

Exmoor National Park

Annual Monitoring Report 2011-2012



Working
together
for **Exmoor**



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1 2011/12 KEY POINTS

THE LOCALISM ACT

- 1.1 The Localism Act received Royal assent in November 2011 and includes a range of new measures that have instigated significant changes to the planning system including the publication of the National Planning Policy Framework (NPPF) on 27th March 2012 that has replaced former Government guidance in the form of Planning Policy Guidance and Planning Policy Statements. The NPPF sets out the Government's requirements for the planning system and informs the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.
- 1.2 During 2012 a range of commencement orders have brought the Localism Act into effect; providing a means for local communities to shape the future of their areas by enabling neighbourhood planning powers and community right to build.

PROGRESS ON THE EMERGING LOCAL PLAN

- 1.3 The Local Development Scheme (LDS) is a three year timetable setting out key milestones for local plans and other local development documents. The previous LDS came into effect in April 2007 with an end date in March 2010 and is no longer valid and is currently under review. Key milestones for the Local Plan are available on the National Park website. The Localism Act contains provisions that remove the requirement to consult the Secretary of State; therefore the Authority will be able to revise the LDS and ensure it is publicly available.
- 1.4 Progress made during 2011/12 in preparing the Exmoor National Park Local Plan (formerly Local Development Framework), included:
 - progressing the Local Plan through consultation on strategic options for the location of development and delivery of affordable housing;
 - drafting policies in preparation for consultation on the draft Local Plan;
 - addressing the challenges of the Localism Act and consideration of the National Planning Policy Framework, including ongoing support to Lynton & Lynmouth community in the development of their Neighbourhood Plan;
 - progressing with key elements of the Local Plan evidence base including the Settlement Assessment Report, Quantitative Needs Assessment (Retail Study with West Somerset Council), Affordable Housing Study and Landscape Sensitivity Study.

POLICY IMPLEMENTATION AND MONITORING

- 1.5 The development plan for the National Park consists of the 'saved' policies from the Adopted Exmoor National Park Local Plan and the Somerset & Exmoor National Plan Joint Structure Plan Review. The Local Plan was adopted in March 2005 and the key policy aims are well established, particularly with regard to the provision of local needs affordable housing.
- 1.6 Affordable Housing: The Authority has been proactive in putting in place mechanisms to assist with achievement of affordable housing consistent with Plan policies. For instance, working closely with the local Rural Housing Project to deliver local needs affordable and intermediate housing. During the monitoring period, a significant number of local needs affordable homes were completed including 10 at Wheddon Cross and 12 at Dulverton. A scheme for 15 affordable homes was also formally granted planning permission at Porlock and under construction during this period. The 2012/13 monitoring year will continue to see a number of affordable homes completed.
- 1.7 Renewable Energy: The 'Feed in Tariff' (FIT) was introduced nationally to encourage the installation of renewable energy technologies. This together, with the funding obtained by the Carbon Neutral Exmoor Project through the Low Carbon Communities Challenge, has led to a significant increase in the number of applications for renewable energy systems particularly for solar photovoltaic panels. The range of eligible technologies includes wind, solar photovoltaics, hydro, anaerobic digestion and domestic scale combined heat and power (CHP). Changes introduced resulting in a lower rate of FIT for solar PV may mean that it becomes less attractive as the payback period (from which the installation cost is repaid through FIT) will be longer.
- 1.8 Economic Development: The new business units at Cutcombe Livestock Market were completed during 2011/12.



© ENPA – workshop units at Cutcombe Livestock Market

- 1.9 The emerging Local Plan will address particular issues raised through consultation and engagement and those of national/international concern, including:
- The future approach to affordable housing for local needs, including key workers;
 - Climate change adaptation and flood risk;
 - Climate change mitigation and renewable energy;
 - Change of use of buildings to alternative uses.
- 1.10 The saved policies within the Local Plan and the Joint Structure Plan will be replaced by the emerging Local Plan once it is adopted – this is scheduled for 2014.

2 CHALLENGES & OPPORTUNITIES

LOCAL PLAN

- 2.1 The key aims for 2012/13 are to:
- Ensure the evidence base is up to date to inform the drafting of the Local Plan and the Proposals Map
 - Finalise the draft Local Plan (Preferred Strategy) for consultation
 - Prepare consultation arrangements
 - Continue to support the preparation of the Lynton & Lynmouth Neighbourhood Plan
- 2.2 The evidence base will include documents already produced by the Policy and Community team on an annual basis such as the Annual House Price Survey¹ as well as commissioned studies and other relevant reports, plans and studies. These include the following:
- Open Space Strategy
 - Orchard Survey
 - Infrastructure Delivery Plan
 - Settlement Assessment Report
 - Affordable Housing Study (including demographic projections)
 - Landscape Sensitivity Study
 - Strategic Housing Land Availability Assessment (SHLAA)
 - Strategic Flood Risk Assessment (Level 1) – Joint Study with West Somerset Council
 - Employment Land Review
 - Quantitative Needs Assessment (Retail Report) – Joint Study with West Somerset Council
 - Strategic Housing Market Area Assessment – Joint Study with North Devon, Torrington, and West Somerset
- 2.3 The publication of the National Planning Policy Framework (NPPF) in March 2012 has enabled it to be taken into account during drafting of the emerging Local Plan. The NPPF continues to give great weight to conserving landscape and scenic beauty in National Parks which have the highest status of protection. The NPPF links to the National Parks Vision and Circular².

MAJOR DEVELOPMENTS

- 2.4 The criteria relating to the scale of major development is determined nationally. Major development means development of 10 dwellings or more, provision of non-residential building(s) with a floorspace of

¹ These reports can be found at: www.exmoor-nationalpark.gov.uk/ldf_evidence_base.htm

² English National Parks and the Broads UK Government Vision and Circular 2010 (Defra)

1000m² or more, development on a site of 1 hectare or more, waste development, or the winning or working of minerals³.

During the 2011/12, two major developments were approved:

- Permission was granted for the erection of 15 local need affordable homes at Villes Lane in Porlock with a technical start made during the monitoring period.
- Approval of a proposal to rationalise previously approved developments at Lee Abbey, Lynton.

MAJOR ENERGY INFRASTRUCTURE PROPOSALS

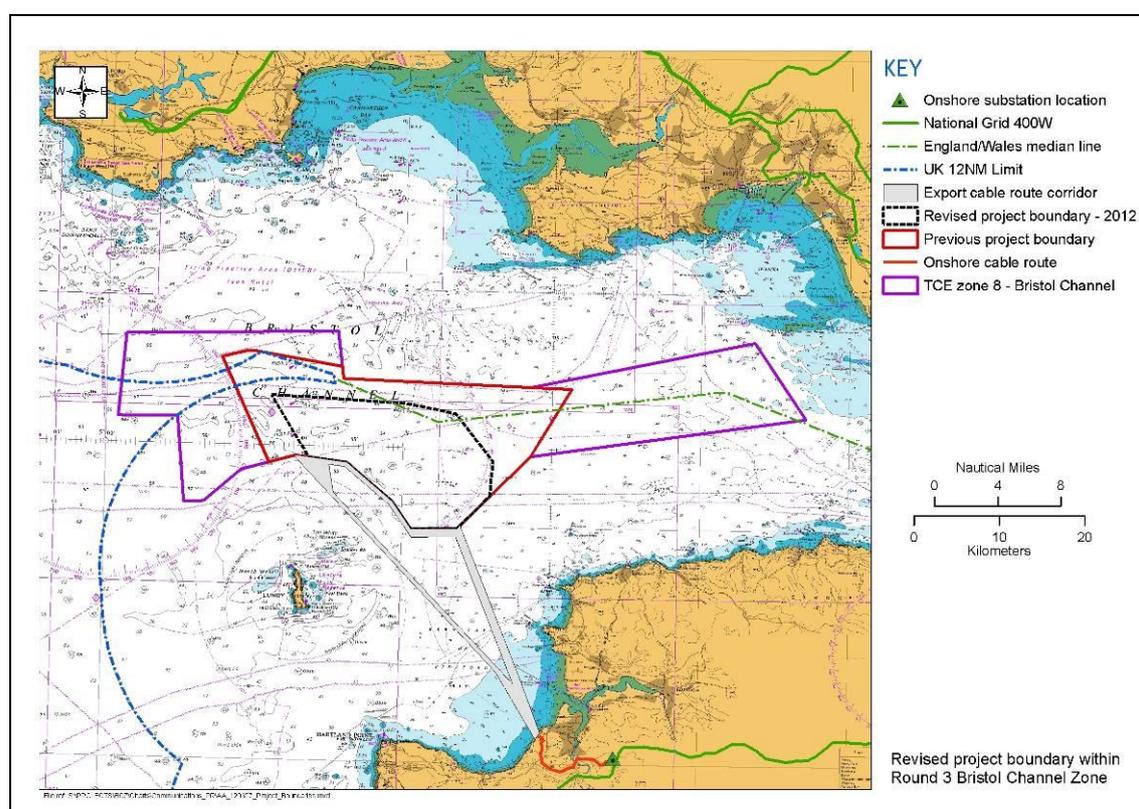
- 2.5 **COMMERCIAL WIND FARM PROPOSALS:** The Authority has received a number of consultations in recent years for commercial wind farms on land surrounding the National Park. The Authority was concerned with the impact, both individually and cumulatively, of proposed wind turbines beyond the southern boundary of the National Park, such as those at Batsworthy Cross and Cross Moor.
- 2.6 The planning application for the wind farm proposal (9 turbines) at Batsworthy Cross was refused by North Devon Council during 2011 and the applicant appealed against the decision. A public inquiry was held and the 18MW development has been allowed on appeal since. The application for 2 turbines (100m to tip) at Cross Moor was finally disposed of by North Devon Council on 12th March 2012⁴.
- 2.7 Proposals for the large offshore wind farm with a generating capacity of up to 1500MW known as the “Atlantic Array” continue to be worked up by RWE Npower Renewables. The proposed wind farm would be around 14 kilometres from the nearest point on the North Devon coast and 16 kilometres from the nearest point on the South Wales coast and 13km from Lundy Island (see Map 2.1 below).
- 2.8 Public consultation has been undertaken during 2011 and revisions have been made to the proposed project in relation to the maximum number of turbines and the project boundary which has been altered to reduce impacts on the seascape including visibility of land across the channel – see map below.
- 2.9 The exact number of turbines to be installed in the array has yet to be determined, and will be dependent upon the generating capacity of the turbines available at the time of construction. It ranges from 188 to 278, reduced from the maximum of 417 previously considered.
- 2.10 The proposal is due to be submitted to the National Planning Infrastructure unit (Planning Inspectorate) during Spring 2013. This unit

