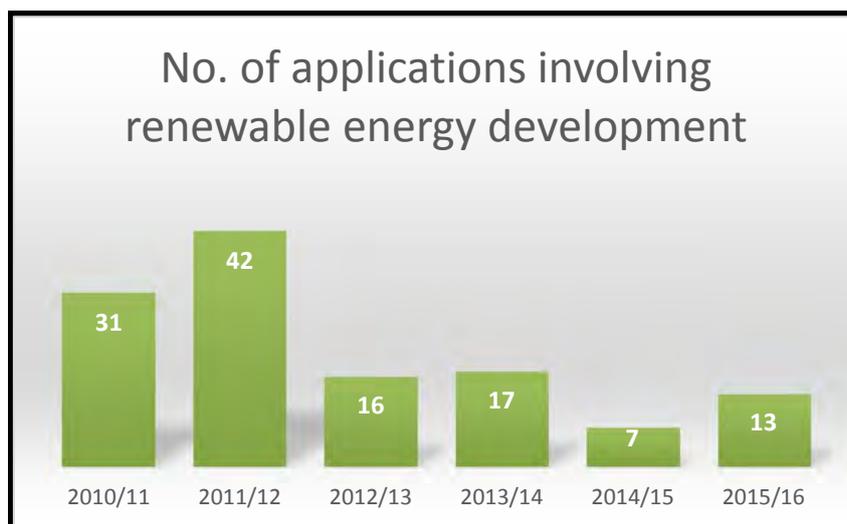
ENERGY AND RESOURCE CONSERVATION

- 8.12 The monitoring year saw consultation by the Department of Energy and Climate Change on the future of the Feed-in-Tariff scheme³⁴. The consultation set out measures aimed to achieve compliance with State Aid approval, and following higher than projected take up of the scheme, to control the costs of renewable energy subsidy. Following the consultation, the government reversed its plan to close the FiT scheme, although solar Feed in Tariffs would fall considerably from February 2016. This continues the trend of reducing Feed in Tariffs since 2012, following the significant take up of solar PV installations.
- 8.13 In March 2016, the Department of Energy and Climate Change also consulted on proposed reforms to the Domestic and Non-Domestic Renewable Heat Incentive schemes³⁵ which pay for heat produced from some renewable energy systems. For domestic dwellings eligible heating types are:
- biomass only boilers and biomass pellet stoves
 - air source heat pumps
 - ground source heat pumps
 - solar thermal panels - flat plate or evacuated tube only
- 8.14 The consultation proposed linking the tariff to the Consumer Prices Index rather than the Retail Prices Index; the introduction of degression assessments and potential reduction in tariff dates up to 2017; the removal of solar thermal from the scheme; a review of tariff levels for heat pumps; and a 'budget mechanism' which could result in closure of the scheme to new entrants once a certain level of spend is reached.
- 8.15 The number of planning applications submitted and approved for renewable energy development during this monitoring period (13 applications), is an increase compared with the previous monitoring year, reversing a declining trend after peaking in 2011/12 with 42 approved applications.
- 8.16 All approved applications related to small-scale renewables technologies: a solar kiln (for seasoning timber); installation of three biomass boilers with associated buildings; eight roof mounted solar panel installations; and one installation of both ground and roof mounted solar panels.
- 8.17 Although FiT payments continue to fall, the increase in the demand for solar technologies has seen solar panels become generally more affordable. The number of solar panel installations permitted during the monitoring year may be a reflection of greater affordability, and may potentially be the result of homeowners seeking to enter the FiT scheme in anticipation that it might close.
- 8.18 The number of applications for woodchip/biomass boiler installations and associated infrastructure remains stable, following the higher numbers recorded in response to The Exmoor Woodheat project³⁶ which made grants available for domestic log, wood chip/pellet heating systems in anticipation of the introduction of the domestic RHI in 2014.

³⁴ The Feed in Tariff was introduced in 2010 and allowed homeowners to be paid for electricity produced by low-carbon and renewable energy electricity technology.

³⁵ The Renewable Heat Incentive (RHI); a Government initiative that pays for heat produced from some renewable energy systems to heat buildings for the *non-domestic* sector (businesses, industry and public sector) was introduced in November 2011. The domestic RHI scheme targeted at homes off the gas grid was opened in 2014.

³⁶ A project managed by Exmoor National Park Authority with funding from the Department of Energy and Climate Change.



8.19 The figures should be viewed in the context that some small scale schemes serving individual houses benefit from permitted development rights – a class of development that is automatically granted planning permission by the Government.

NB: if suitable existing domestic buildings are available for the installation of biomass boilers (or farm buildings, if installed for a farm business) planning permission is not required; it is the need for a new building to house the equipment which triggers a requirement for planning permission.

Table 8.1b

Application	Parish	Renewable Energy Type	Comments
6/13/15/103	Exford	Solar kiln	For use to season timber
6/13/15/110	Exford	Roof mounted solar panels	As part of new stables and hayloft development
6/13/15/112	Exford	Roof mounted solar panels	Associated with conversion of barn to holiday let and new agricultural shed
6/34/15/104	Timberscombe	Biomass boiler heating scheme and wood chip store	Resubmission of approved application to reposition flue
6/43/15/102	Wootton Courtenay	Roof mounted solar panels	As part of single store extension development
6/8/15/110	Cutcombe	Biomass boiler and wood fuel store	To serve business buildings
6/9/15/111	Dulverton	Roof mounted solar panels	Variation of condition to allow installation of solar panels on roof of agricultural building
6/9/15/116	Dulverton	Roof mounted solar panels	Installation of solar roof panels at Heritage Centre
62/11/15/004	Brendon & Countisbury	Biomass boiler and associated housing	To serve agricultural building
62/19/16/001	Combe Martin	Roof mounted solar panels	On domestic outbuilding
62/41/15/013	Lynton and Lynmouth	Roof mounted solar panels	To serve holiday accommodation at Lee Abbey
62/41/15/036	Lynton and Lynmouth	Solar panels with ancillary shed	Ground and roof mounted to support domestic energy needs
62/50/15/004	Parracombe	Roof mounted solar panels	Installed on existing agricultural barn

CONSERVATION OF BUILDINGS AND SETTLEMENTS

- 8.20 The indicators within this section monitor policies which aim to protect the cultural landscape including farmsteads, settlements, buildings and structures, as well as ensuring that new development is both well-designed and enhances the environment.
- 8.21 All of the indicators within this section, save one, could be monitored. However as these quantitative indicators do not have targets or defined objectives it is difficult to measure whether the policies are having the intended effect. Indicators developed in the Publication Draft Local Plan monitoring framework will address this issue.
- 8.22 The results show no change to significant cultural designations such as conservation areas, listed buildings, historic parks and gardens, orchards and important open space (visual amenity).
- 8.23 In relation to the conversion/change of use of traditional buildings, during the monitoring period 3 applications were approved:
- change of use of a vernacular store into a basic walkers' overnight shelter;
 - conversion of a traditional barn to a one bedroomed self-contained holiday let;
 - conversion of a traditional outbuilding to a studio/office/ancillary accommodation.
- 8.24 Adopted Local Plan Policy CBS12 requires that all new development should reflect and reinforce the use of traditional materials. All buildings permitted which require roofing materials are monitored regarding the use of traditional materials – namely slate, thatch or clay tiles. During the monitoring period, there were 20 instances where planning conditions required that a new building be roofed in traditional materials. Other materials such as 'green roofs', lead, zinc or timber shingles may be used in appropriate circumstances. Outbuildings, stables or agricultural sheds may use corrugated cement fibre sheets, the advised colour of which is generally anthracite to help to minimise the visual impact of the roofing in the wider landscape.

TABLE 8.2: CONSERVATION OF BUILDINGS & SETTLEMENTS

	Policy	Result	Comment
No. of traditional buildings converted to different use classes in LRC's, villages and in the Open Countryside	CBS1, CBS2, CBS3, CBS4	3	<ul style="list-style-type: none"> • Change of use of a vernacular store into a basic walkers' overnight shelter. • Conversion of barn to one bedroomed self-contained holiday let. • Conversion of traditional stone/slate outbuilding to studio/office/ancillary accommodation.
No. of Conservation Areas	CBS5	16	12 are substantial parts of settlements, whereas 4 are building groups such as farmsteads. Conservation Area Character Appraisals have been completed subject to formal adoption by the Authority Committee
No. of Conservation Area Enhancement Schemes undertaken	CBS5	0	

	Policy	Result	Comment
No. of Tree Preservation Orders made following Section 211 Notices within Conservation Areas	CBS6	1	TPOs served following planning applications.
No. of Historic Parks and Gardens	CBS11	2	Dunster Castle and Nettlecombe Court
No. of renewable energy/energy conservation projects.	CBS12-15	13	See previous table 8.1b (p.32).
No. of letters of complaint and support related to the character of new development	CBS12-15	-	Cannot be monitored at present.
No. of design awards for new development	CBS12-15	0	
Area of orchard created or lost as a result of development	CBS12-15	See Table 8.1a (p.29-30)	
No. of new buildings roofed in traditional materials.	CBS12-15	20	Includes all permissions where roofing materials are stated (including extensions, outbuildings, agricultural buildings etc).
Area of Important Open Space (Visual Amenity) within settlement.	CBS16	39.82ha	Existing areas

8.25 There are 200 scheduled ancient monuments in the National Park and 740 Listed Buildings. Listed buildings are classified into 3 grades:

- Grade I - of exceptional interest (2.5% of listed buildings are Grade I);
- Grade II* - particularly important buildings of more than special interest (5.5% of listed buildings are Grade II*);
- Grade II - of special interest warranting every effort to preserve them (92% of all listed buildings are in this class).

8.26 Historic England also maintain an 'At Risk' register of Listed Buildings. For a site to be eligible for inclusion on the register, it must be a nationally designated site and be classified as either Grade I or II*. The Historic England register does not include Grade II buildings, other than those in London. In addition, the register includes all listed places of worship, scheduled monuments, registered parks and gardens, registered battlefields and protected wreck sites assessed as being at risk. The Exmoor National Park Authority's 2012/13 Buildings at Risk report includes recommendations for the effective repair of Listed Buildings at risk. All the Listed Buildings included in the report are Grade II Listed and therefore not included in the Historic England 'At Risk' register.

8.27 There are 19 scheduled monuments within the National Park included on the Historic England 'At Risk' Register.

TABLE 8.3: CONSERVATION OF LISTED BUILDINGS AND SCHEDULED MONUMENTS

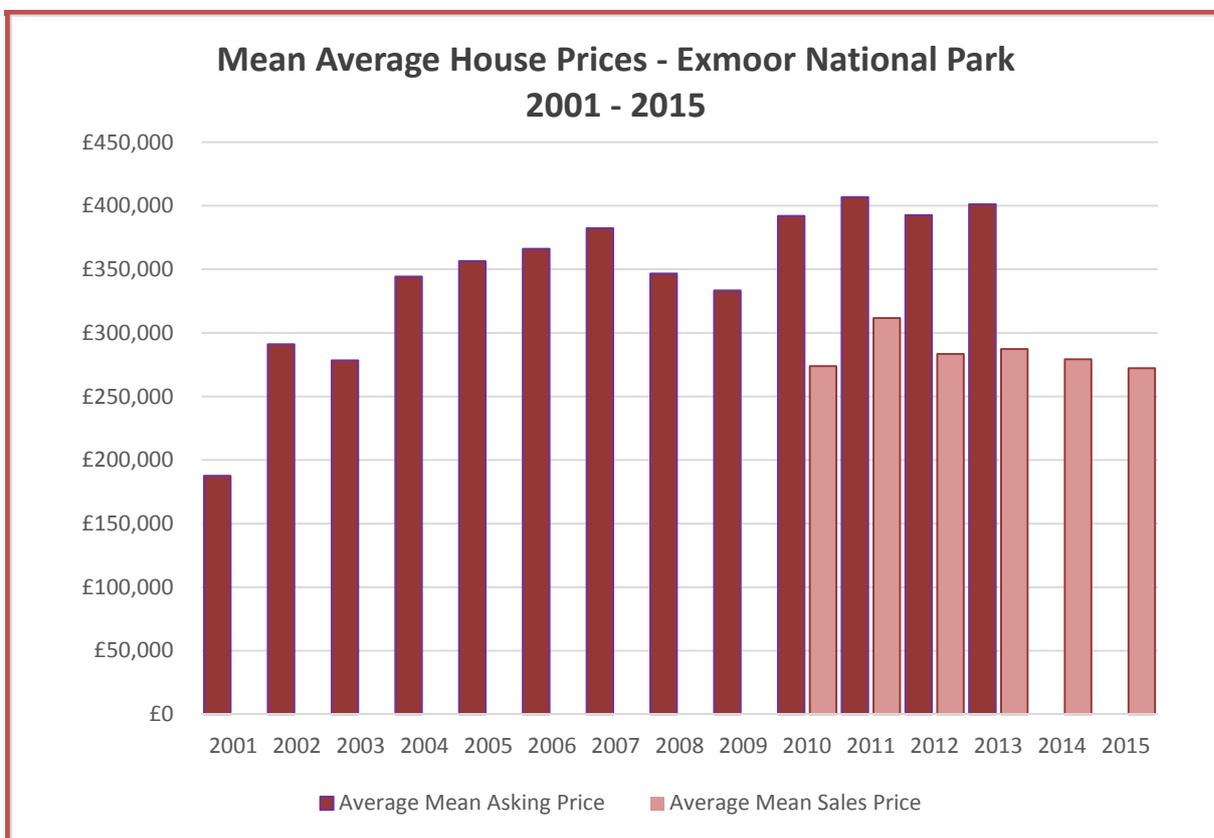
	Policy	Result	Comment
No. of Listed Buildings	CBS7-10	See Table 7.1 (p.23)	
No. of Listed Buildings included in Exmoor National Park Authority's 'Buildings At Risk' report (all are classified as Grade II Listed)	CBS7-10	10	<ul style="list-style-type: none"> • 19th Century gravestone in St Thomas' Churchyard • St James' Church and Churchyard, Upton Farm • Old Frackford Bridge • Chest tomb in St Martin's Churchyard, Elworthy • Milestone at West Wood • Unidentified chest tomb, St Mary's Churchyard, Luxborough • Limekilns at Treborough quarry • Early 19th Century milestone north of Oaktrow Quarries • Linhay at Allerford • St Leonard's Well at Dunster*
No. of Listed Buildings on Historic England 'At Risk' register		0	
No of Scheduled Monuments on Historic England 'At Risk' register	CBS7-10	19	<ul style="list-style-type: none"> • Roborough Castle, Lynton & Lynmouth • Round barrow south east of Down Linhay, Lynton & Lynmouth • Two round barrows and cairn cemetery, Lynton & Lynmouth • Mounsey Castle, Dulverton • Doone's Houses, Brendon • Later prehistoric defended enclosure, Carhampton • Two round barrows on Cheriton Ridge, Brendon • Five barrows and an enclosure on Challacombe Common, Challacombe • Two round barrows near Warcombe Water, Lynton & Lynmouth • Barlinch Priory, Brompton Regis • St Leonard's Well, Dunster* • Bury Castle, an Iron Age defended settlement, Selworthy • Berry Castle, Iron Age enclosure in Berry Castle Wood, Porlock/Luccombe • Allerford Packhorse bridge, Selworthy • Long Chains Combe North stone setting • Cow Castle, Simonsbath • Sweetworthy deserted medieval settlement, Luccombe • Almsworthy Common stone alignment, Exford • Brightworthy Barrows, Withypool

*St Leonard's Well, Dunster is classified as both a Listed Building and a Scheduled Monument.

HOUSING

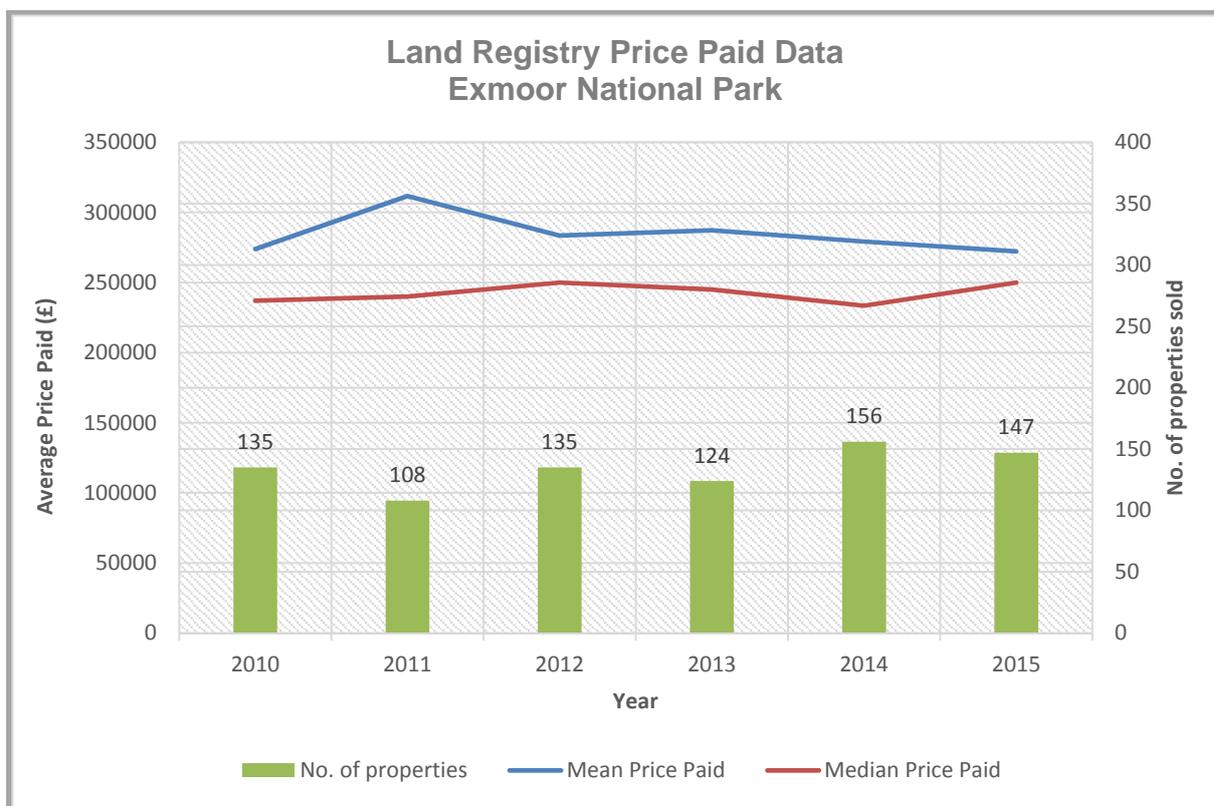
- 8.28 The indicators set out in Table 8.6 (page 39) seek to measure the performance of housing policies within the Local Plan. These policies aim to ensure that new housing development within the National Park is compatible with the conservation and enhancement of the landscape, natural environment and built heritage of the National Park whilst providing for the housing needs of local communities and contributing to their sustainability. Adopted Local Plan policies principally aim to ensure that new housing in the National Park addresses an identified local community need for affordable housing. This approach is reinforced in the emerging Local Plan which focuses on affordable housing and addressing the needs of all sections of the local community to help create balanced, living and working communities with a better mix of houses.
- 8.29 From 1998 to 2013 the average house price for the National Park was based on **asking prices** for all dwellings marketed in the National Park, with data taken from a 2-week period in July each year. The 2013 House Price Survey was the first to contain both average 'asking prices' and 'prices paid' - obtained from newly released price paid data from the Land Registry (further analysis of Land Registry 'price paid' data has back-dated the mean average house price within the National Park to 2010). From 2014, House Price Survey focuses only on **price paid** data. Figure 8.4 illustrates that the mean average house sales price (price paid) in 2013, 2014 and 2015 is a markedly lower overall average compared with the average asking price of previous years. The 2015 survey demonstrates that during the monitoring period, the mean average house price paid was 2.5% lower than the price paid in 2014 (£272,183 compared with £279,198). The median average was 6.6% higher at £250,000.

Fig 8.4 Average House Prices 2001–2015



8.30 Using the Land Registry data, a comparison of **price paid** figures for the previous six years can be made (see Fig 8.5 below).

Fig 8.5 Land Registry Price Paid Data Exmoor National Park 2010-2015



8.31 In 2015, the average house price (price paid) in Exmoor National Park was substantially higher than both regional and national averages:

- 11.4% higher than North Devon**
- 18.5% higher than West Somerset**
- 14.0% higher than Devon**
- 14.3% higher than Somerset**
- 7.8% higher than the South West region**

8.32 Average house prices for England are distorted by the London/South-East housing market – in July 2015 average mixed-adjusted house prices stood at £295,000 in England, whereas the average house price excluding London/SE was £215,000.³⁷

8.33 The ratio of average house prices and average annual household incomes on Exmoor remains high at a ratio of **9.5:1**, illustrating the difficulty that households with average incomes face when purchasing suitable accommodation on the open market³⁸. The ratio of the lowest average house prices³⁹ to average household incomes is **6:1**, and illustrates that properties at the lower end of the market are beyond those with an average household income of around £29,000 and without a significant deposit, and are particularly unaffordable for those in the lower 25% of average household income where the ratio of average *lowest* priced housing to average *lower quartile* household income is **11:1**. This emphasises the significant issue of housing affordability and the continuing

³⁷ Land Registry (2015) House Price Index: July 2015

<http://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/housepriceindex/2015-09-15>

³⁸ Exmoor National Park House Price Survey 2014 and Land Registry prices paid data 2014

³⁹ Based on the lowest 25% of price paid data for properties sold on Exmoor

importance of providing houses that are affordable for those with a local connection to Exmoor National Park.

- 8.34 Mortgages remain difficult to obtain, particularly for those on average incomes looking to buy their first home without financial assistance from relatives, and demand for rented accommodation is therefore high⁴⁰. The Government's 'Help to Buy' scheme helps buyers who have at least a 5% deposit and can raise the remainder with a mortgage, and a 'Help to Buy ISA' has also been introduced to encourage first time buyers to save a deposit with a maximum of £3,000 government bonus available (£50 for every £200 saved).
- 8.35 It is well documented that recent years have seen house prices vastly outstrip wages, meaning that homes are unaffordable in local authorities across the country and highlighting that affordability is a national issue. House prices in National Parks attract a premium of 21%, with an 8% premium on properties within 5km of a National Park boundary. Recent research has calculated an average premium of 29.7% for buyers seeking to purchase a detached home within a National Park or Area of Outstanding Natural Beauty. The Valuing England's National Parks report demonstrated that in comparison with other English National Parks, Exmoor has the lowest mean average household income (based on 2010 data); however house prices in Exmoor are the third highest.
- 8.36 An analysis of affordable housing need undertaken in preparation for the Publication Draft Local Plan consultation estimated that the affordable housing need in Exmoor National Park 2011-2031 is 306 units.⁴¹
- 8.37 Both North Devon and West Somerset districts adopt a choice-based letting system to enable applicants to register a housing need and to express a preference for new or existing properties as they become available. The indicator referring to the number of households on the District Council's housing register is not considered to be meaningful for monitoring housing need in the National Park, particularly as it is recognised that many people do not register with the District Council housing lists, believing there to be little possibility of finding suitable housing through this mechanism. The figure entered reflects the 'backlog' of affordable housing based on the proportion of households in the higher bands of housing need within the National Park.⁴²
- 8.38 Local affordable housing permitted since the adoption of the Local Plan must be occupied by those with a local connection and a Section 106 legal agreement (planning obligation) is the mechanism by which occupancy is controlled. The key tests are that people are unable to afford housing on the open market (either to rent or buy), are in housing need, and have a local connection.
- 8.39 During the monitoring year, the government's proposals to restrict the use of Section 106 affordable housing contributions for sites of 10 units or less was successfully challenged by Reading Council and West Berkshire Borough Council, with the High Court ruling that the policy was inconsistent with the statutory planning regime; that the Secretary of State had failed to take account of material considerations, had failed to consult adequately and had failed to properly assess the impact of the policy. Following the High Court judgment, the Department for Communities & Local Government announced an intention to appeal against the decision.

⁴⁰ Housing Vision (2014) SHMA Update: Exmoor National Park in West Somerset (Published online at www.exmoor-nationalpark.gov.uk)

⁴¹ ENPA (June 2015) Housing Topic Paper

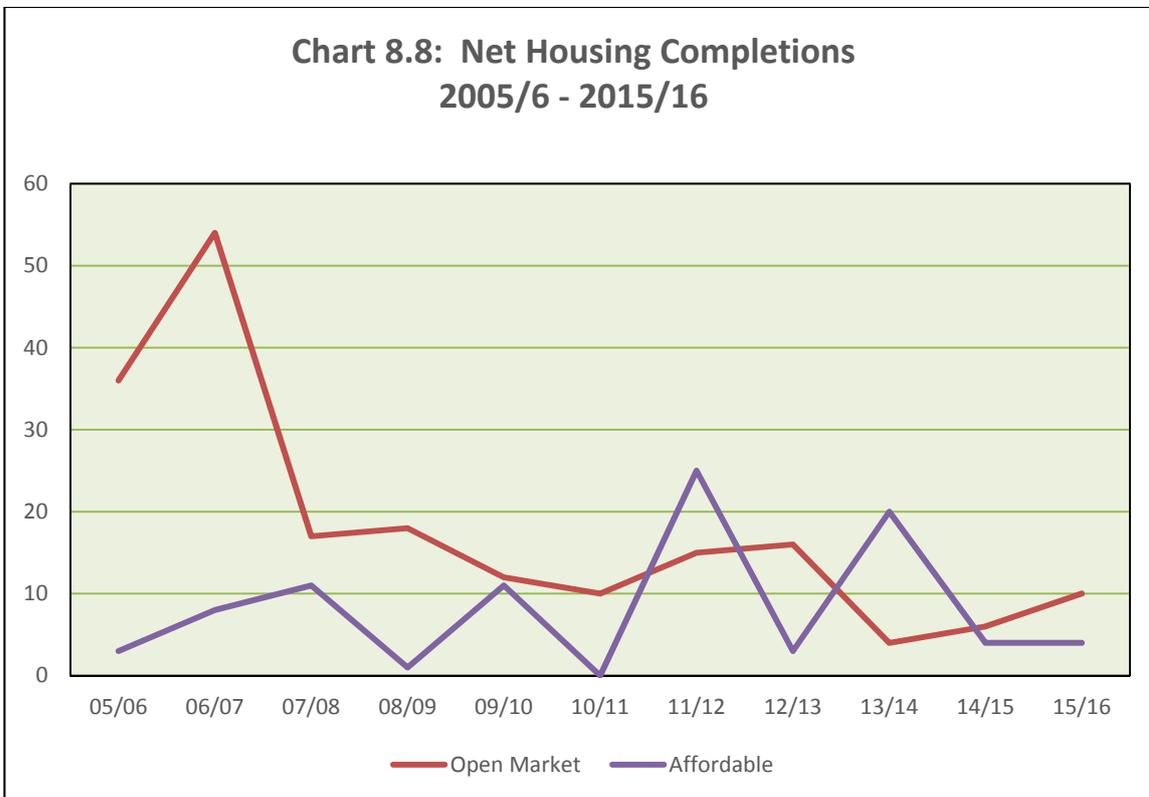
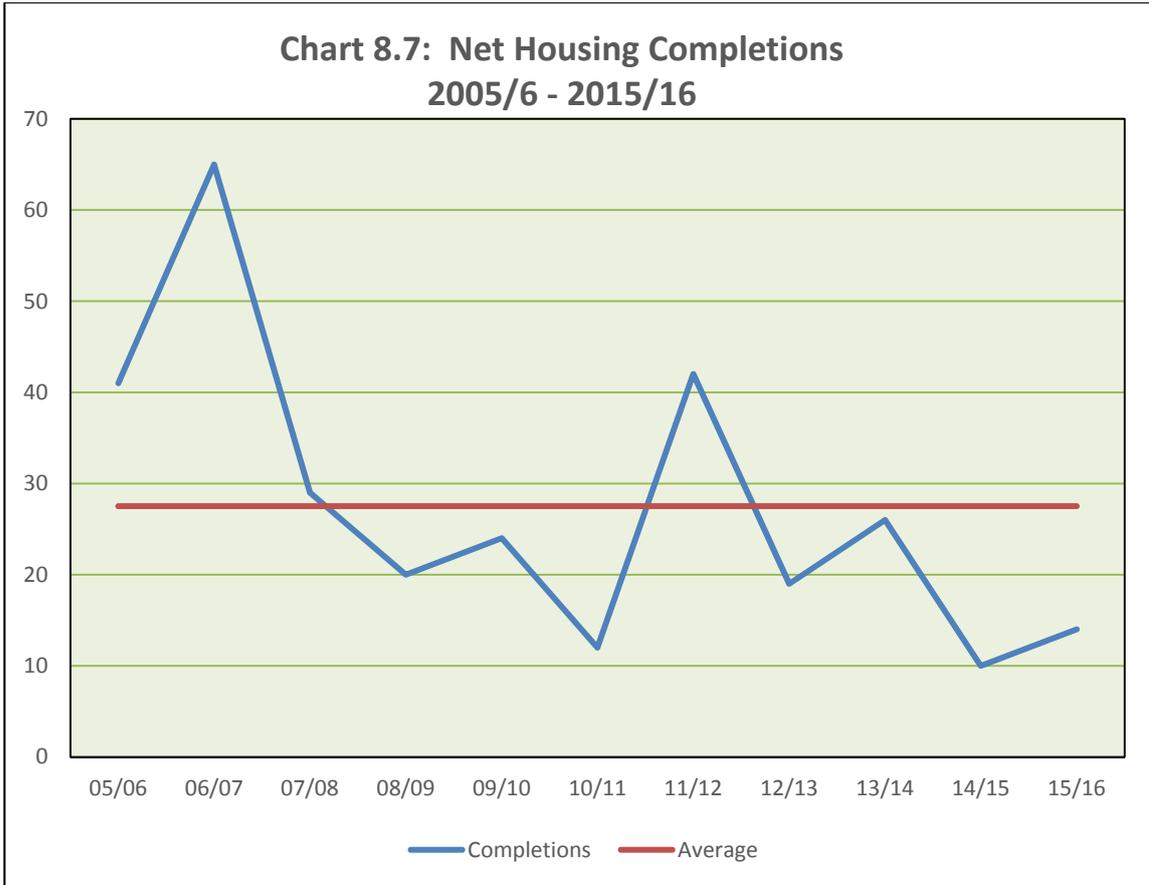
⁴² Housing Vision (2015) Northern Peninsula SHMA Update December 2015