³ The Town and Country Planning (Development Management Procedure) (England) Order 2010 section (2)

⁴ [North Devon Council Online Planning details](#)

replaces the functions of the Infrastructure Planning Commission (IPC) which was abolished under the Localism Act.

2.11



[Map \(RWE\)](#) – the black dotted line shows the revised project boundary

2.12 **HINKLEY POINT NUCLEAR REACTOR PROPOSALS** – EDF Energy is proposing to build two new nuclear reactors (Hinkley C) at the Hinkley Point power station on the West Somerset coast, north of Stogursey⁵.

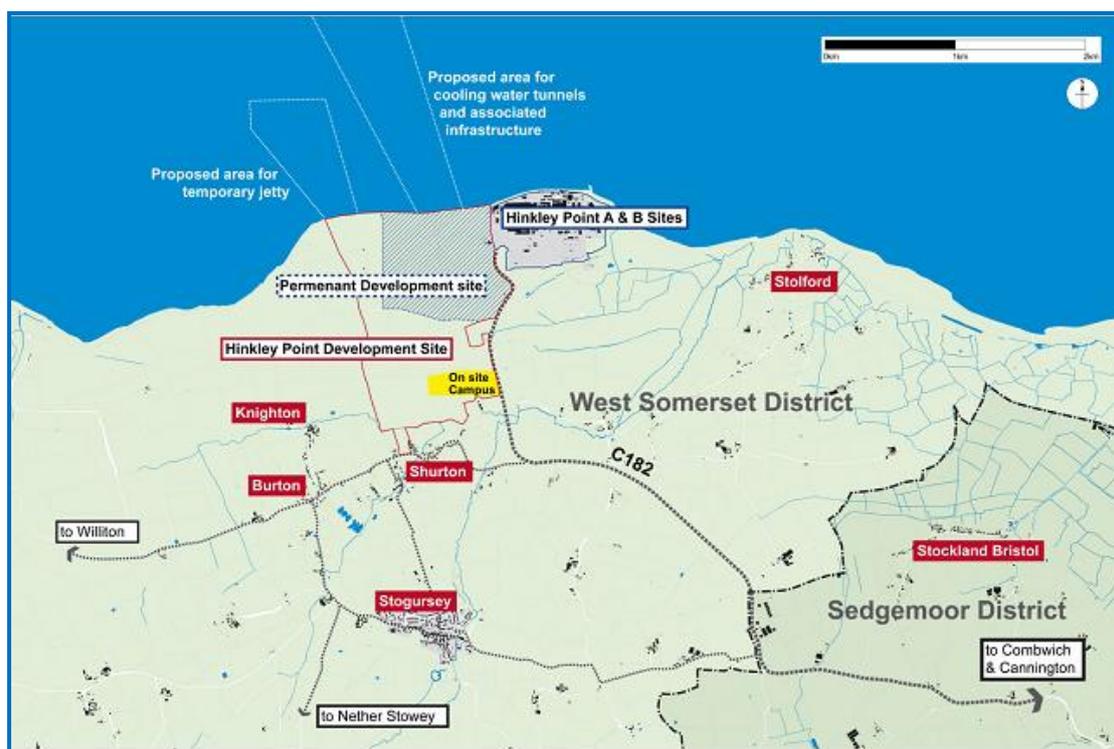
2.13 To date, West Somerset Council has resolved to grant approval for preliminary works to the site which involve a number of activities including site clearance, excavations, access points and drainage. These works will ensure that construction can commence if the National Infrastructure Planning unit, within the Planning Inspectorate, grants development order consent for the power station.

2.14 NNB Generation Company Limited (EDF Energy subsidiary) delivered a Development Consent Order to the former IPC on Monday 31st October 2011 to build and operate a nuclear power station (3260MW output) at Hinkley and construct associated developments in the surrounding area. The application has been validated and all the information is published on the National Planning Infrastructure

⁵ <http://www.westsomersetonline.gov.uk/hinkleypoint>

website⁶. There have been a number of site visits and issue specific hearings as methods of examination during and beyond the monitoring period. The deadline for close of examination was 22nd September 2012.

- 2.15 West Somerset, Sedgemoor and Somerset County Councils have jointly submitted a Local Impact Report to the Planning Inspectorate to inform the examination process. This report provides an analysis of the proposal's impacts on a wide range of topics including transport, the housing market including within the National Park), employment, education, ecology, landscape, archaeology, flood risk, coastal change and community impact mitigation. In addition to presenting the benefits the development of the nuclear reactor may have locally, the councils have also raised concerns which they consider have not been fully addressed by the application.
- 2.16 The Planning Inspectorate has 3 months following the close of examination to prepare a report on the application to the Secretary of State which will include a recommendation. The deadline for the recommendation is 21st December 2012. There is a further 3 month period during which the Secretary of State will make a decision on whether to grant or refuse permission.



Map 2.2 Hinkley Point C Main Site Location⁷

⁶ <http://infrastructure.planningportal.gov.uk/projects/south-west/hinkley-point-c-new-nuclear-power-station/>

⁷ West Somerset and Sedgemoor District Councils 2011 Hinkley Point C Project SPD (draft) http://www.westsomersetonline.gov.uk/getattachment/Planning---Building/Planning/Hinkley-Point/Hinkley-Point-C-Supplementary-Planning-Document/HPC_SPD_Consultation-Draft.pdf.aspx

3 INTRODUCTION

3.1 This is Exmoor National Park Authority's eighth Annual Monitoring Report (AMR). The Report examines the implementation of the adopted Exmoor National Park Local Plan (including minerals and waste policies) for the period April 2010 to March 2011 and progress with the emerging Local Plan.

3.2 During the last reporting period, April 2010 to March 2011, the preparation of the AMR was materially altered following a letter sent to Heads of Planning by Bob Neill MP, Parliamentary Under Secretary of State for Communities and Local Government, on 30th March 2011⁸. This letter announced the withdrawal of the guidance on local plan monitoring that includes:

- Local Development Framework Monitoring: A Good Practice Guide (ODPM, 2005),
- Annual Monitoring Report FAQs and Emerging Best Practice 2004-05 (ODPM, 2006),
- Regional Spatial Strategy and Local Development Framework: Core Output Indicators - Update 2/2008 (CLG, 2008).

The Localism Act contains provisions that remove the requirement for Local Planning Authorities to send the AMR to the Secretary of State.