TABLE 8.6: HOUSING

Indicator	Policy	Result	Comment
Proportion of new Housing Meeting Community's Need for Affordable Housing by location, development type, and occupancy.	H1 - H15	4 local need affordable dwellings were completed during the monitoring period [a further 11 were under construction]	4 local needs affordable dwellings delivered through demolition of existing commercial units, redundant public toilets and a one bedroom flat
Affordable Housing Provision by Type and Size of dwellings	H1 - H16	4 dwellings (social rent)	Two 1-bedroom Two 2-bedroom
Ratio of House Prices and Rents to Household Income (CACI data) by Household Type	H1 - H17	Ratio of Average House Price to Average Household Income: 9.5:1 Ratio of Average Lower Quartile House Price to Average Lower Quartile Household Income: 11:1	2015 Annual House Price Survey data. Average Household Income figure is that for Exmoor National Park £28,668 (Exmoor National Park Profile – DEFRA Rural Statistics Unit 2010) Average House Price – based on price paid data released by the Land Registry
Changes in House Prices Relative to national, regional and county averages	H1 - H18	In 2015 the mean average house price on Exmoor based on Land Registry <u>price paid</u> data was £272,183 , 2.5% lower than in 2014 (2015 Annual House Price Survey) 2015 mean average house price South West: £251,010	
No. of second and holiday homes and empty homes at parish level	H1 - H19	<u>North Devon area of National Park:</u> Estimated number of long term empty properties: 43 Estimated number of second/holiday homes: 183 <u>West Somerset area of National Park:</u> Data on empty properties/second homes no longer available. In 2014, the estimated number of long term empty properties in the <u>whole National Park</u> was 94 . The estimated number of second/holiday homes was 592	Information requested from the council tax records of District Councils. Parishes are either wholly within the National Park, or partly within the National Park (including the main settlement of that parish). The number is an estimate and may include properties outside the National Park.
No. of up to date parish housing need surveys.	H1 - H20	42 separate parish surveys completed for parishes wholly or partly within the National Park between 2002 and 2015 (including some re-surveys). A park-wide housing survey was undertaken in 2008 to ascertain the level of local housing need across the whole National Park. In 2014, the Rural Housing Project co-ordinated a housing needs and aspirations survey of people registered for housing in the rural areas of West Somerset (including the West Somerset area of Exmoor National Park).	No. of parish surveys completed since the start of the Rural Housing Project in 2002. The Rural Housing Project closed in March 2015. NB: RHP covered the rural areas of North Devon and West Somerset districts including Exmoor National Park. Parish surveys may still be conducted in conjunction with the local housing authorities.

Indicator	Policy	Result	Comment
Nos of households on District Councils' Housing registers.	H1 - H21	86 households	Table 6.3 Northern Peninsula SHMA Update December 2015 – backlog of affordable housing based on data from housing registers.
Percentage of Housing commitments located on Previously Developed Land (PDL)	H1 - H22	83%	Source: Housing Land Availability Monitoring: Percentage of dwellings completed on previously developed land.

- 8.40 Eighty-three per cent of gross housing completions during 2015/16 were on previously developed land or brownfield sites in the National Park. As suitable brownfield land within a sparse rural area such as the National Park is a limited resource, the percentage of completions on brownfield land may reduce, although previous trends suggest that similar sites may continue to come forward. The availability of greenfield sites within or adjacent to the settlements can be constrained by factors such as flood risk, topography, landscape sensitivity, and in some cases the proximity of national and international wildlife designations.
- 8.41 During 2015/16 there were 14 net housing completions (18 gross) throughout the National Park (see Appendix 1 for further details and charts 8.7 and 8.8, p.41). This is a fall from figures recorded in recent years and is lower than the average of around 28 dwellings per year over the 10-year period from 2005. Of the housing completions in 2015/16, 4 were local needs affordable dwellings, all located in Lynton as part of the redevelopment of existing commercial units, redundant public toilets and a flat to commercial units and affordable dwellings.
- 8.42 There were 11 local needs affordable homes under construction (i.e. where a technical start has been deemed to have been made):
- a change of use of existing garage to a 1-bedroom dwelling in Dunster;
 - a new 2 bedroomed dwelling with workshop in Exton;
 - conversion, subdivision and alteration to form 5 units of residential accommodation (3 open market and 2 local needs affordable) in Lynmouth;
 - change of use of part of hotel to 8 dwellings (4 open market and 4 local needs) in Lynmouth;
 - conversion of a barn to 1 local needs affordable dwelling in Barbrook, Lynton
 - 2 self-build affordable units serviced plots available in Cutcombe.
- 8.43 There were 22 dwellings with planning permission but which were not yet started; these include 4 local needs affordable dwellings.
- 8.44 Figures for vacant properties and second homes in the West Somerset are no longer available. Data released by North Devon District Council indicates a total of 43 vacant properties and 183 second homes in North Devon parishes either wholly or partly in the National Park. In 2014, there were estimated to be around 94 vacant properties across the National Park and 592 second homes. The 2011 census shows that 1,111 of dwellings in the National Park had no usual residents, reflecting that a proportion of dwellings are self-catering/holiday lets and registered as non-domestic premises subject to business rates rather than council tax.



- 8.45 The delivery of affordable housing in Exmoor National Park remains challenging. The Publication Draft Local Plan continues the policy approach to housing in Exmoor National Park that it is not appropriate to permit new open market housing in response to external demand. Policies provide for 100% affordable housing on rural exception sites unless the scheme is clearly demonstrated to be unviable, when an element of Principal Residence Housing⁴³ may be considered to enable delivery of the affordable housing through cross-subsidy.
- 8.46 There is also policy provision for the identified local housing needs of rural land-based workers; succession farmers; older people and/or other vulnerable members of the community; and extended families.
- 8.47 The Government's Autumn Statement 2015 reserved all new government funding for low cost home ownership from 2018 – e.g. Starter Homes, Rent to Buy, Help to Buy and Shared Ownership. Together with the proposed changes to national planning policy introduced through the Housing & Planning Bill (see page 8), this will have implications for housing delivery in the National Park.
- 8.48 While Starter Homes are intended to provide an opportunity for home ownership, a 20% discount⁴⁴ is unlikely to make a Starter Home affordable for many people living in Exmoor National Park, and the under 40 age requirement for first time buyers may also mean that some people on Exmoor fail to qualify. High house prices and lower than average incomes in National Parks mean a discount of more than 20% and a house value under £250,000 will be needed for a local first time buyer to have a genuine opportunity to acquire a Starter Home. Starter Homes do not have to be provided on rural exception sites.
- 8.49 As National Parks are high value areas, there is also concern that the proposed extension of the Right to Buy scheme to Housing Association tenants will result in social housing stock being sold off and replaced outside the National Park boundary.
- 8.50 The Exmoor Rural Housing Network was set up in 2014 to explore the potential to develop a locally managed programme to deliver local needs housing in perpetuity. During the monitoring year the Network helped to coordinate a bid with three other rural areas (including Dartmoor National Park Authority) to the Homes & Communities Agency to consider the concept of a revolving land bank fund being made available to help communities to meet their affordable housing needs, with the longer-term aim of submitting an approach for funding to the Department for Communities & Local Government.
- 8.51 The Network also made preparations to appoint a Network Co-ordinator whose role will be to understand the level of affordable housing need in the National Park and to take a lead in helping to co-ordinate affordable housing delivery.

⁴³ Market housing controlled by a mechanism which ensures it can be lived in by anyone but only as their principle or main residence – it cannot be occupied as a holiday let or second home.

⁴⁴ 20% is the minimum discount, so greater discounts may be available

STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA)

- 8.52 The role of the Strategic Housing Land Availability Assessments (SHLAA) is to identify and assess land and buildings that might have the potential to deliver future housing development. The process seeks to ensure future decisions relating to the provision of housing are based on sound evidence of deliverability. The Authority's first SHLAA report was published in December 2014 following two 'call for sites' consultations, site assessments and review by an independent SHLAA Panel convened by the Authority. The SHLAA was first monitored in the 2014/15 AMR, and will continue to be monitored within subsequent AMRs to identify the need for a review or 'call for sites'.
- 8.53 The SHLAA findings are set out in Section 5 of the [SHLAA Report 2014](#). The Report indicated a supply of 45 deliverable sites with capacity for 249 dwellings across the National Park⁴⁵. This included 20 sites with planning permission (not yet completed) for 44 dwellings, and a further 25 promoted sites which could yield 205 dwellings.
- 8.54 In terms of monitoring the SHLAA, planning practice guidance states that the main information to record is:
- A. progress with delivery of development on allocated and sites with planning permission;
 - B. planning applications that have been submitted or approved on sites and broad locations identified by the assessment;
 - C. progress that has been made in removing constraints on development and whether a site is now considered to be deliverable or developable;
 - D. unforeseen constraints that have emerged which now mean a site is no longer deliverable or developable, and how these could be addressed;
 - E. whether the windfall allowance (where justified) is coming forward as expected, or may need to be adjusted⁴⁶.
- 8.55 Monitoring of the SHLAA was then undertaken to provide an update at the end of the financial year (31 March 2016) based on an analysis of planning permissions for dwellings and dwelling completion data. Details of the updates made to the SHLAA are set out at Appendix 4 to this report. The changes result in a supply of **51 deliverable sites** (suitable and available) with capacity for **250 dwellings** across the National Park⁴⁷. This includes 25 sites with planning permission for 47 dwellings, and a further 24 promoted sites which could yield 202 dwellings.
- 8.56 The number of '**suitable but not available sites**' (developable sites) has changed slightly in relation to the granting of planning permission for SHLAA site SHA/LYN/5 (making the site deliverable); this results in a decrease in the potential supply to **49 sites** (from 50 sites in 2014/15 AMR) with a yield of **226 dwellings** which are considered to be developable (from 229 in 2014/15 AMR). Developable sites in the Exmoor National Park context are those sites that are considered suitable but are not currently available as they have not been formally promoted by landowners but could come forward to meet local needs affordable housing as and when these needs are identified, nor do they have an extant planning permission for residential development.
- 8.57 The SHLAA will continue to be updated on an annual basis through the AMR.

⁴⁵ The figure of 249 includes a 15% discount applied to sites with planning permission where development has not started, to reflect the possibility that not all the sites may be developed.

⁴⁶ Planning Practice Guidance Paragraph: 043 Reference ID: 3-043-20140306 -

<http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/stage-5-final-evidence-base/>

⁴⁷ The figure of 249 includes a 15% discount applied to 16 sites (29 dwellings) with planning permission where development has not started, to reflect the possibility that not all the sites may be developed (resulting in 25 dwellings)

EMPLOYMENT AND ECONOMIC DEVELOPMENT

8.58 Policies within this section aim to maintain a thriving Exmoor economy to help underpin the conservation and enjoyment of the National Park. The employment and economic development policies provide flexibility for small-scale business development, including new build, extensions and limited adaptations of the existing building stock, to meet the needs of businesses within the National Park. The policy allows for the use of residential property or ancillary buildings for home working.

8.59 The use classes monitored for the purposes of economic development include:

B1: offices, research and light industry

- B1a – offices
- B1b – research and development
- B1c – light industry

B2: general industry

B8: use for storage or distribution

C1: hotels or guesthouses

8.60 The indicators in Table 8.9 monitor employment development permitted within the National Park for 2015/16. During this monitoring period 180 sqm of development for B1 light industrial use, 290 sqm of mixed use class (including B1) and 20 sqm of B2 general industrial employment space were permitted.

8.61 For the purposes of monitoring and consistency, development proposals affecting hotels and guesthouses are referred to in the Recreation and Tourism section.

8.62 There has been development of one live/work or home working space, with permission granted for the conversion and extension of redundant chicken shed to provide space for a pottery studio.

TABLE 8.9 EMPLOYMENT & ECONOMIC DEVELOPMENT

	Policy	Result	Comment
Proportion of New Employment Premises by Location and Development Type	E1 - E2, E5	20 sqm – B2 General Industrial/B8 Storage or Distribution – Allerford 180 sqm - B1 office, research or light industry – Lynton and Lynmouth – Lynton and Lynmouth 290 sqm – mixed use class including B1a offices – Lynton and Lynmouth	
Area of floorspace as Employment Use Created and Lost	E1 - E5	See figures below	
No. and area of Employment Uses Re-using existing buildings	E1 - E2	1	
Area of floorspace created and lost by B1, B2 and B8, C1* of Use Classes Order	E3 - E4	CREATED: 20 sqm – oyster storage centre and cleansing unit 180 sqm – office, research or light industry space following change of use of former water works 290 sqm – change of use of Market Hall to mixed use rental areas including for office, research and development or light industry uses	
No. and area of Live Work Units/Home Working spaces permitted	E5	1	Proposed conversion and extension of redundant chicken shed to provide pottery studio space in Cutcombe.

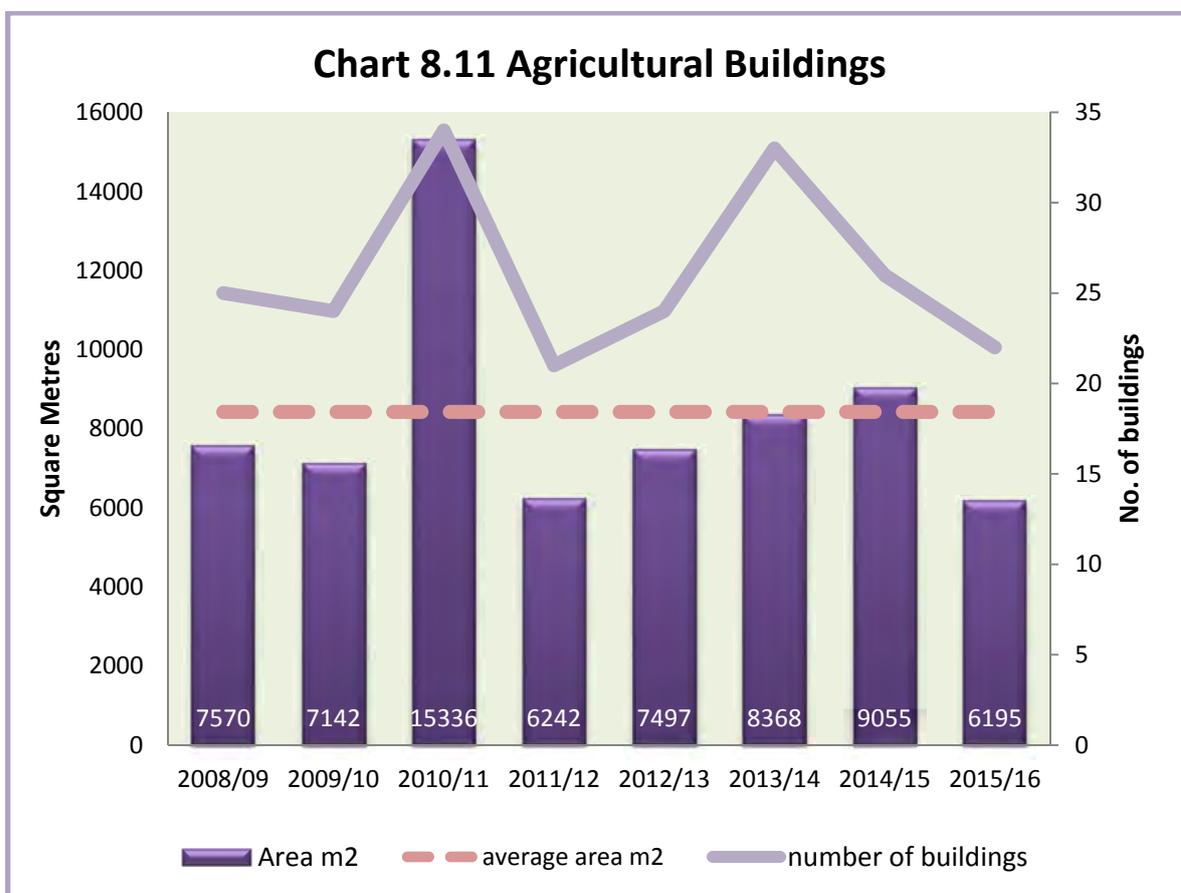
*Creation and loss of C1 hotels/guest houses – see table 8.12 below (p.48)

AGRICULTURE AND FORESTRY

- 8.63 The indicators within Table 8.10 (p.46) monitor the types of agricultural and forestry development permitted and completed within the AMR period. The policies seek to support agricultural diversification measures and developments that are compatible with National Park objectives.
- 8.64 There were two applications/prior notifications approved during 2015/16 for the creation and improvement of forestry tracks to enable access for modern timber extraction machinery, with 1.3km of track creation permitted, lower than in previous monitoring years.
- 8.65 There were 22 planning permissions for the development of agricultural buildings (including replacement buildings and extensions), including General Development Orders (GDOs) where prior approval was approved or not required. The buildings approved during this period ranged from an agricultural building of 50sqm within a domestic garden (to store agricultural machinery and for the occasional housing of livestock), to the replacement of a group of agricultural buildings, including one of 1,036sqm.
- 8.66 There were 2 applications approved for agricultural buildings that represented a partial or complete replacement of existing agricultural buildings and 5 approved applications for the extension of existing agricultural buildings. The total floor space permitted was 6,195 sqm – below the average for monitoring years since 2008/09 (8,284 sqm) - see chart 8.11 (page 46).
- 8.67 One planning application for an agricultural building was refused on the basis that its prominent position and scale would adversely alter the appearance, character and nature of the rural landscape, and as the need for the proposed building had not been demonstrated to a level which would override the detrimental landscape impact.
- 8.68 Sixty-four percent of Exmoor National Park is under an existing environmental stewardship agri-environment agreement. The Environmental Sensitive Area, Entry Level Stewardship, Higher Level Stewardship, Uplands Entry Level Stewardship and Organic Entry Level Stewardship schemes have now closed to new entrants and the new Countryside Stewardship scheme was introduced in 2015. The new Basic Payment Scheme was also introduced to replace the Single Payment Scheme.
- 8.69 The Countryside Stewardship scheme is similar to environmental stewardship with payments made for achieving public benefit including biodiversity, water quality, climate change adaption and educational access, and is funded from the Common Agricultural Policy. It is anticipated that 90% of existing Higher Level Stewardship agreements will move into the higher tier of Countryside Stewardship (which covers Sites of Scientific Interest, scheduled monuments, large areas of biodiversity habitats and woodlands). The majority of Entry Level Stewardship agreements are not expected to be eligible for Countryside Stewardship and so a proportion of land in the National Park will fall out of an agri-environment payment scheme.

TABLE 8.10: AGRICULTURE AND FORESTRY

Indicator	Policy	Result	Comment
No. and area of agricultural and forestry buildings	A1	22 agricultural buildings and extensions permitted Total area – 6195m ²	Includes new and replacement agricultural buildings which were permitted during 2015/16 plus General Development Orders for prior notification or prior approval
Length of Agricultural and Forestry tracks permitted	A1	1.3km new forestry/ agricultural track approved	Permitted during 2015/16 plus General Development Orders for prior notification or prior approval
No. and proportion of applications for agricultural buildings refused	A2	0	
No. of farming businesses in agri-environment schemes	A3	511	Source: (2015) Natural England.
No. of farm diversification proposals and floor area requiring the conversion of modern farm buildings	A3	0	
No and proportion of fish farm applications approved.	A4	0	



RECREATION AND TOURISM:

- 8.70 The Recreation and Tourism policies of the Local Plan seek to ensure that tourist-related development is consistent with National Park purposes and to facilitate extending the tourist season on Exmoor.
- 8.71 The indicators within Table 8.12 (p.48-49) show the number of applications which relate to tourism development, specifically visitor accommodation. Self-catering accommodation continues to be a popular and five holiday let units were approved during the monitoring year (one as the diversification of a rural land-based business). An application for a basic overnight walkers' shelter was also approved.
- 8.72 The emerging Exmoor National Park Local Plan introduces greater flexibility to allow planning to respond to tourism trends. In circumstances where non-serviced holiday accommodation is no longer needed or viable, policy allows the accommodation alternatively to be used as local needs housing, or housing for extended families, with flexibility to revert to the former holiday let use. Similarly, a more flexible approach to existing hotels or guesthouses makes provision for the change of use to a principal residence home if certain tests are met, subject to conditions that enable use either as a principal residence dwelling or as serviced accommodation, without the need for planning consent.
- 8.73 In line with these policies, applications determined during the monitoring year include approval of use of an existing local needs dwelling as either a local needs housing or as a holiday let, and the change of use of a former hostel to a holiday let or principal residence dwelling.
- 8.74 In terms of serviced accommodation, a condition of an existing planning permission was removed so that a residential property may be used for guesthouse purposes, provided this remains ancillary to the domestic use of the dwelling.
- 8.75 As in previous monitoring years, development permitted in relation to camping and caravanning was limited with one application approved for the removal of a condition to allow use of a campsite by small campervans where the vehicle concerned is the sole means of transport.
- 8.76 The 2015 STEAM⁴⁸ data for the National Park measures the estimated volume and value of tourism and indicates an increase in visitor numbers and economic impact.

	2015	2014	+/- %
Visitor Days (million)	2.14	2.04	+4.9%
Visitor Numbers (million)	1.36	1.30	+5.1%
Direct Expenditure(£'s million)	84.32	78.68	+7.2%
Economic Impact (£'s million)	112.74	105.24	+7.1%
Direct Employment (FTE) ⁴⁹	1,890	1,864	+1.4%
Total Employment (FTE)	2,206	2,166	+1.9%

⁴⁸ The Scarborough Tourism Economic Activity Monitor (STEAM) has been selected as the preferred monitoring model, given that it is based on locally derived tourism data, and this has now been adopted by a number of National Park Authorities across the UK.

⁴⁹ FTE – full time equivalent

8.77 The data shows that the tourist numbers generated by serviced and non-serviced accommodation were slightly higher than in 2014. Consistent with previous years, serviced accommodation provided 34% (2,589) of all bed spaces, with the total number of providers remaining stable.

8.78 A total of 488 accommodation establishments (both serviced and non-serviced) provided a maximum of 7,676 bed spaces for use by visitors in 2015 (an increase from 7,606 in 2014). The trend of increasing numbers of non-serviced bed spaces continued with an increase of 63 beds in 2015, to a total of 5,087. The greatest proportion of bed spaces were provided by touring caravans/camping establishments and by self-catering holiday units.



The Bottom Ship Inn at Porlock Weir which offers Bed & Breakfast Serviced Accommodation

8.79 Three applications for tourism/recreation related development were refused during the monitoring year:

- Two separate applications for welcome and orientation signs, one at Webber's Post and one at Selworthy, were refused due to concerns about the appearance and scale of the signage, and as the applications did not contain sufficient information to assess the proposals.
- An application for two holiday bunk houses in open countryside near Roadwater was refused as the proposal did not use existing buildings, nor was it associated with a rural land-based business, and was therefore unsustainable development which would alter the character of the National Park landscape.

TABLE 8.12: RECREATION & TOURISM

Indicator	Policy	Result	Comment
No. and proportion of applications for tourism/recreation related devt refused	RT1 – RT2	3	<ul style="list-style-type: none"> Proposed welcome and orientation signage at Webber's Post. Proposed welcome and orientation signage at Selworthy. Proposed construction of two holiday bunk houses in open countryside in Roadwater.
No. of serviced accommodation created	RT3	1	Removal of condition so that residential property may be used for guest house purposes.
No. of serviced accommodation lost	RT3	3	<ul style="list-style-type: none"> Proposed change of use of guesthouse to single residential dwelling with annexed accommodation. Change of use of top floor of guesthouse to holiday let. Change of use of existing bed and breakfast rooms to residential living accommodation (with change of use of existing living accommodation to holiday let).
No. of self catering accommodation created	RT3	5	<ul style="list-style-type: none"> Use of local needs dwelling as either a unit of local needs housing or as a holiday let. Conversion of barn to 1-bed holiday let. Change of use of former hostel to dual use as a holiday let or as a principal residence dwelling. Change of use of top floor of guesthouse to holiday let. Change of use of living accommodation to holiday let (with change of use of existing bed and breakfast rooms to living accommodation).
No. and floor area of self catering accommodation lost	RT3	0	
Occupancy rates of self catering accommodation and serviced accommodation.	RT3	Serviced: 34% Self catering: 66% STEAM Report 2015 (Global Tourism Solutions Ltd)	
No. of camping barns within the National Park	RT3	Operational: 3 Permitted: 1	<ul style="list-style-type: none"> Northcombe Camping Barn, Dulverton (registered with the Youth Hostel Association) Blindwell Farm, Twitchen Exmoor Bunkhouse, Countisbury Change of use of store to walkers' overnight shelter in Countisbury, North Devon
No. of small backpackers and tented campsites	RT5, RT7	0	
No. and proportion of applications for conversion of static caravan sites to chalet devts / certificated caravan sites refused	RT6, RT8	0	
No and area of devts for shooting purposes.	RT9	0	
No. of commercial equestrian devts	RT10 – RT11	1	Change of use of agricultural building to six stables and a tack room for commercial equestrian purposes.
No. and proportion of applications for golf courses refused	RT12	0	
No and area of sports areas/facilities	RT13 – RT14	40.38ha – This is the Area of Important Open Space (Recreation) defined on the Proposals Map, plus the extension to Dunster Sports Field approved in 2008.	

COMMUNITY SERVICES AND FACILITIES

8.80 The indicators in Table 8.13 seek to measure the changes in services and facilities within the National Park. The Local Plan policies aim to ensure there is a range of accessible services and facilities retained in communities across Exmoor.