3.3 **EXMOOR NATIONAL PARK LOCAL PLAN 2001-2011:** The Local Plan 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 Government Office confirmed that all of the Local Plan policies were saved in February 2008.

Since the publication of the NPPF on 27th March 2012, the primary focus is the continued preparation of the emerging Local Plan. The NPPF confirms that great weight should be given to the conservation of the landscape and scenic beauty which have the highest status of protection as well as to wildlife and cultural heritage in National Parks. It makes links to the National Parks Vision and Circular⁹.

⁸ <http://www.communities.gov.uk/publications/planningandbuilding/letterlocalplans>

⁹ English National Parks and the Broads: UK Government Vision and Circular 2010

- 3.4 **THE SOMERSET AND EXMOOR NATIONAL PARK AUTHORITY JOINT STRUCTURE PLAN REVIEW 1991 - 2011:** The Structure Plan is part of the Development Plan for Exmoor National Park; this plan was adopted before the introduction of the 2004 Planning & Compulsory Purchase Act, and therefore the South West Regional Assembly (SWRA) as Regional Planning Body, applied to extend the period for these saved policies.
- 3.5 **All of the Somerset & Exmoor National Park Joint Structure Plan 1991 -2011** policies save one (Policy 53 relating to the then DETR Trunk Road schemes on the A303), were 'saved' by the Secretary of State and therefore continue to be part of the development plan until the emerging Local Plan is adopted. The Localism Act contains a provision to abolish Structure Plans, but this has not been enacted at the time of the preparation of this report.
- 3.6 **REGIONAL SPATIAL STRATEGY (RSS):** Legislation which enabled the preparation of RSSs provided that existing Regional Planning Guidance legally became a Regional Spatial Strategy until such time as a new plan was adopted. Regional Planning Guidance for the South West (RPG10) published in 2001¹⁰.therefore became part of the development plan for the area. The Localism Act 2011 provides for the abolition of regional spatial strategies as a first stage removing the regional planning tier and prevents further regional strategies from being created, and the second stage abolishing the existing RSSs by secondary legislation.
- 3.7 The Government carried out assessments of the likely significant environmental effects of the revocation of each RSS. However, changes to the application and interpretation of the Strategic Environmental Assessment directive by the European Court of Justice has meant that the Government is now updating the environmental reports on the regional strategies and undertaking additional consultation.
- 3.8 As the South West RSS was never adopted, the environmental assessment applies to RGP10 The initial environmental report concluded that RGP10 has largely been superseded and that it is highly unlikely that there would be any significant adverse environmental effects resulting from the revocation of this regional plan.

EXMOOR NATIONAL PARK AUTHORITY

- 3.9 Exmoor National Park Authority is the planning authority for Exmoor National Park. Approximately two thirds of the National Park lies in

¹⁰ Environmental report on the revocation of the regional planning guidance for the South West (RPG 10)
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2012196.pdf>

Somerset within West Somerset District, and one third in Devon within North Devon District.

3.10 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.

3.11 The National Park Authority has general power, therefore, to do anything which is calculated to facilitate, or is conducive to, the accomplishment of the National Park purposes.

3.12 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 MANAGEMENT PLAN

3.13 The National Park Authority has a duty to prepare a National Park Management Plan (NPMP) under Section 66(1) of the Environment Act 1995, and to review the plan every five years. The National Park Management Plan 2007-12¹¹ was adopted in April 2007.

3.14 The NPMP is of relevance to the LDF. It is the main plan setting out an overarching vision for Exmoor, with objectives and targets for the whole National Park up to 2012, but also recognising longer term aims and should be seen as a focused plan for the National Park alongside, and

¹¹ National Park Management Plan 2007-2012
<http://www.exmoor-nationalpark.gov.uk/about-us/authority/exmoor-national-park-management-plan>

complementary to, sustainable community strategies. Other plans/programmes within the Authority are derived from the NPMP.

- 3.15 The NPMP was reviewed during the monitoring period to ensure that it is still relevant and focused on addressing the key challenges facing the National Park over the next 5 years and the longer term. The new management plan was adopted by the Authority in April 2012 as a Partnership Plan for Exmoor for 2012-17 requiring the involvement of partner organisations working together to achieve the priorities and actions supporting the overall vision and objectives. The vision and objectives prepared for the Partnership Plan will be shared with the emerging Local Plan.

NATIONAL PARKS CIRCULAR 2010

- 3.16 The 2010 National Parks Circular¹² sets out a joint 2030 vision for National Parks which will help guide long-term planning and decision-making. Consequently the National Park Circular is significant national guidance that will help to inform the content of the emerging Local Plan.

- 3.17 Progress to meet the vision in the short term has focused on the achievement of key outcomes over the next 5 years, and are the Government's priorities for National Parks:

- A renewed focus on achieving the Park Purposes.
- Leading the way in adapting to, and mitigating climate change.
- Secure a diverse and healthy natural environment, enhanced cultural heritage and inspiring lifelong behaviour change towards sustainable living and enjoyment of the countryside.
- To foster and maintain vibrant, healthy and productive living and working communities.
- Working in partnership to maximise the benefits delivered.

LOCAL ENTERPRISE PARTNERSHIPS

- 3.18 The Heart of the South West Local Enterprise Partnership (LEP) is an economic alliance covering the areas of Devon, Somerset, Torbay and Plymouth. LEPs have been formed to help determine local economic priorities and help to deliver Government objectives for economic growth and job creation. They are also a means for local authorities to work with businesses in the private sector to achieve economic recovery.

- 3.19 A full business plan has been published which outlines the strategic vision and objectives for the LEP over the next five years. The NPPF

¹² English National Parks and the Broads – UK Government Vision and Circular 2010
<http://archive.defra.gov.uk/rural/documents/national-parks/vision-circular2010.pdf>

states that local planning authorities should work and consult with LEPs to develop strategic priorities to enable the delivery of sustainable development.

SUSTAINABLE COMMUNITY STRATEGIES

- 3.20 The Community Strategies were produced by the Local Strategic Partnerships (LSPs) at 'district level' and by Strategic Partnerships at 'county level'. As the National Park is within North Devon and West Somerset districts, and the counties of Devon and Somerset, the Authority has taken account of the following strategies in the preparation of the Local Plan:
- Somerset Vision and Community Strategy
 - Devon Strategic Plan: Our Devon – a focus on the future
 - Northern Devon Joint Sustainable Community Strategy
 - West Somerset Sustainable Community Strategy 2007-10
- 3.21 The LSPs have previously been active in consulting local people and developing community strategies for their areas. Although the Coalition Government has continued to support the broad principles of partnership working at a local level, there have been no specific details on the role of LSPs. The abolition of Local Area Agreements (LAAs) from March 2011, along with the abolition of Government Offices and former national performance management regimes, has removed a considerable number of statutory tasks that LSPs used to undertake. As a result, councils and their partner agencies have been reviewing the role and responsibilities of their local partnerships. In some cases, LSPs have been wound up – the LSP for Northern Devon (North Devon and Torridge district council areas) is currently under review. The West Somerset Community Partnership is continuing to develop its strategic approach and identification of priorities and actions.
- 3.22 The NPPF makes no reference to Sustainable Community Strategies and instead includes a key objective to create a good quality built environment with accessible local services that reflect community needs and support well-being. This includes local planning authorities working at a local level to involve all sections of the community in the development of local and neighbourhood plans.