8.81 Three small-scale community services were permitted during 2015/16; in Lynton for the change of use of the Market Hall to allow mixed using classes including community services and facilities; this application also resulted in the loss of an existing community facility (gymnasium); in Lynmouth for the change of use to a shop of part of the ground floor of the Bath Hotel; and in Luxborough for the change of use of land from agricultural to provide an extension to an existing graveyard.

TABLE 8.13: COMMUNITY SERVICES & FACILITIES

Indicators	Policy	Result	Comment
No. of meeting places	CSF1	26	Settlement Audit 2009
Distance of households from key services	CSF2 - CSF6	See table 8.13a (p.51). Data will include areas which are not within the National Park boundary.	
Creation and loss of community services and facilities	CSF2 - CSF3	<p>Community services and facilities permitted:</p> <ul style="list-style-type: none"> • Change of use of Market Hall to allow mixed use classes including community services and facilities – Lynton. • Change of use of part of ground floor of hotel to shop – Lynmouth • Change of use of land from agricultural to burial to provide extension to existing graveyard - Luxborough <p>Community services lost:</p> <ul style="list-style-type: none"> • Change of use of gymnasium in Market Hall to mixed use classes (including community services and facilities) – Lynton. 	

8.82 The English Indices of Multiple Deprivation 2015 updates the previous indices released in 2010 and are based broadly on the same methodology. The indices measure relative levels of deprivation in 32,844 small areas or neighbourhoods known as Lower-layer Super Output Areas (LSOAs) in England⁵⁰. The areas are ranked, with '1' as the most deprived. Most of the data used in the Indices of Deprivation 2015 relates to the tax year 2012/13.

8.83 The indices use information from seven domains which are combined using the weighting shown in brackets:

- **Income Deprivation:** measures the proportion of the population experiencing deprivation relating to low income (22.5%).
- **Employment Deprivation:** measures the proportion of the working age population in an area involuntarily excluded from the labour market, for example due to unemployment, sickness or disability, or caring responsibilities (22.5%).
- **Education, Skills and Training Deprivation:** measures the lack of attainment and skills in the local population (13.5%).

⁵⁰ LSOAs (Lower-layer Super Output Areas) are small areas designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households.

- **Health Deprivation and Disability:** measures the risk of premature death and the impairment of quality of life through poor physical or mental health (9.3%).
- **Crime:** measures the risk of personal and material victimisation at local level (9.3%).
- **Barriers to Housing and Services:** measures the physical and financial accessibility of housing and local services (9.3%).
- **Living Environment Deprivation:** measures the quality of the local environment – both ‘indoors’ living environment, ie quality of housing and ‘outdoors’ living environment, ie air quality and road traffic accidents (9.3%).

8.84 While higher scores were generally recorded in relation to some domains, including crime, health, employment, education and skills, many of the LSOAs in the National Park continue to be in the lowest 20% rankings in relation to barriers to housing and services. Based on the 2015 IMD, Table 8.13a below sets out the distance of households from key services and illustrates that LSOA Exmoor & Quarme, which covers the parishes of Exford, Simonsbath, Withypool, Winsford, Cutcombe and Brompton Regis, is the furthest LSOA from the key services listed.

TABLE 8.13a Geographical Barriers - road distance in km

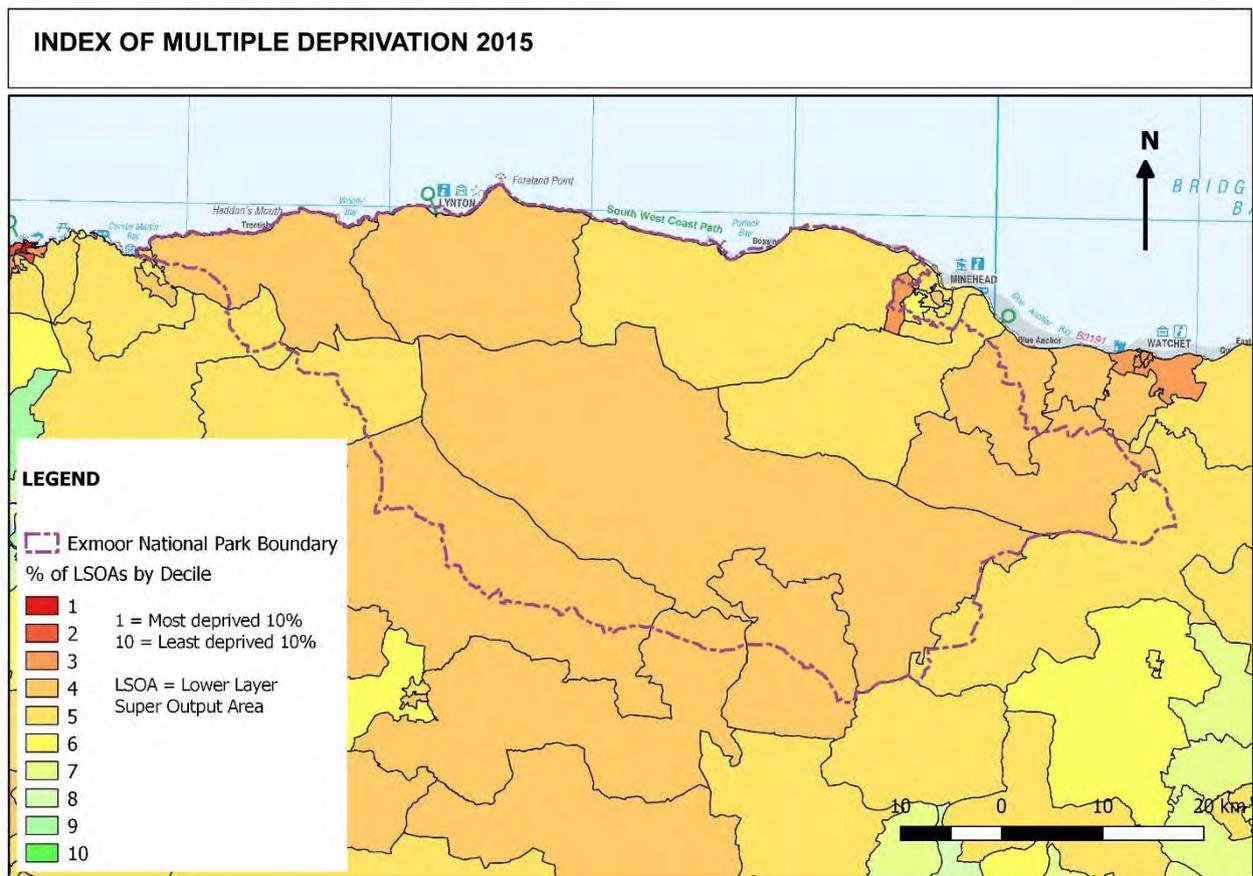
Lower Super Output Area (LSOA)	Post Office	Food Shop	GP surgery	Primary School	IMD Ranking 2015 ⁵¹	IMD Ranking 2010 ⁵²
Dulverton and District E01029328	1.558	1.685	2.056	2.039	10,284	11,903
Old Cleeve E01029335	2.545	2.553	3.994	4.948	11,850	11,291
Exmoor & Quarme E01029338	1.622	5.529	11.846	5.663	11,162	12,410
Porlock & District E01029336	1.145	1.626	2.019	1.889	13,594	12,609
Parracombe/ Trentishoe/Martinhoe/ pt. Combe Martin E01020100	1.571	0.998	9.455	2.288	11,603	12,796
Dunster & Timberscombe E01029325	0.382	2.279	4.238	0.837	13,796	14,562
Lyton and Lynmouth E01020126	1.721	1.191	1.673	1.505	12,584	17,506
	Population weighted average road distance to a specific service					
NOTES	2015 IMD Ranking: 1 = most deprived area 32482 = least deprived area 16241 = mid-point					

⁵¹ Department for Communities and Local Government, Indices of Deprivation 2015

⁵² Department for Communities and Local Government, indices of Deprivation 2010

- 8.85 While it is not possible to use the indices to measure changes in the level of deprivation over time, an area can be said to have become more deprived **relative** to other areas if it was within the most deprived 20% of areas nationally according to the 2010 Index but within the most deprived 10% according to the 2015 Index. However, it would not necessarily be correct to state that the level of deprivation in the area has increased on some absolute scale, as it may be the case that all areas had improved, but this area had improved more slowly than other areas and so been ‘overtaken’. There has only been a modest number of changes relating to new, modified or dropped indicators to ensure that data remains comparable to previous indices of deprivation.
- 8.86 The most significant change relates to the LSOA for the Lynton & Lynmouth area which has dropped by nearly 5000 in the IMD rankings, and is now broadly in line with other LSOAs within Exmoor National Park. Rankings in general have dropped across several domains within this LSOA including: employment, crime, housing and services, and living environment. One example where changes were made to indicators is the housing affordability indicator which has been improved to produce data for the indicator at LSOA level rather than local authority level – such improvements to data reliability are likely to demonstrate a fall in the rankings for the housing and services domain in particular.

Fig 8.13b illustrates the level of deprivation of LSOAs by decile



- 8.87 The 2015 IMD is being published for Local Enterprise Partnership areas for the first time based the proportion of their neighbourhoods in the most deprived decile nationally. The Heart of the South West LEP area is ranked 17 out of 39, with 1 being the most deprived and 39 the least deprived LEP area.

UTILITIES

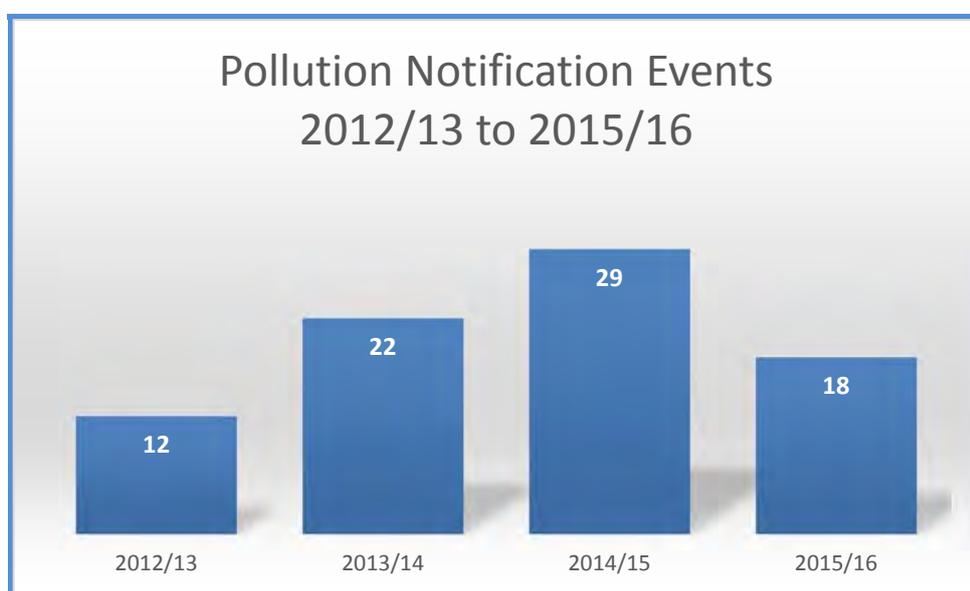
8.88 The indicators in this section relate to flood risk, pollution and utility infrastructure. The Adopted Local Plan policies aim to:

- protect water resources and supplies,
- ensure adequate sewerage treatment and disposal,
- avoid and reduce flood risk in new development, and
- ensure that telecommunication and electricity development meets a viable community need, and conserve and enhance the natural beauty of the National Park.

TABLE 8.14: UTILITIES

	Policy	Result	Comment
% length (km) of monitored rivers achieving 'good' or 'high' ecological status	U1 - U6	58%	Data from the Water Framework Directive produced by the Environment Agency
No. of recorded water pollution incidents on Exmoor	U1 - U6	18	Substantiated water pollution incidents. Contains Environment Agency information © Environment Agency and database right.
No. of developments located in flood risk areas. For details of the type of developments see Appendix ???	U7	68 proposals approved were located in flood risk zones 2 and 3. 3 applications were supported by a flood risk assessment (FRA) at the time of submission. 3 applications warranted a condition requiring a FRA to detail how flooding would be mitigated.	The Environment Agency did not object to any applications.
No. of developments incorporating Sustainable Drainage Measures	U8	13	Applications where it is conditioned that the applicant provide details relating to the disposal of surface water.
No. of new power lines/utility services undergrounded as a proportion of planning permissions	U9 - U10	3 developments where undergrounding of power lines required	<ul style="list-style-type: none"> • Construction of a new local needs affordable dwelling • Proposed installation of a 30m telecommunications mast • Demolition of existing garage and construction of local needs affordable home
No. of telecommunications masts and other antennae permitted.	U11	0	

- 8.89 The River Basin Management Plan (RBMP) 2015 for the South West delivers the Water Framework Directive and updates the RBMP issued in 2009. The purpose of the RBMP is to provide a framework for protecting and enhancing the benefits provided by the water environment, including informing decisions on land-based planning.
- 8.90 The water body classification of the majority of river length in the National Park area, including the Barle, Exe, East and West Lyn is good⁵³, with the Heddon, Haddeo, Avill, Pulham, Upper Washford and Horner rivers all classified as moderate⁵⁴. See Appendix 2 for a table outlining the status of Exmoor’s rivers taken from Environment Agency data in 2016.
- 8.91 There were 18 pollution (notification) events within the National Park during the monitoring period. The Environment Agency’s National Incident Recording System logs all notifications including pollution and flood alerts. This is lower than the previous two monitoring years, when higher notification rates may have been due to significant rainfall events over the winter months.



- 8.92 The RBMPs were reviewed simultaneously with Catchment Flood Management Plans and new Flood Risk Management Plans (FRMPs) for 2015-21⁵⁵ which have been released by the Environment Agency. These explain the risk of flooding from rivers, the sea, surface water, ground water and reservoirs, and set out how authorities (including the Environment Agency, local councils, Highway Authorities and local flood authorities) will manage flood risk over the next 6 years.