4 LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

- 4.1 The Local Development Scheme (LDS) sets out a three year programme for the preparation of Local Plans and Local Development Documents (LDDs). For each separate document a timetable is drawn up to illustrate the various milestones incorporated in the production of Local Plans and Supplementary Planning Documents (SPDs) - from the early preparatory stages through to the final adoption of the document.
- 4.2 The current LDS focused on preparing a Core Strategy during the main 3 year timetable period April 2007 to March 2010. However, this timetable is obsolete. A LDF work plan has been developed to reflect the current milestones in the preparation of the Core Strategy shown in chart 5.1 below¹³.
- 4.3 **STATEMENT OF COMMUNITY INVOLVEMENT (SCI):** The SCI is a key document in the LDF, which sets out how the Authority intends to consult stakeholders and the local community on local development documents and planning applications for Exmoor National Park. The SCI was found sound by an independent Inspector and adopted on 1st August 2006.
- 4.4 **EMERGING LOCAL PLAN:** The emerging Local Plan will set out the long-term spatial vision for Exmoor National Park, and the objectives and policies to achieve that vision. The work plan presents a clear focus on producing strategic policies and detailed development management policies (including those for minerals and waste). Key milestones for the emerging Local Plan are set out in chart 4.1.
- 4.5 During the 2011/12 monitoring year the main focus for the Policy and Community team was the ongoing collation of the evidence base to inform the preparation of the Local Plan and initial drafting of policies. As part of the evidence gathering, a further round of consultation on strategic options was held in conjunction with consultation on the Partnership Plan.
- 4.6 The consultation specifically asked for views on:
- Vision and Objectives
 - General Policies
 - Strategic options on the location of new development and the delivery of affordable housing

¹³ Milestones on the website at: <http://www.exmoor-nationalpark.gov.uk/planning/planning-policy/local-development-framework/local-development-scheme>



- 4.7 Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA) reports were produced in relation to the General Policies and the strategic options for the consultation through assessing the most sustainable policy options for the National Park against a series of sustainability objectives and ensuring that there will be no significant effects on internationally and nationally designated wildlife sites.
- 4.8 Further evidence continues to be gathered to inform the preparation of the emerging Local Plan which during the monitoring period includes the following:
- The Strategic Housing Land Availability Assessment
 - The Open Space Strategy
 - The Orchard Review
 - Quantitative Needs Assessment
 - Affordable Housing Study
 - Landscape Sensitivity Assessment
 - Settlement Assessment Report
- 4.9 There have been, and will continue to be, discussions regarding opportunities for joint-working and information sharing with both West Somerset and North Devon Councils to ensure that cross-boundary issues are acknowledged in forthcoming planning documents. The Localism Act 2011 (Section 110) introduces 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.
- 4.10 The sharing of experiences and discussion of common issues with other National Park Authorities through the National Parks Policy Officer Group (NPPOG) continues to be important.

LYNTON & LYNMOUTH NEIGHBOURHOOD PLAN

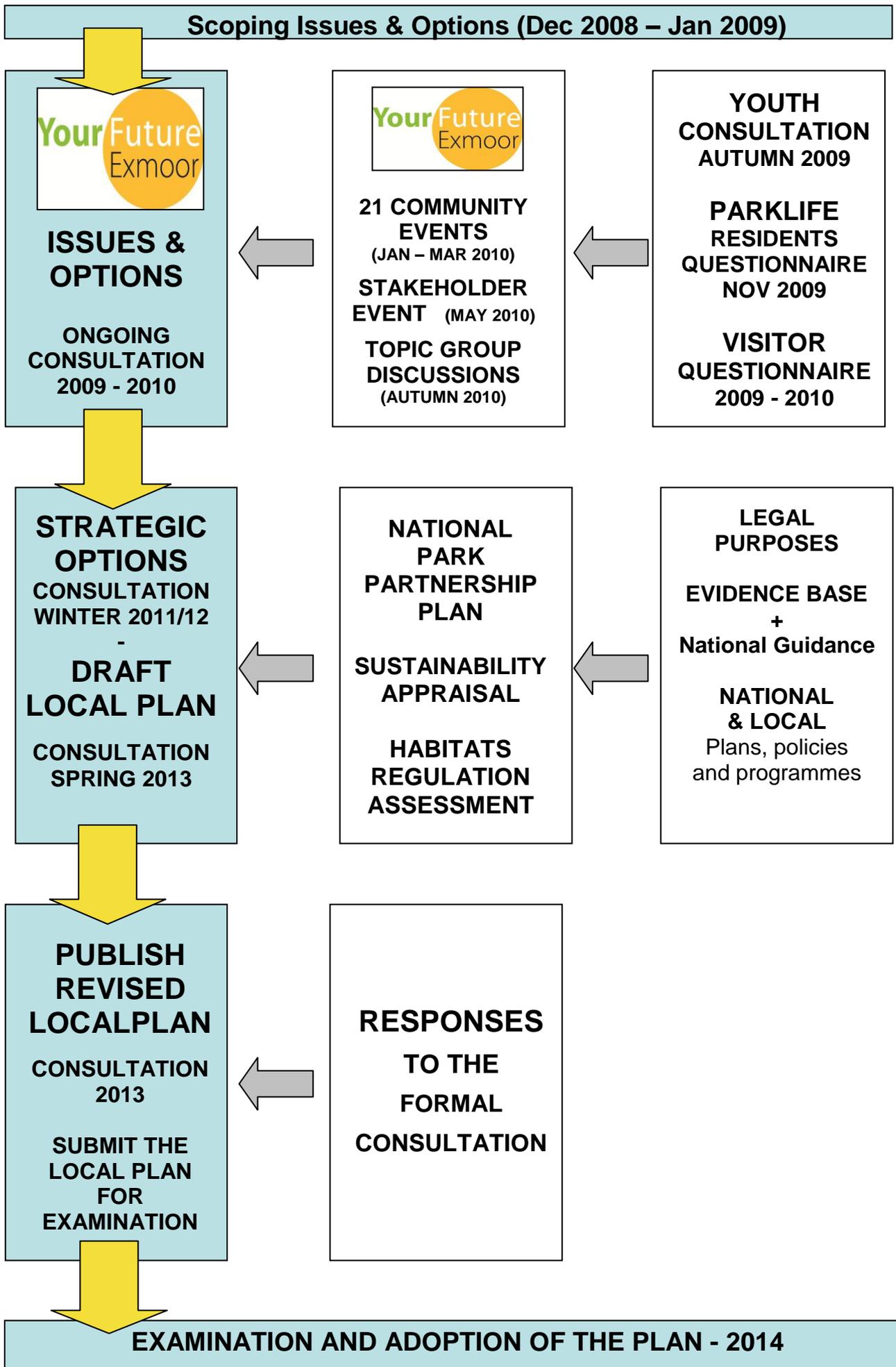
- 4.11 Lynton Town Council was successful in applying to be one of the first 17 Front Runners to trial the Neighbourhood Plan process and prepare a Plan for their area. The bid was supported by the National Park Authority, The Positive Development Trust, The Lyn Community Development Trust and the Rural Housing Project. Subsequently, many other communities across the country have successfully bid to pursue Neighbourhood Plans and many are underway. As part of the

first vanguard there is close liaison with officials from the Department of Communities and Local Government.

- 4.12 The Lynton and Lynmouth Plan preparation is overseen by a Steering Group, which has representatives from the Town Council, National Park Authority and Lyn Community Development Trust. A Project Team provides additional support, with assistance from a group of volunteer Neighbourhood Representatives. Initial consultation and feedback has been undertaken during the 2011/12 monitoring period and formal consultation on the pre-submission draft plan will start during autumn 2012.
- 4.13 If the Neighbourhood Plan proceeds to a referendum and is successful; the next stage would be adoption by the National Park Authority and would be a statutory Plan that forms part of the Development Plan for the Lynton & Lynmouth parish. Both the Local Plan and the Neighbourhood Plan will form the development plan for the local area with all relevant policies taken into account and the decision made accordingly, unless other material planning considerations indicate otherwise. Where there is conflict between policies then the most recently adopted policies will have more weight.
- 4.14 The Neighbourhood Plan is able to set out development and planning policies for the parish responding to those particular local issues that are important to the Lynton & Lynmouth community. The Neighbourhood Plan has to be in general conformity with the higher level plans including the Local Plan and have regard to the NPPF.



Chart 4.1: PREPARING A NEW LOCAL PLAN FOR EXMOOR



5 EXMOOR NATIONAL PARK PROFILE

- 5.1 The Annual Monitoring Report has previously presented a spatial portrait of the National Park area defined by the key spatial contexts presented in the Park Profile below. It is considered that the publication of the Partnership Plan and subsequent update of the State of the Park Report will provide the most comprehensive overview for Exmoor and will help to inform the spatial portrait for the Local Plan meaning it is unnecessary to repeat this information within the AMR.
- 5.2 The Park Profile set out in table 5.1 below provides a simple overview and context of the National Park.