⁵³ Good – Slight change from natural conditions as a result of human activity. No restriction on the beneficial uses of the water body. No impact on amenity or fisheries. Protects all but the most sensitive wildlife

⁵⁴ Moderate change from natural conditions as a result of human activity. Some restriction on the beneficial uses of the water body. No impact on amenity. Some impact on wildlife and fisheries.

⁵⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/507171/LIT_10224_SOUTH_WEST_FRMP_SUMMARY_DOCUMENT.pdf

- 8.93 The designated environmental site of Exmoor National Park is described as “*water loving and needing large quantities of water to maintain existing habitats in good condition. Increased flooding [re-wetting] through the storage and attenuation of water (similar to the MIRE project) could help limit the future risk to life and economic damages*”.



The East Lyn Valley

- 8.94 In relation to Lynmouth and Combe Martin, the FRMP notes that, “*The devastating flood of 1952 is testament to the destructive and deadly force of the rivers in this area and therefore protection needs to be provided. The number of properties at risk will increase in the future as a result of climate change*”.
- 8.95 During the monitoring year, three approved applications included a condition requiring a Flood Risk Assessment to explain the likelihood of flooding, and the mitigation which would be undertaken to address flooding issues. These related to: alterations to provide improved staff accommodation at an hotel in Exford; an extension to a dwelling in Withypool; and the change of use of a former water works to light industrial use in Barbrook. These applications had regard to Environment Agency (EA) standing advice which applies to certain types of application within flood zones 2 and 3⁵⁶. See Appendix 3 for further details. The Environment Agency (EA) did not object to any applications during 2015/16.
- 8.96 Three planning permissions were subject to conditions to ensure that utility services and/or power lines were undergrounded with the purpose of ensuring that the landscape and natural beauty of the National Park is not adversely affected. This condition is primarily applied to remote developments or the conversion of farm buildings where there is no existing visible utility provision. Conditions were applied in relation to the construction of a new local needs affordable dwelling; the proposed installation of a 30m communications mast; and the demolition of an existing garage and erection of a 2-bed local needs affordable home.

⁵⁶ Flood Zone 2: This zone comprises land assessed as having between a 1 in 100 and 1 in 1000 annual probability of river flooding (1% – 0.1%)

Flood Zone 3: This zone comprises land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%)– PPS25 Table D.1

TRAFFIC AND TRANSPORT

8.97 The successful management of roads and traffic underlines the strategies for conservation, public enjoyment and community well-being, as well as contributing to sustainability.

8.98 The indicators within Table 8.15 below aim to monitor the policies within this section, and report on various aspects of traffic and transport within the National Park. The responsibility for roads and traffic management lies with Devon and Somerset County Councils (as Highway Authorities); therefore the implementation of the policies within this section relies on a close working relationship with both these authorities.

TABLE 8.15: TRAFFIC & TRANSPORT

	Policy	Result	Comment
Volume of traffic - volume of HGV traffic	TR1 - TR9	See table 8.15a below	
Car & cycle parking provision in new development	TR10	3 applications directly specified parking arrangements However applicants do have to specify existing and additional parking requirements if applicable to their proposal.	
Proportion of new businesses, houses, and facilities accessible by public transport.	TR11	64%	Within 400m of a bus stop with a daily service running Mon-Sat throughout the year and providing five return journeys per day.
No. of settlements with daily bus service.	TR11	7	Based on Exmoor National Park bus timetable (Explore Moor) and applies to a Mon-Sat service serving a settlement at least 5 times a day.
Length of public right of way (PROW) adversely affected by development.	TR12	0	

TABLE 8.15a AVERAGE ANNUAL DAILY HGV TRAFFIC

Road	Location	2010	2011	2012	2013	2014	2015
A39	Culbone Stables	20	20	20	20	20	20
A39	East of Headon Cross	40	40	50	70	80	70
A396	Avill Farm	40	40	40	50	60	50*
A396	North of Dunster	40	40	40	40	40	30
B3190	Raleghs Cross	60	60	50	50	70	90
B3223	Red Deer Farm	20	30	40	50	50	50
B3223	North of Simonsbath	10	10	10	10	10	10
B3224	Goosemoor	30	50	50	70	70	80
B3224	West of Wheddon Cross	20	20	20	20	20	20
B3358	West of Simonsbath	20	20	20	20	20	20

NB: Church Street and West Street Dunster were closed from January to March 2015 for traffic signal refurbishment, footway surfacing and water main replacements works.

- 8.99 Charts 8.16 and 8.17 (p.58) illustrate the average daily traffic flows on the main transport routes within the National Park. Annual average daily traffic counts within the National Park remain stable compared with 2014 (chart 8.17), with a slight decrease at some locations resulting from a road closure in Dunster.
- 8.100 The roads with the highest average daily traffic in the National Park are principal routes including the A396 and A39. August traffic flows continue to be substantially higher than average annual daily flows, particularly on the A39, resulting in some congestion experienced in settlements during these peak periods including in Dunster and Porlock.
- 8.101 Heavy Goods Vehicles (>7.5 tonnes) traffic levels recorded at specific points across the West Somerset area of the National Park remain stable at the majority of locations. However, this monitoring year saw a continuation of an increase in the average daily HGV traffic at Raleghs Cross and Goosemoor. HGV traffic is directed for local access via Machine Cross, Heathpoult Cross, Raleghs Cross and Sticklepath to avoid restrictions at Dunster and difficult turning at Wheddon Cross (Table 8.15a, p.56).
- 8.102 In terms of housing completed during 2015/16, 6 out of 18 completed dwellings (gross housing completions – see Appendix 1 for further information) were accessible by a regular daily public transport service (at least Monday to Saturday).
- 8.103 There are no hourly bus services that serve the National Park directly (the Minehead to Taunton service does serve Dunster but the bus stop is outside the National Park boundary). Bus services such as the 398/399, 309/310, 10 and 25 serve a number of settlements on Exmoor on a regular daily basis (Monday to Saturday) throughout the year. This enables residents to access services and facilities at larger centres outside the National Park. However a number of smaller villages may only receive a weekly bus service or no service at all.
- 8.104 The cuts to local government budgets have meant that some subsidised bus journeys are no longer funded and the service in some cases has stopped completely or the number of services has been reduced. Villages such as Withypool, Roadwater and Monksilver no longer have a regular timetabled bus service.
- 8.105 There are some community and demand responsive transport services, but these do not necessarily fulfill a community's transport needs, particularly the needs of an aging population who may no longer have access to their own transport.



Dulverton – one of Exmoor's main settlements which currently has a regular bus service Mon-Sat

Chart 8.16 Average Daily Traffic Figures

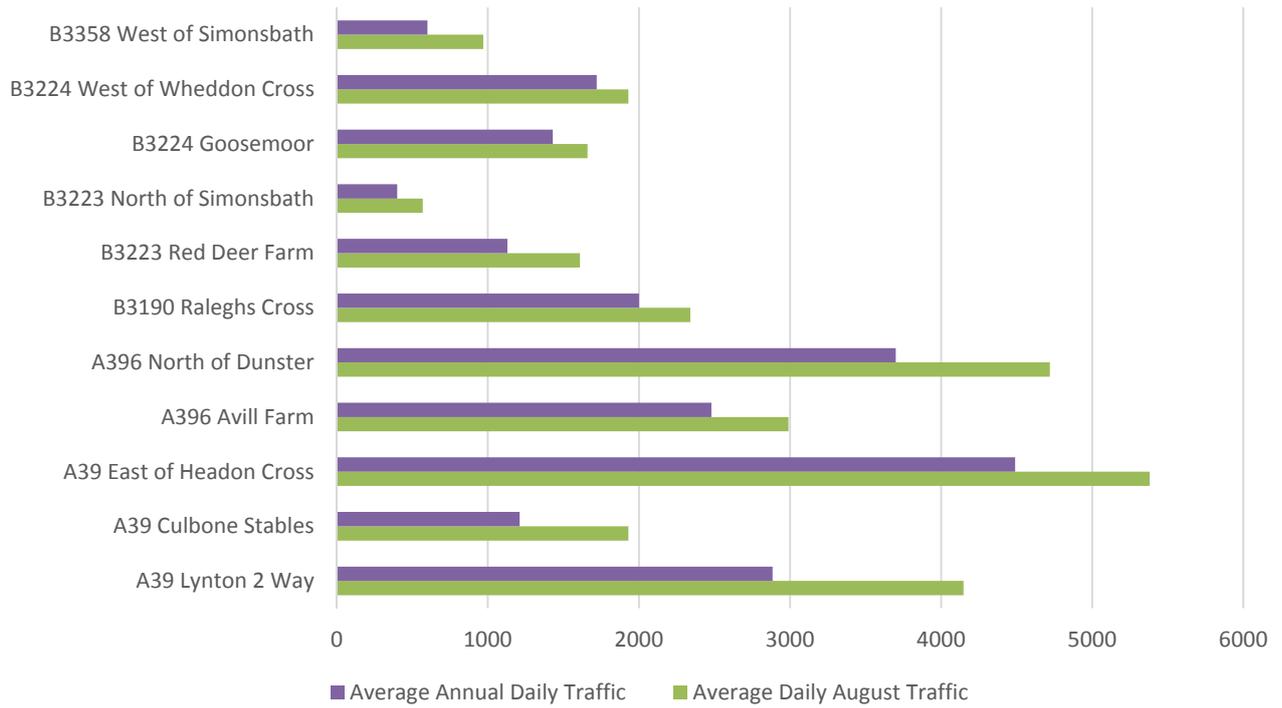
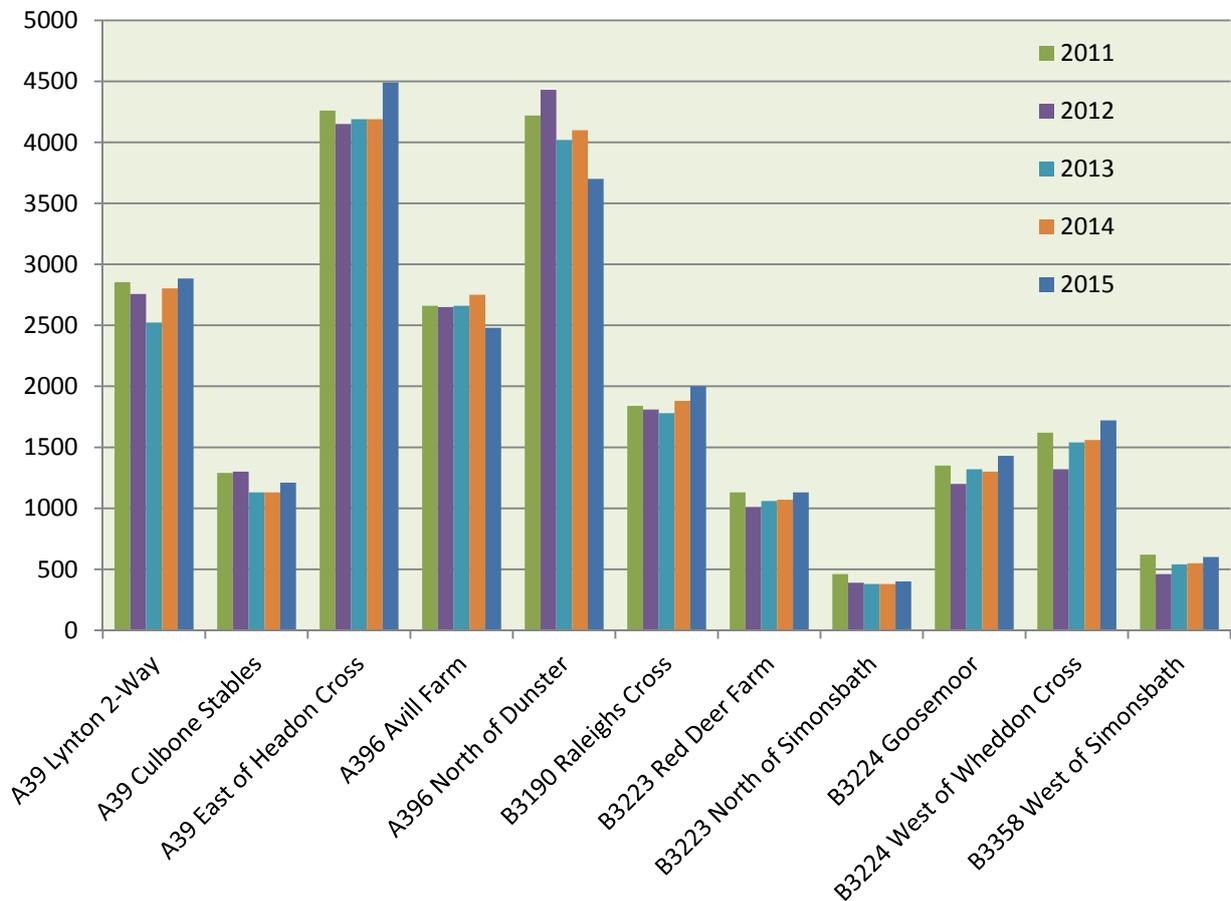


Chart 8.17 Average Annual Daily Traffic Flows 2010-2015



MINERALS AND WASTE

- 8.106 The National Park Authority is the Minerals and Waste Planning Authority within the National Park and is responsible for determining applications for minerals and waste related development.
- 8.107 **Minerals:** The general policy of the National Park Authority is to resist proposals for mineral workings within the National Park, owing to the unacceptable adverse impact the workings and operation of such development would have on the National Park's special qualities and local amenity.
- 8.108 However, there is provision for small-scale mineral workings in order to ensure a resource of local building stone to help maintain the character and local distinctiveness of new buildings on Exmoor. During this AMR period there have been no applications for mineral workings within the National Park.
- 8.109 **Waste:** The Local Plan policies for waste seek to provide small scale waste recycling facilities with the aim of increasing the level of recycling and associated environmental benefits, within the National Park.
- 8.110 Both District Councils for West Somerset and North Devon operate fortnightly kerb-side collections for recyclable materials.

TABLE 8.18: MINERALS & WASTE

Indicator	Policy	Result	Comment
No. and proportion of mineral applications permitted	M1 - M3	0	No applications received
No. of quarries for local building stone.	M4	0	1 extant permission - not active
No. of recycling facilities	WD1 - WD2	<p>0 in the North Devon area of the National Park</p> <p>0 in the West Somerset area of the National Park (there are two recycling centres close to the National Park Boundary; one in Battleton (nr Dulverton) and one in Minehead).</p>	WSDC and NDDC both operate kerbside collections for recyclable materials.

9 EVALUATION OF PLANNING APPLICATIONS

2015/16 PLANNING STATISTICS

9.1 During the AMR period the Development Management Team received 248 planning applications and determined 222 applications. The number of applications may appear to have reduced since the AMR began reporting in 2005/06; however, the way that planning applications are counted by statistical returns to the Department of Communities and Local Government means that certain types of application are no longer included in the reporting (e.g. certificates of lawful use, notifications, and applications for non-material minor amendments) but are determined by the Authority.

TABLE 9.1 - PLANNING FEE INCOME

	£	No. of applications received
2005/06	£61,588	311
2006/07	£57,262	350
2007/08	£55,478	385
2008/09	£58,747	250
2009/10	£73,078	282
2010/11	£75,903	317
2011/12	£71,898	329
2012/13	£74,625	306
2013/14	£61,785	352
2014/15	£68,492	259
2015/16	£101,473	248

9.2 The increase in fee income can be explained by the submission of 10 major applications received during the monitoring year (which attract a higher planning fee), compared with the previous monitoring year when 3 major applications were received.

9.3 The majority of planning applications received by the Authority are classified as:

- **major** - e.g. 10 or more dwellings or non-residential development of 1000sqm or greater,
- **minor** - e.g. small numbers of dwellings or business development, or
- **other** - e.g. householder development, change of use, and listed building consent.

TABLE 9.2: NUMBER OF APPLICATIONS DETERMINED DURING 2015/16

Major	5	2.25%
Minor	97	43.69%
Other	120	54.05%

9.4 The highest proportion of applications determined during 2015/16 is for either minor or 'other' (see Table 9.2 above). The percentage of delegated decisions (i.e. determined by officers) at 90% is comparable with 89% in the previous monitoring year. Of those applications decided by the Authority Committee, on two occasions the decision made was contrary to the Officers' recommendation. These decisions were made in circumstances where Committee Members judged that on balance and in the particular circumstances of the application, the evidence supported their final conclusion.

9.5 The proportion of applications approved during 2015/16 continued to be high (96%), reflecting time spent by Officers in pre-application discussions with potential applicants, including weekly planning surgeries held at Lynton and Porlock. Five major applications were approved during the monitoring period. Determination of major, minor and other applications exceeded nationally set targets (see Table 9.3).

TABLE 9.3 – DEVELOPMENT MANAGEMENT NATIONAL TARGETS

% Major Applications within 13 weeks⁵⁷ or agreed time limit (target 60%)	100%
% Minor applications within 8 weeks or agreed time limit (target 70%)	94%
% Other Applications within 8 weeks or agreed time limit (target 80%)	97%

9.6 The Planning Performance Guarantee came into force on 1 October 2013⁵⁸ and was introduced by the government as a mechanism for monitoring the planning service being delivered. Since then, local planning authority performance tables have been published based on the speed and quality of planning decisions.

9.7 Under the Guarantee, performance is assessed over a rolling 2-year period. Based on Government statistics during the monitoring year, Exmoor National Park Authority determined 100% of major applications within the statutory period and was placed in the top five planning authorities in England. In relation to minor and other development decisions, the government's figures reported that Exmoor National Park Authority determined 95% of applications within the statutory period or within an extension of time agreed with the applicant.

APPEALS

9.8 Five appeals were determined by the Planning Inspectorate during the 2015/16 monitoring year, 2 of which were appeals against an enforcement notice (see Table 9.4). In 4 instances the Inspector upheld the decision of the Authority and dismissed the appeal.

Application No. Appeal No.	Parish & Appeal Details	Proposal / Breach	Appeal Type	Inspector's Decision
Application No. 6/25/14/104 APP/F9498/A/14/2229355	Oare: Proposed 15kw wind turbine of 19.9m to blade tip and associated infrastructure	Against refusal of permission	Written Representation	Dismissed 02/04/15
Enforcement Notice APP/F9498/C/14/2224647	Roadwater: Breaching of planning control by erection of a building of approximately 112sqm and erection of a building of approximately 28sqm	Against enforcement notice	Written Representation	Dismissed 10/06/15
Enforcement Notice APP/F9498/C/14/2225731	Roadwater: Breaching of planning control by erection of a building of approximately 28sqm	Against enforcement notice	Written representation	Dismissed 10/06/15

⁵⁷ Statutory period for determining applications extends to 16 weeks if an application is subject to an Environmental Impact Assessment.

⁵⁸ The Town and Country Planning (Fees for Applications Deemed Applications, Requests and Site Visits) (England) (Amendment) Regulations 2013

Application No. Appeal No.	Parish & Appeal Details	Proposal / Breach	Appeal Type	Inspector's Decision
Application No. 6/35/15/101 APP/F9498/W/15/3070037	Treborough: Proposed conversion of barn into ancillary accommodation without complying with a condition attached to planning permission 6/35/98/107	Against refusal of permission	Written Representation	Allowed 30/11/15
Application No. 6/15/15/101 APP/F9498/W/15/3129084	Winsford: Proposed erection of agricultural building	Against refusal of permission	Written Representation	Dismissed 08/01/16

CHANGES TO THE PLANNING SYSTEM

9.9 **Alterations to the General Permitted Development Order:** In April 2015 the Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO) came into force which consolidated and replaced the 1995 GPDO which had at least 37 amendment Statutory Instruments. Changes which are most relevant to the National Park Authority include:

- Amusement arcades and casinos will be able to change use to residential. Although this will not have an impact in the National Park itself, it may have implications for settlements/tourism destinations near the National Park.
- Change of use from a shop or financial/professional services to a mixed use as a shop or financial/professional services with up to 2 flats.
- Shops and financial/professional services will be allowed to change to restaurants and cafes. This has potential to have an impact in rural communities, particularly those which attract higher visitor numbers, where there may be a single remaining shop. However, the local planning authority determines whether prior approval is required with regard to a number of impacts, including whether it is undesirable for the building to change use to a restaurant or café because of the impact on the provision of services that may be provided by the existing building (i.e. as a shop).
- The temporary permitted development right introduced in 2013 and allowing the change of use of office buildings to residential is made permanent. The right does not provide for any affordable housing.
- From October 2017, light industrial buildings (use class B1c) may change to residential subject to a prior approval process which enables the impact the change of use would have on existing industrial services to be considered. Again, there is no requirement for the provision of any affordable housing. The date is set for October 2017 to allow sufficient time for local planning authorities to prepare for Article 4 directions to withdraw this permitted development right, if it is considered necessary to safeguard this class of employment use in certain areas.

9.10 Further legislative changes mean that the requirement to notify Historic England of applications for planning permission has been reduced to apply only to those for which HE's resources and technical expertise will add most value. The requirement for local planning applications to refer certain applications for Listed Building consent to the Secretary of State for determination has also been reduced and applies only to those Listed Buildings for which this safeguard is considered most necessary.

10 APPENDIX 1: HOUSING COMPLETIONS 2015/16

10.1 Each year a survey of housing permissions is carried out. It updates information on the construction or completion of dwelling units with extant planning permission during the previous financial year within the National Park. Its purpose is to ascertain the unit status of extant permissions for full planning permission and reserved matters. Key findings from the survey are as follows:

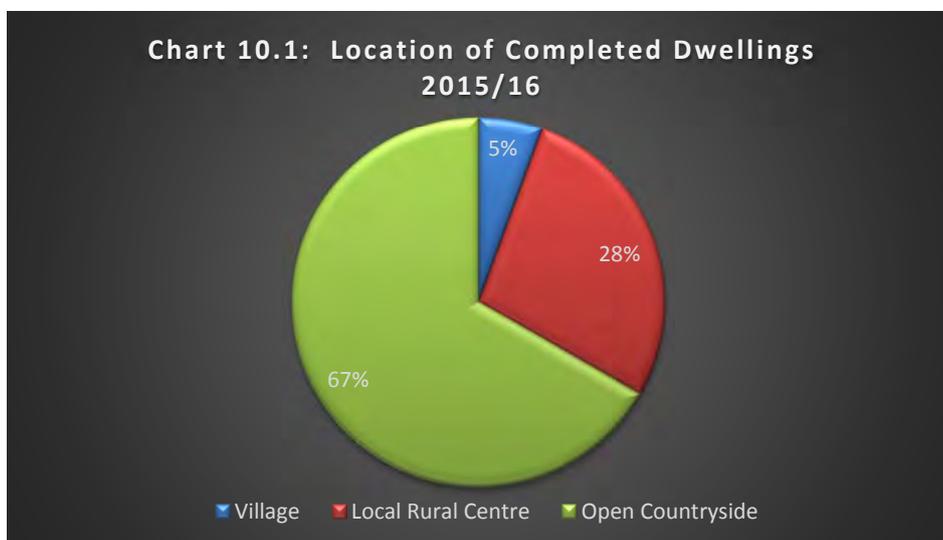
10.2 **Completions:** Table 10.3 (p.65) provides the number of housing completions for each relevant parish within the National Park. The key results from the data are:

- 18 Completions (Gross)
- 14 Completions (Net)
- 83% were on previously developed land (PDL)
- In terms of dwelling density as the number of dwellings per hectare (dph):
 - 72% of the sites had a density of less than 30dph
 - 0% had a density of 30-50dph
 - 28% had a density of over 50dph

10.3 In terms of housing completions, the net figure is the overall increase in the number of dwelling units. The gross figure relates to the number of dwelling units recorded as 'completed' during the monitoring year. For example, this monitoring year saw the construction of a replacement dwelling in Exford (replacing a 1950s bungalow in poor condition); the demolition and replacement of a dwelling in North Molton; and a replacement dwelling in Old Cleeve (the original dwelling being in a poor state and considered to detract from the appearance of the locality). The dwellings constructed by these applications are recorded as part of the gross number of dwellings completed but did not result in any net gain in the number of dwellings. The monitoring year also saw the demolition of existing commercial units, redundant public toilets and 1 residential flat to allow construction of commercial units and 4 local needs affordable homes, resulting in a net gain of 3 dwellings.

10.4 For some monitoring years, the gross and net dwelling figures may be the same – where no existing dwelling units are lost or altered through demolition, change of use, or subdivision.

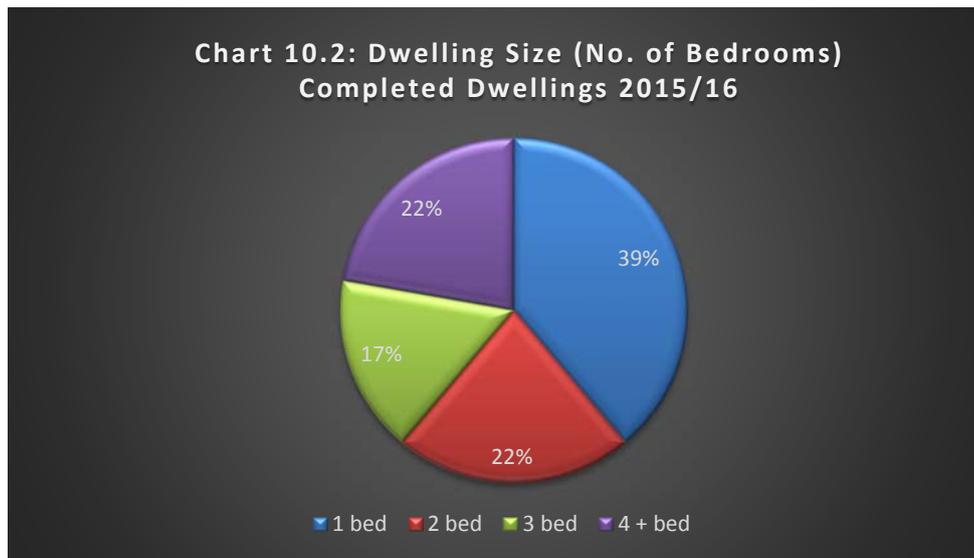
10.5 Five of the 18 dwellings completed during the monitoring year were located within the Local Rural Centres (Dulverton, Porlock and Lynton & Lynmouth); 1 in Dulverton and 4 local needs affordable homes in Lynton.



10.6 The percentage of dwellings in the open countryside is as a result of the completion of a rural worker's dwellings and following permission granted for a number of Certificates of Lawful Use in relation to existing dwellings.

10.7 The majority (14) of the 18 completed dwellings were between 1 and 3 bedrooms in size (seven 1-bedroom, four 2-bedroom and one 3-bedroom). Four larger dwellings were completed:

- one resulting from the change of use of a former social care facility to a single dwelling;
- one following an application to establish lawful use of an agricultural worker's dwelling;
- one as a result of the demolition and replacement of an existing dwelling; and
- one from the change of use of a former guesthouse to a single residential dwelling.



10.8 **Dwellings under construction:** At the end of the reporting period there were 37 dwellings under construction to give an eventual net gain (when complete) of 31 dwellings, including 11 affordable homes:

- In Cutcombe - 2 self-build serviced plots are available
- In Dunster - the change the use of an existing garage to 1 affordable dwelling
- In Exton - 1 self-build unit
- In Lynton - the conversion of a barn to 1 local needs affordable home
- In Lynmouth - alteration of former guesthouse to include 2 local needs affordable homes; and the change of use of part of hotel to 8 dwellings (including 4 local needs affordable dwellings).

10.9 **Dwellings not started:** Twenty-two dwellings with extant planning permission had not started at 31 March 2016. Two are proposed replacement dwellings and two will result from the proposed subdivision of existing dwellings, therefore a net gain of 18 dwellings will be achieved; 4 of which will be affordable homes for local people in housing need and 4 of which will be principal residence dwellings.

10.10 **Expired:** One planning permission expired during 2015/16 for the proposed erection of 2 affordable dwellings in Exton. This application was superseded by a subsequent application which proposed a single affordable dwelling on the same site. This application was approved and the dwelling was under construction during the monitoring year.