TABLE 5.1 EXMOOR NATIONAL PARK PROFILE			
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	10,873 (census 2001)	ONS Census 2001
	Age 0-14	1,216	ONS - derived from 2010 mid-term estimates
	Age 15-74	8,048	
	Age 75+	1,476	
	Population size estimates (2010)	10,740	
	Population Density	0.16 per hectare (2001 Census)	
HOUSING	Dwelling Type:		ONS - derived from 2001 Census
	Detached	49.09%	
	Semi-detached	25.89%	
	Terraced	16.28%	
	Flat/Maisonette	8.35%	
	Mobile home/caravan	0.39%	
	Households	4896	
	Household spaces	5675	
	Spaces not used as main residence	563 second/holiday homes 216 vacant household spaces	
	Household Tenure		
	Owner occupied	68.26%	
	Private rented\housing association	30.60%	
	Local authority	1.14%	
	Vacant housing stock	3.80%	
	Average household size	2.2 residents per occupied household	
	Quality of housing stock	Unknown – data held by districts	
Total no. of dwellings	5980 (estimate)		

TABLE 5.1 EXMOOR NATIONAL PARK PROFILE

TABLE 5.1 EXMOOR NATIONAL PARK PROFILE				
HOUSING	Household Composition		ONS - derived from 2001 Census	
	Households with one person	Pensioner: 19.2%		
		Other: 12.38%		
	Households without the sole use of one family (student hostels, residential homes etc)	With dependent children: 1.61%		
		All students: 0%		
		All pensioners: 0.86%		
	Family households	Other: 3.41%		
		Pensioners: 14.77%		
	Married couple households	No children: 17.26%		
		With dependent children: 12.77%		
All children not dependent: 4.66%				
Cohabiting couple households	No children: 4.41%			
	With dependent children: 2.96%			
	All children not dependent: 0.22%			
Lone parent households	With dependent children: 3.29%			
	All children not dependent: 2.21%			
HEALTH & WELL-BEING	Deprivation: Lowest IMD rank	West Somerset 005b (Dulverton & Brushford) 11093	Index of Multiple Deprivation (2010)	
	Highest IMD rank	North Devon 002d (Lynton & Lynmouth Area) 17506		
	Life Expectancy at birth	Devon: Male 79.7 years - Female 83.6 years	Source: National Statistics Primary Care Organisations, England, 2007-09	
		Somerset: Male 79.4 years - Female 83.5 years		
Long term limiting illness	19.72% of the population	ONS - derived from 2001 Census		
ECONOMY	Total unemployment - % of population aged 16 – 64 claiming Job Seekers Allowance (August 2012)	1.7% - West Somerset 2.0% - North Devon	Source: NOMIS earnings by residence - no separate data available for the National Park.	
	Average earnings: North Devon	£391.20 - full time workers gross weekly pay 2011		
	Average earnings: W. Somerset	£393.70 - full time workers gross weekly pay 2011		
TRANSPORT	Commuting mode: 16-74 year olds which are economically active.	50.05% driving or sharing a lift		ONS - derived from 2001 Census - for the most significant commuting modes
		31.35% work at or from home		
		13.85% walking		
	Commuting distance	13.37 kms on average		2001 Census - ONS
	2011 Average Daily Traffic Flows (County Council Highway Departments)	Annual Average	August Average	2011
		2853	4227	A39 Lynton 2 way
		1290	1980	A39 Culbone Stables
		4260	5610	A39 East of Headon Cross
		2660	3290	A396 Avill Farm
		4220	5240	A396 North of Dunster
1840		2340	B3190 Raleghs Cross	
1130		1590	B3223 Red Deer Farm	
460	500	B3223 North of		

TABLE 5.1 EXMOOR NATIONAL PARK PROFILE

TABLE 5.1 EXMOOR NATIONAL PARK PROFILE			
	2011 Average Daily Traffic Flows		Simonsbath
		1350	1630
		1620	1750
		620	720
EDUCATION	% 16 year olds achieving 5+ GCSE at A* - C (or equivalent)	West Somerset: 74.7% West Somerset Community College: 75% North Devon: 67.1% Ilfracombe Arts College: 76%	Source: Dept. for Children Schools and Families (2011)
	Working age people with NVQ level 3+ as % of total working age population	West Somerset: 58.8% North Devon : 51.8%	Source: NOMIS – (January 2011 – December 2011)
ENVIRONMENT	Special Areas of Conservation	106.70 sq km (Exmoor Heaths) 15.81 sq km (Exmoor Oakwoods)	Source: Natural England and the Section 3 Conservation Map.
	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 (AQMAs) exist for the National Park area. In the UK 240 Local Authorities have declared AQMAs - Mid Devon being the closest to the National Park have declared AQMAs for Crediton and Cullompton ¹⁴ .	
River Quality	There were 15 pollution events recorded within the National Park during the monitoring period. River quality: see paragraphs 6.66 – 6.68	Environment Agency	
HERITAGE	Scheduled Monuments	208	English Heritage and Historic Environment Record
	Conservation Areas	16	
	Grade 1 Listed Buildings	22	
	Grade II* Listed Buildings	61	
	Grade II Listed Buildings	943	
	Historic Parks & Gardens	2	
LEISURE	Public Footpaths	438 km	Definitive Map / GIS
	Public Bridleways	464 km	
	Other PRoW	60.5 km	
	Visitor days/year	1.99 million (2008 STEAM data) 2.02 million (2009 STEAM data) 2.03 million (2010 STEAM data) 2.02 million (2011 STEAM data)	STEAM Report 2011

¹⁴ http://aqma.defra.gov.uk/maps.php?map_name=fulluk&la_id=161

6 POLICY PERFORMANCE

- 6.1 The policies in the Exmoor National Park Local Plan 2001-2011, adopted in March 2005 are saved until they are replaced by the emerging Local Plan when it is adopted.
- 6.2 This section of the AMR monitors the policies, of the Adopted Local Plan through a range of selected indicators – set out in Chapter 14¹⁵ of the Local Plan. The Local Plan indicators aim to inform the effectiveness of the policies within each section of the Local Plan.
- 6.3 **LANDSCAPE & NATURE CONSERVATION:** 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 6.1 below.
- 6.4 The indicators reveal that the LNC policies have been effective in protecting the landscape, natural beauty, wildlife and cultural heritage of the National Park. Planning decisions have been robust in ensuring that new development conserves and enhances the National Park, particularly regarding the increase in number of conditions applied to planning permissions in relation to:
- controlling external lighting in new developments,
 - ensuring archaeological heritage assets are conserved, and
 - ensuring wildlife is protected.
- 6.5 The indicators within Table 6.1 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 and targets set out in the Partnership Plan aim to address landscape management issues which cannot be controlled by planning policy alone. Lighting conditions to control the impact of light pollution have been attached to a number of minor and major developments permitted during the monitoring period. The National Park is now a Dark Sky Reserve with the policy on lighting (LNC2) helping to sustain this special quality – the policy approach in the emerging Local Plan will aim to reinforce the Dark Sky Reserve status of the National Park.
- 6.6 A greater proportion of ecological surveys are now submitted with planning applications to help ensure that protected species and habitats are not harmed as a consequence 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 in such circumstances to ensure that any programme of works complies with

¹⁵ [Chapter 14 Monitoring and Review](#)

recommendations set out in the ecological survey, or to require a survey to be undertaken prior to any works commencing.

- 6.7 Those indicators which aim to measure 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 (formerly County Wildlife Sites), or the management of BAP habitats *as a result of development* are significantly more difficult to measure (see table 6.1a). However due to land management strategies, the condition of SSSIs overall has improved, with 96.6% in favourable or recovering condition – this exceeds the 2010 target of 95%. For the areas designated as SSSIs owned by the National Park Authority, all the land is within the favourable/recovering categories.
- 6.8 In terms of major development proposals, two applications were approved during the monitoring period – these were a housing development (15 units at Villes Lane, Porlock), and a programme of modifications and works at the Lee Abbey Christian Community complex.

Table 6.1: 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	57	Applications with lighting conditions which either do not permit external illumination or manage lighting.
Change in area of moor and heath as a result of development	LNC3	See table 6.1a	
Area of orchard created or lost as a result of development	LNC4 LNC5	0	No areas of orchard lost as a result of development
Extent of marshy grassland	LNC7	0	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 6.1a	
Percentage of cSACs, SSSIs in favourable condition and County Wildlife Sites in favourable management as a result of development.	LNC9 LNC10 LNC11 LNC13	96.6% of SSSIs on Exmoor For land owned by the Authority almost 100% of SSSIs	Source: Natural England SSSIs in 'favourable' or 'unfavourable recovering condition'. (Target 95% by 2010)

Table 6.1: LANDSCAPE AND NATURE CONSERVATION			
Indicator	Policy	Result	Comments
Change in area of BAP habitats as a result of development.	LNC12	See table 6.1a	
Area of BAP habitats managed in accordance with NPA conservation objectives as a result of development.	LNC12	0	
No. of developments with provision for protected /important species, and as a proportion of developments affecting protected /important species	LNC14	22 applications where conditions are imposed which either requires applicants to undertake a bat survey prior to any development or where an ecological survey has been undertaken and a condition applied in relation to its findings. 2 applications conditioned with regard to mitigation arrangements and wildlife habitat management.	
No. and proportion of applications refused for reasons of harm to protected/important species.	LNC14	1	One reason for refusal was that the application provided no information to demonstrate whether the roof void is a bat roost and, if so, how the impact of the proposed extension on bats may be mitigated.
No. of applications for DEFRA licences.	LNC14	0	
No. of Scheduled Ancient Monuments affected by development.	LNC15	11 applications where the permission is conditioned regarding an 'archaeological watching brief'.	
No. of sites on the Sites and Monuments Record affected by development.	LNC16	1 application conditioned to ensure a photographic record of the existing building is undertaken prior to any development.	
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	42	See table no. 6.1b
No. and area of major developments approved within the National Park	LNC20	2 applications	1.08 hectares

6.9 During 2011/12 relatively few approved planning applications were within/partly within the designated areas listed in table 6.1a (below). 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 of development. This area is sometimes smaller than the delineated area, and therefore the impact on a designated area is considered to be minimal or results in no direct impact.

6.10 Another key consideration is that an individual application may affect several designations within one small area, where local, national and international designations may overlap to varying degrees. For example the extension of the area of cobbled paving permitted at Watersmeet House is within an area designated as a Special Area of Conservation, a Site of Special Scientific Interest, Section 3 Woodland, and a Biodiversity Action Plan habitat.

Table: 6.1a

Designated areas	Area affected (ha)	Comment
Special Area of Conservation (SAC) Exmoor Heaths	0	
Special Area of Conservation (SAC) Exmoor Oakwoods	0.19ha	Replacement footbridge and extension of cobbled paving at Watersmeet.
Section 3 Moor & Heath	0	
Section 3 Woodland	0.31ha	Minor householder applications and development included for Exmoor Oakwoods SAC above.
Section 3 Cliff & Foreshore	0	
Orchards	0	
Blanket Bog – Biodiversity Action Plan Habitat	0	
Upland Heath – Biodiversity Action Plan Habitat	0	
Lowland Heath – Biodiversity Action Plan Habitat	0	
Upland Oak Woods – Biodiversity Action Plan Habitat	0.21ha	Extension of cobbled paving at Watersmeet, and change of use application where there would be no / minimal impact.
Sites of Special Scientific Interest (SSSI)	0.2ha	Minor householder applications and development included for Exmoor Oakwoods SAC above.
Somerset County Wildlife Sites (CWS)	1.17ha	Beasley Weir reinstatement of hydro-electricity scheme and additional minor applications where there would unlikely to be any adverse impact.
Devon County Wildlife Sites (CWS)	0	

6.11 From the 1st April 2010 communities and householders have been able to benefit from the renewable energy feed-in tariff where owners are paid for electricity produced by low-carbon and renewable electricity technology. This incentive has resulted in an increased number of proposals for small-scale renewable energy systems – particularly for solar photovoltaic panels, wind turbines and some hydro-electric schemes.

Table 6.1b

Application	Parish	Renewable Energy Type	Comments
6/8/11/107	Cutcombe	Solar PV	Ground mounted array
6/8/12/101	Cutcombe	Solar PV	
6/8/11/106	Cutcombe	Solar PV	Garage mounted
6/9/11/132	Dulverton	Solar PV	
6/10/11/106	Dunster	Solar PV	
6/10/11/112	Dunster	Solar PV	
6/13/11/108	Exford	Solar PV	On agricultural building
6/13/11/111	Exford	Solar PV	On agricultural building
6/13/11/112	Exford	Solar PV	
6/13/11/115	Exford	Solar PV	
6/13/11/117	Exford	Solar PV	
6/13/11/118	Exford	Solar PV	ENPA Exford Depot
6/14/11/103	Exmoor	Solar PV	Ground mounted array
6/14/11/105	Exmoor	Solar PV	On public house
6/14/11/106	Exmoor	Solar PV	Ground mounted array
6/19/11/107	Luccombe	Solar PV	Ground mounted array
6/26/11/108	Old Cleeve	Solar PV	
6/26/11/112	Old Cleeve	Solar PV	
6/27/11/132	Porlock	Solar PV	
6/29/11/111	Selworthy & MW	Solar PV	On church
6/29/12/102	Selworthy & MW	Solar PV	
6/34/11/104	Timberscombe	Solar PV	Ground mounted array
6/34/11/103	Timberscombe	Solar PV	
6/40/11/103	Winsford	Solar PV	On agricultural building
6/41/11/106	Withycombe	Solar PV	
6/41/11/108	Withycombe	Solar PV	On outbuilding
6/43/11/111	Wootton Courtenay	Solar PV	On barn
6/43/11/102	Wootton Courtenay	Solar PV	Ground mounted array
6/43/11/107	Wootton Courtenay	Solar PV	
6/43/11/108	Wootton Courtenay	Solar PV	Ground mounted array
6/43/11/110	Wootton Courtenay	Solar PV	Ground mounted array
62/11/11/004	Brendon & Countisbury	Solar PV	On barn
62/41/11/027	Lynton & Lynmouth	Solar PV	On outbuilding
62/50/11/001	Parracombe	Solar PV	Ground mounted array
62/62/11/001	Trentishoe	Solar PV	On barn
62/63/11/002	Twitchen	Solar PV	On outbuilding
6/10/11/110	Dunster	Solar Thermal Panels	
6/25/12/101	Oare	Wood Chip Boiler	Erection of store
6/9/11/130	Dulverton	Hydro	78kW – Beasley Weir
6/9/11/119	Dulverton	Wind	17.75m to rotor tip
62/41/11/019	Lynton & Lynmouth	Air Source Heat	
62/41/11/020	Lynton & Lynmouth	Air Source Heat	
62/41/11/025	Lynton & Lynmouth	Air Source Heat	

- 6.12 The number of planning applications submitted and approved for renewable energy development (42 applications) has continued to increase during this reporting period from the high levels experienced in 2010/11 (31 approved applications), in comparison to previous monitoring years. 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. Further advice can be found on the Authority’s website¹⁶.
- 6.13 The small-scale renewables technologies permitted during this monitoring period were a mix of wind, solar thermal, solar photovoltaic (PV) and hydro – with solar PV as the dominant technology. However, due to the significant uptake of solar PV the Government has re-evaluated the Feed In Tariff (FIT) for this particular technology and from 1 April 2012 the rate for smaller PV systems has halved with a further reduction from 1 August 2012 when the period FIT is paid is also reduced from 25 to 20 years. This reduction in FIT may make this technology less attractive as the payback period will significantly increase and any profit will therefore be reduced.
- 6.14 A number of solar PV arrays which have been permitted are ground mounted, as in some locations small-scale ground mounted arrays are preferable where they are well-screened and help to minimise the impact on visual amenity, landscape character and the historic environment.
- 6.15 **CONSERVATION OF BUILDINGS AND SETTLEMENTS:** the indicators within this section monitor the CBS policies which aim to provide effective protection of the cultural landscape including farmsteads, settlements, buildings, and structures, as well as ensuring that new development is both well-designed and enhances the environment.
- 6.16 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. Developing indicators in the future for the Local Plan monitoring framework should address this issue.
- 6.17 The results show that there has been no change to significant cultural designations such as: conservation areas, listed buildings, historic parks and gardens, orchards and important open space (visual amenity). An ‘Orchard Review’ will be undertaken as part of the evidence base for the emerging Local Plan and updated records shown on the Proposals Map (produced in conjunction with the emerging Local Plan).

¹⁶ <http://www.exmoor-nationalpark.gov.uk/planning>

- 6.18 A small number of applications to convert traditional buildings have been permitted during the monitoring period including conversions to holiday lets, a camping barn, swimming pool and ancillary accommodation.

Table 6.2: CONSERVATION OF BUILDINGS & SETTLEMENTS			
Indicator	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	6	See paragraph 6.18
No. of Conservation Areas	CBS5	16	12 are substantial parts of settlements, whereas 4 are building groups such as farmsteads.
No. of Conservation Area Enhancement Schemes undertaken	CBS5		The enhancement scheme for Dunster conservation area is being progressed with the resurfacing of some of the cobbled pavements taking place during the monitoring period.
No. of Tree Preservation Orders made following Section 211 Notices within Conservation Areas	CBS6	0	TPOs served following planning applications.
No. of Listed Buildings	CBS7-10	1026	Grade 1 secular 11 Grade 1 churches 11 Grade 2*secular 40 Grade 2* churches 21 Grade 2 all types 943
No. of Listed Buildings on "At Risk" register	CBS7-10	2	Source: English Heritage - Buildings At Risk Register A survey of listed buildings within the National Park is currently being undertaken.
No. of Historic Parks and Gardens	CBS11	2	Dunster Castle and Nettlecombe Court
No. of renewable energy/energy conservation projects.	CBS12-15	42	See previous table 6.1b for Landscape and Nature Conservation policies.
No. of letters of complaint and support related to the character of new devt.	CBS12-15	-	Cannot be monitored at present
No. of design awards for new devt.	CBS12-15	0	
Area of orchard created or lost as a result of devt.	CBS12-15	0	Also LNC4-5

Table 6.2: CONSERVATION OF BUILDINGS & SETTLEMENTS			
Indicator	Policy	Result	Comment
No. of new buildings roofed in traditional materials.	CBS12-15	73	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

6.19 A project for the enhancement of the conservation area at Dunster, including the improvement of the medieval high street together with other enhancements and a project officer are in place. The enhancement of the cobbled paving on the western side of the High Street has been undertaken which included the re-setting of some of the cobbles with new natural stone paving.