Table 10.3 Dwelling Completions 2015/16

Parish	Change of Use			Subdivision			New Build			CLEUD	LNAH	PDL	Bedrooms			
	P.S	R.P	Losses	P.S	R.P	Losses	P.S	R.P.	Losses				1	2	3	4+
Brendon & Countisbury										1			1			
Dulverton	1									1		2				2
Exford							1		1			1			1	
Exton							1								1	
Kentisbury										3		3	2	1		
Lynton & Lynmouth								4	1		4	4	2	2		
North Molton							1		1			1				1
Old Cleeve							1		1			1		1		
Treborough	1											1	1			
Winsford	1											1				1
Withypool & Hawkridge							1			1		1	1		1	
TOTAL	3	0	0	0	0	0	5	4	4	6	4	15	7	4	3	4

KEY:

P.S. Private Sector housing
R.P. Registered Provider/Housing Association

LNAH Local needs affordable housing
PDL Previously developed land
CLEUD Certificate of lawful use or development

Table 10.4 Dwellings Under Construction 2015/16

Parishes	Change of Use			Conversions			New Build			LNAH	PDL	Bedrooms			
	P.S.	R.P.	Losses	P.S.	R.P.	Losses	P.S.	R.P.	Losses			1	2	3	4
Brendon & Countisbury							1		1		1			1	
Brompton Regis	1						1		1		2	1	1		
Challacombe							1		1		1		1		
Combe Martin							1							1	
Cutcombe							2			2	2			2	
Dunster	1									1	1	1			
Exmoor	1						1		1		2		1	1	
Exton							1			1			1		
Luxborough							1		1		1		1		
Lynton & Lynmouth	16						1			7	15	1	12	3	1
Martinhoe	1													1	
Old Cleeve							3							2	1
Porlock							1		1		1		1		
Winsford							3				3			1	2
TOTAL	20	0	0	0	0	0	17	0	6	11	29	3	18	12	4

KEY:

P.S. Private Sector housing
R.P. Registered Provider/Housing Association

LNAH Local needs affordable housing
PDL Previously developed land
CLEUD Certificate of lawful use or development

Table 10.5 Dwellings Not Started 2015/16

Parish	Change of Use/Conversion		Subdivision		New Build			LNAH	PDL	Bedrooms			
	P.S.	R.P.	P.S.	R.P.	P.S.	R.P.	Potential Loss			1	2	3	4
Cutcombe					1			1				1	
Exford	1				1		1		2	1		1	
Lynton & Lynmouth	4		2		1		1		6		2	2	3
Old Cleeve	5		2				1	3	7	1	4	2	
Porlock					3								3
Trentishoe	1											1	
Winsford					1		1		1		1		
TOTAL	11	0	4	0	7	0	4	4	16	2	7	7	6

KEY:

P.S. Private Sector housing
R.P. Registered Provider/Housing Association

LNAH Local needs affordable housing
PDL Previously developed land
CLEUD Certificate of lawful use or development

11 APPENDIX 2: STATUS OF EXMOOR'S RIVERS AND STREAMS

River	Hydro-morphological status ⁵⁹	Water Body Classification	Biological Quality Element ⁶⁰			Chemical ⁶¹
			Fish	Invertebrates	Macrophytes and Phytobenthos	
Upper Barle	Not designated	Good	-	High	High	Good
Middle Barle	Not designated	Good	-	High	High	Good
Lower Barle	Not designated	Good	-	High	Good	Good
Sherdon Water	Not designated	Good	High	High	High	Good
Exe (source to Quarme)	Not designated	Good	Good	High	Good	Good
Exe (Quarme to Haddeo)	Not designated	Good	Good	High	Good	Good
Badgworthy Water	Not designated	Good	-	High	High	Good
Upper East Lyn	Not designated	Good	Good	High	Good	Good
Lower East Lyn	Not designated	Good	Good	High	High	Good
West Lyn	Not designated	Poor	Poor	High	Good	Good
Aller	Not designated	Good	-	High	-	Good
Quarme	Not designated	Good	Good	High	Good	Good
Upper Haddeo	Heavily modified	Moderate	Good	Good	Moderate	Good
Lower Haddeo	Heavily modified	Moderate	Good	High	Good	Good
Avill	Heavily modified	Moderate	-	High	-	Good
Heddon	Not designated	Moderate	Moderate	High	Moderate	Good
Upper Washford	Not designated	Moderate	Moderate	Good	Good	Good
Pulham	Not designated	Moderate	Moderate	Good	Good	Good
Horner Water	Not designated	Moderate	High	High	Moderate	Good

Environment Agency information © Environment Agency.

⁵⁹ The Hydromorphological Designation of a water body, i.e. whether it is considered to be artificial or heavily modified by human activity.

Chemical status

⁶⁰ A characteristic or property of a biological element that is specifically listed in Annex V of the Water Framework Directive for the definition of the ecological status of a water body (for example composition of invertebrates; abundance of angiosperms; age structure of fish).

⁶¹ The classification status for the surface water body against the environmental standards for chemicals that are priority substances and priority hazardous substances. Chemical status is recorded as good or fail. A status of good means that concentrations of priority substances and priority hazardous substances do not exceed the environmental quality standards in the EQS Directive. The chemical status classification for the water body, and the confidence in this (high or low), is determined by the worst test result.

12 APPENDIX 3: FLOOD ZONE INFORMATION

Sites where the outlined development boundary is wholly or only partially within the flood zones listed below. Depending on the nature of the development and whether it is actually within the flood zone, will have a bearing on whether a Flood Risk Assessment is required.

Flood Zone	Application	Detail	Area ⁶²
Flood Zone 2	6/9/15/106	Householder alteration	2.95
	6/9/16/101	NMMA	
	6/9/15/116	Installation of solar roof panels	
	6/9/15/119	Rear staircase from flat	
	6/9/15/103	Householder – new window	
	6/15/15/104	Replacement bridge deck	
	6/40/15/108	Householder – replacement porch	
	6/40/15/107	Householder – replacement garage	
	6/42/15/106	Construction of a bridleway at Worth Wood	
	6/42/15/101	Householder – extension and alterations	
	6/13/15/112	Conversion of barn to holiday let, erection of agricultural barn	
	6/13/15/113	Alterations to surface water drainage	
	6/13/15/108	Alterations to provide staff accommodation	
	6/13/15/110	Demolition of existing structure and erection of new stables	
	6/14/16/101	Levelling and resurfacing of sawmill yard	
	62/13/15/004	Creation of new field access	
	62/50/15/003	Householder extension	
	62/50/15/005	Householder – creation of annex in barn	
	62/50/15/002	Lawful development certificate for rear dwelling extension	
	62/43/14/002	Tracks, hardstanding and erection of polytunnel, shed and chicken coop	
	62/62/15/004	Widening of existing pedestrian access (footbridge)	
	62/41/15/013	Replacement roof and alterations to beach chalet	
	62/41/15/028	Change of use from water works to class B1	
	62/41/15/040	Change of use of part of the hotel to a shop	
	62/41/15/039	Erection of a statue on Lynmouth sea front	
	6/27/15/114	Householder alteration	
	6/27/15/105	Householder alteration to roof	
	6/27/15/118	Householder alteration to porch	
	6/29/15/102	Removable flood gates to property	
	6/29/15/107	Advert	
	6/34/15/105	Retention of soil bund	
	6/34/15/103	Installation of decking area	

⁶² Note that the areas of the development boundaries within the flood zones include listed building consents – these have not been listed in the table as they will not require a flood risk assessment unless accompanied by a planning application for a type of development that may necessitate a flood risk assessment being submitted. LBC's on their own (not accompanied by a planning application) generally constitute minor alterations to a listed building.

Flood Zone	Application	Detail	Area ⁶²
	6/34/15/104	Biomass boiler house an woodchip store	
	6/20/15/105	Householder – car port and workshop	
	6/20/15/107	Householder – alteration and extension	
	6/26/15/103	Householder – garden shed	
Flood Zone 3a	6/9/15/106	Householder alteration	0.29
	6/9/16/101	Non Material Minor Amendment	
	6/9/15/116	Installation of solar roof panels	
	6/9/15/119	Rear staircase from flat	
	6/9/15/103	Householder – new window	
Flood Zone 3b	6/15/15/104	Replacement bridge deck	2.37
	6/40/15/108	Householder – replacement porch	
	6/40/15/107	Householder – replacement garage	
	6/42/15/101	Householder – extension and alterations	
	6/42/15/106	Construction of a bridleway at Worth Wood	
	6/13/15/112	Conversion of barn to holiday let, erection of agricultural barn	
	6/13/15/113	Alterations to surface water drainage	
	6/13/15/108	Alterations to provide staff accommodation	
	6/13/15/110	Demolition of existing structure and erection of stables	
	6/14/16/101	Levelling and resurfacing of sawmill yard	
	62/13/15/004	Creation of new field access	
	62/50/15/003	Householder extension	
	62/43/14/002	Tracks, hardstanding and erection of polytunnel, shed and chicken coop	
	62/50/15/002	Lawful development certificate for rear dwelling extension	
	62/62/15/004	Widening of existing pedestrian access (footbridge)	
	62/41/15/013	Replacement roof and alterations to beach chalet	
	62/41/15/028	Change of use from water works to class B1	
	62/41/15/040	Change of use of part of the hotel to a shop	
	62/41/15/039	Erection of a statue on Lynmouth sea front	
	6/29/15/102	Removable flood gates to property	
	6/29/15/107	Advert	
	6/34/15/103	Installation of decking area	
	6/34/15/104	Biomass boiler house an woodchip store	
	6/34/15/105	Retention of soil bund	
	6/20/15/105	Householder – car port and workshop	
	6/20/15/107	Householder – alteration and extension	
	6/26/15/103	Householder – garden shed	

The green cells relate to applications for householder development, listed building consent (no development requiring planning permission), and alteration of conditions which are unlikely to have any impact on flood risk. Where a householder application relates to development such as an extension, this would need to have regard to the Environment Agency’s standing advice. The majority of development within flood zones 2 and 3a/3b will require a flood risk assessment (FRA) unless the development site or works are only within Flood Zone 1 of the red lined development boundary. During the monitoring period, a total of 3 applications were submitted with a FRA.

13 APPENDIX 4: UPDATES MADE TO THE STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT

Monitoring of the SHLAA was undertaken to provide an update at the end of the financial year (31 March 2016) based on an analysis of planning permissions for dwellings and dwelling completion data.

Details of the updates made to the SHLAA are set out below.

A. Progress with delivery of development on sites with planning permission			
Site Reference	Site Status	Action	Yield ⁶³
SHA/DUL/31	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/EXT/3	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/LYN/4	Total yield of development completed on site	Site archived in the SHLAA	-4 ⁶⁴
SHA/WIH/11	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/EXM/20	New deliverable site with planning permission	Site entered 2015-16	+1
SHA/EXF/22	New deliverable site with planning permission	Site entered 2015-16	+1
SHA/LYN/44	New deliverable site with planning permission	Site entered 2015-16	+1
SHA/LYN/45	New deliverable site with planning permission	Site entered 2015-16	+1

⁶³ Minus sign indicates that dwellings have been completed and these are no longer recorded on the SHLAA deliverable sites. Plus sign indicates new sites with planning permission on the SHLAA database with the number of dwelling units recorded.

⁶⁴ Net gain of only 3 dwellings as one dwelling was demolished on site before the redevelopment.

B. Planning applications that have been submitted or approved on sites and broad locations identified by the assessment

Site Reference	Site Status	Action	Amended Yield (Former Yield)
SHA/EXT/1	Deliverable site with planning permission for 2 dwellings, superseded by planning permission granted for 1 dwelling	SHLAA amended to reflect change with planning permission and reduced yield	1 (2)
SHA/LYN/5	Deliverable site with planning permission for 2 dwellings – extent of site amended to reflect the planning application site outline	SHLAA amended to reflect change with planning permission (site moved from 'suitable but not available' to 'deliverable' category)	2 (3)

C. Progress that has been made in removing constraints on development and whether a site is now considered to be deliverable or developable

Site Reference	Site Status	Action	Yield
N/A	N/A	N/A	N/A

D. Unforeseen constraints that have emerged which now mean a site is no longer deliverable or developable, and how these could be addressed

Site Reference	Site Status	Action	Yield
N/A	N/A	N/A	N/A

E. Whether the windfall allowance (where justified) is coming forward as expected, or may need to be adjusted

As there are no site allocations in the Local Plan, sites that do come forward within the National Park could technically be counted as windfall sites. However, as a housing delivery trajectory is not being prepared, it was not considered necessary to consider potential windfall sites as part of future delivery.

A total of **9** dwellings were completed during the 15-16 monitoring period as a result of applications submitted during 15/16 (five certificates of lawful use, one change of use to residential, and one variation of condition). These along with other completions highlighted in the SHLAA monitoring have been recorded in the Housing Land Availability figures (Appendix 1).

SHLAA MONITORING	2014/15	2014/15	2015/16	2015/16
Site Status	Site Count	Yield	Site Count	Yield
Developable Sites (suitable but not available)	50 sites	229 dwellings	49 sites	226 dwellings

14 GLOSSARY

AMR:	Authority Monitoring Report
CWS:	County Wildlife Site – now more commonly referred to as Local Wildlife Sites
CLG/DCLG:	Department for Communities and Local Government
CDS:	Connecting Devon & Somerset
DPD:	Development Plan Document
EA:	Environment Agency
FRA:	Flood Risk Assessment
FRMPA:	Flood Risk Management Plans
LDD:	Local Development Document
LDS:	Local Development Scheme
LEP:	Local Enterprise Partnership
MIP:	Mobile Infrastructure Project
NPPOG:	National Parks Policy Officer Group
NPPF:	National Planning Policy Framework
NPPG:	National Planning Policy Guidance
ONS:	Office for National Statistics
PIP:	Permission in Principle
PROW:	Public Right of Way
RBMP:	River Basin Management Plan
SA:	Sustainability Appraisal
SAC:	Special Area of Conservation
SCI:	Statement of Community Involvement
SEA:	Strategic Environmental Assessment
SFRA:	Strategic Flood Risk Assessment
SHLAA:	Strategic Housing Land Availability Assessment
SHMAA:	Strategic Housing Market Area Assessment
SPD:	Supplementary Planning Document
SSSI:	Site of Special Scientific Interest