© ENPA: New paving within Dunster Conservation Area

6.20 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 traditional roofing materials – namely slate, thatch or clay tiles. For example, new dwellings are roofed in traditional materials. However, some outbuildings, stables or agricultural sheds are not roofed in these materials and may use corrugated cement fibre sheets – the advised colour for these sheets is generally anthracite to minimise the visual impact of the roofing in the wider landscape.

- 6.21 **HOUSING:** Adopted Local Plan policies provide that virtually all new housing in the National Park meets the local community need for affordable housing. The mean average house price for Exmoor in 2011 remains substantially higher than both regional (83.4% higher than the average house price in the South West) and national averages (78.3% higher than the average house price in England & Wales)¹⁷.
- 6.22 The indicators set out in Table 6.3 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.
- 6.23 The results from the 2011 House Price Survey demonstrate that during the monitoring period house prices increased compared to those in July 2010. The 2011 mean average house price on Exmoor was £406,794, compared to £391,987 last year, an increase of 3.8% in the last 12 months. The uncertain economic climate, stretched affordability of house prices when compared to incomes, together with more demanding deposit requirements is likely to be dissuading, or at least delaying some first time buyers entering the market¹⁸.
- 6.24 The disparity between average annual household incomes and average house prices on Exmoor remained high at a ratio of 14:1, illustrating the difficulty that households with average incomes (or lower) face when purchasing suitable accommodation on the open market¹⁹.
- 6.25 The Rural Housing Project²⁰ has undertaken household surveys to provide evidence of housing need including for parishes wholly or partly within the National Park since the project began in 2002. The RHP

¹⁷ Land Registry (April-June 2011) based on contract prices versus Exmoor House Price Survey data based on advertised asking prices over the first two full weeks in July

¹⁸ Data obtained from: Nationwide House Price Index (July 2011)

<http://www.nationwide.co.uk/hpi/review.htm>

¹⁹ House Price Survey 2011

²⁰ The Rural Housing Project provides independent advice on delivering affordable rural housing across the whole of North Devon and West Somerset, including Exmoor
www.exmoor-nationalpark.gov.uk/rural_housing_project.htm

works closely with the Authority, Registered Providers (housing associations), local communities, landowners and others to provide local needs affordable housing across the National Park and the rural areas of West Somerset and North Devon.

- 6.26 A 'park-wide' housing survey was undertaken across the National Park during the summer of 2008 – the analysis of the survey returns found 194 households in housing need, 127 of which would meet the local occupancy requirements of Local Plan policy H2²¹. In reality the level of local affordable housing need may be higher, as the Rural Housing Project has found that once a scheme for a parish has progressed to a point where a community perceives that it has a greater certainty of being delivered, more people in housing need tend to come forward.
- 6.27 The indicator referring to the number of households on the District Council's housing register is now less meaningful for monitoring housing need, as the 2008 housing survey is a more accurate reflection of local housing need. Both North Devon and West Somerset district use 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. Although these systems are not able to provide accurate levels of local affordable housing need within the National Park, it is important that people in housing need (whether for rented or shared-ownership opportunities) are registered so they have the opportunity of bidding for and being allocated housing.
- 6.28 Local affordable housing permitted since the adoption of the Local Plan must be occupied by those with a local connection. The legal agreement (the means by which occupancy is controlled) overrides the choice-based letting system outlined above and therefore – potential occupants must meet the criteria set out in policy H2 of the Local Plan.

Table 6.3: HOUSING

Indicator	Policy	Result	Comment
Proportion of new Housing Meeting Community's Need for Affordable Housing by location, devt type, and occupancy.	H1 - H15	25 local need affordable dwellings were completed during the monitoring period in the parishes of Stogumber, Winsford, Cutcombe and Dulverton. 20 were under construction and 5 had not started	The total gross number of dwellings (both affordable and open market) completed in the monitoring period of 2012 was 42. 41 were under construction and 16 with permission had not started. Chart 6.2 displays a breakdown of the total number of dwellings as open market and affordable dwellings. Results from 2011/2012 displayed for the first time a higher number of affordable dwellings completed than the number of open market dwellings.

²¹ <http://www.exmoor-nationalpark.gov.uk/planning/planning-policy/local-plan/local-plan-written-statement/local-plan-policies/local-plan-policy-content#H2>

Table 6.3: HOUSING

Indicator	Policy	Result	Comment																				
Affordable Housing Provision by Type and Size of dwellings	H1 - H16	<table border="1"> <thead> <tr> <th>Parish</th> <th>Type</th> <th>RP / Int.</th> <th>No. of beds</th> </tr> </thead> <tbody> <tr> <td>Stogumber</td> <td>1 x Conversion</td> <td>Int.</td> <td>2 bed</td> </tr> <tr> <td>Winsford</td> <td>1 x New Build</td> <td>Int.</td> <td>1 bed</td> </tr> <tr> <td>Cutcombe</td> <td>1 x Conversion, 10 x New Build</td> <td>1 x Int., 10 x RP</td> <td>2 x 1 bed, 7 x 2 bed, 2 x 3 bed</td> </tr> <tr> <td>Dulverton</td> <td>12 x New build</td> <td>RP</td> <td>8 x 2 bed, 4 x 3 bed</td> </tr> </tbody> </table>	Parish	Type	RP / Int.	No. of beds	Stogumber	1 x Conversion	Int.	2 bed	Winsford	1 x New Build	Int.	1 bed	Cutcombe	1 x Conversion, 10 x New Build	1 x Int., 10 x RP	2 x 1 bed, 7 x 2 bed, 2 x 3 bed	Dulverton	12 x New build	RP	8 x 2 bed, 4 x 3 bed	
		Parish	Type	RP / Int.	No. of beds																		
		Stogumber	1 x Conversion	Int.	2 bed																		
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		Cutcombe	1 x Conversion, 10 x New Build	1 x Int., 10 x RP	2 x 1 bed, 7 x 2 bed, 2 x 3 bed																		
Dulverton	12 x New build	RP	8 x 2 bed, 4 x 3 bed																				
<p>RP- Registered Provider (i.e. Housing Association) Int. – Intermediate housing including self-build or privately owned properties with a local affordable tie.</p>																							
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: 14:1 Ratio of Average Lower Quartile House Price to Average Lower Quartile Household Income: 11:1	2011 Annual House Price Survey data. Average Household Income figure is that for Exmoor National Park £28,132 (obtained using 2007 data supplied by CACI)																				
Changes in House Prices Relative to national, regional and county averages	H1 - H18	The mean average house price on Exmoor was £406,794, an increase of 3.8% from 2010. This average continued to be 83.4% higher than the mean average house price in the South West (£221,826), and 78.3% higher than the mean average house price in England & Wales (£228,095).	2011 Annual House Price Survey																				
No. of second and holiday homes and empty homes at parish level	H1 - H19	Estimated number of long term empty properties: 126 (2.1% of the estimated total number of dwellings). Estimated number of Second/Holiday homes: 606 (10.1% of the estimated total number of dwellings).	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	17 separate parish surveys completed for parishes wholly or partly within the National Park between 2002 and 2007. A park-wide housing survey was undertaken during July/August 2008 to ascertain the level of local housing need across the whole National Park.	No. of parish surveys completed (carried out and reported back) since the start of the Rural Housing Project in 2002/3. NB: RHP covers the rural areas of North Devon and West Somerset districts including Exmoor National Park.																				
No.s of households on District Councils' Housing registers.	H1 - H21	Exmoor National Park LDF Housing Survey 2008: <u>130 households</u> in local affordable housing need.																					

Table 6.3: HOUSING			
Indicator	Policy	Result	Comment
Percentage of Housing commitments located on Previously Developed Land (PDL)	H1 - H22	62%	Source: –Housing Land Availability Monitoring: Percentage of dwellings completed on previously developed land. The number of net completions during the monitoring period was 42.

6.29 The level of housing completions during 2011/12 on previously developed land (PDL) remains high even though there is shortage of brownfield sites available. However, large brownfield sites, such as the Cutcombe Market site are atypical in the National Park with the majority of affordable housing exception sites on greenfield sites within or adjacent to settlements. Suitable land including brownfield land and buildings within a sparse rural area such as the National Park is a limited resource, therefore it is anticipated that the percentage of completions on PDL in the future will be lower than the national average unless further windfall²² sites come forward.



© ENPA – New local affordable housing: Allers View, Dulverton

6.30 During 2011/12 there were overall 42 net housing completions (42 gross) throughout the National Park (see Appendix 1 for further details and chart 6.1 below). This is a higher number than previous years, the average over the past 12 years is around 27 dwellings per year. The number of completions included housing schemes at the Cutcombe

²² Windfall sites are previously developed sites which have unexpectedly become available for development – they can include sites resulting from the closure of a business, a residential conversion or the creation of a flat over a shop.

Market redevelopment (Meadow Close) and at Allers View in Dulverton (see image above).

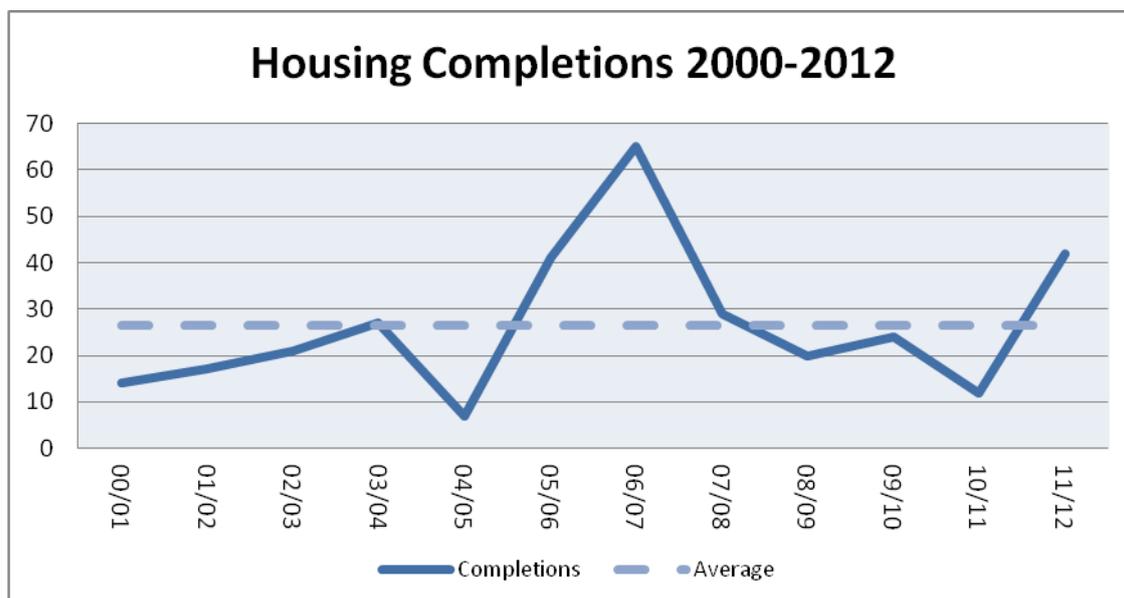


Chart 6.1: Housing Completions 2000-2012

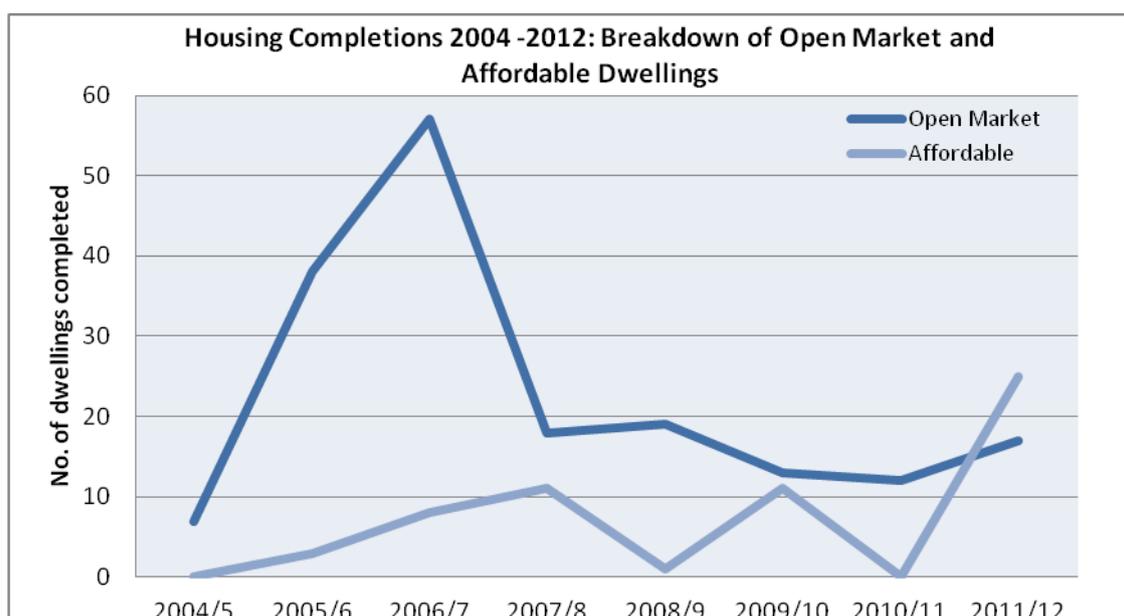


Chart 6.2: Housing Completions 2004-2012: Breakdown of Open Market and Affordable Dwellings

6.31 The majority of local needs affordable housing coming forward at the end of the reporting period was social rented accommodation, provided through Registered Providers²³ – this includes 15 units at Porlock where construction started. Considering the constraints to the delivery

²³ Registered Providers – formerly known as Registered Social Landlords (RSLs) or Housing Associations.

of affordable housing in rural areas this indicates that the Local Plan housing policies have been very successful and have made a significant contribution to help meet the housing needs of communities in the National Park. 2011/2012 was the first year demonstrating more affordable dwellings completed than the number of open market dwellings (Chart 6.2).

- 6.32 The Comprehensive Spending Review (October 2010) made significant changes to the level of future funding available for affordable housing, including a cut of over 50% in the social housing budget for the period 2011-15, and the way this funding is allocated. This will particularly impact on small rural affordable housing schemes on exception sites – including those delivered in the National Park. The way the funding for affordable housing is allocated has also changed, with providers invited to submit proposals for the delivery of affordable housing to the Homes and Communities Agency (HCA) for the entire four-year period although it has been indicated that in year applications may again be accepted. Under the new programme, the only identified schemes in Exmoor National Park are at Villes Lane, Porlock and a pipeline scheme identified for Old Cleeve parish which may be delivered within or outside the National Park boundary. Other HCA funding opportunities include bringing empty properties back into use and community led projects such as community land trust schemes.
- 6.33 Changes by the Government to help finance new affordable homes include enabling RPs to charge ‘affordable rents’ up to 80% of market rates to generate higher incomes and greater borrowing capacity by RPs to offset cuts in national housing grants. The difference between ‘affordable rents’ and target/social rents will vary geographically across the country. This variation could be considerable on Exmoor, particularly for larger 3 and 4 bedroom homes, where market rents are high.
- 6.34 In terms of delivering affordable housing on Exmoor, these changes will mean that future provision will be challenging. These issues will be considered in preparing the forthcoming Local Plan. There is estimated to be around 126 vacant properties across the National Park which is around 2.1% of the total dwelling stock – this is slightly lower than the last monitoring period, a trend that is also noticeable with the number of second homes (606) which is around 10.1% of the total dwelling stock, compared to 10.4% in 2010/11²⁴.
- 6.35 There is estimated to be around 126 vacant properties across the National Park which is around 2.1% of the total dwelling stock – this is slightly lower than the last monitoring period, a trend that is also noticeable with the number of second homes (606) which is around 10.1% of the total dwelling stock, compared to 10.4% in 2010/11²⁵.

²⁴ Evidence from council tax records from West Somerset and North Devon district councils.

²⁵ Evidence from council tax records from West Somerset and North Devon district councils.

- 6.36 **EMPLOYMENT AND ECONOMIC DEVELOPMENT:** policies within this section aim to maintain a thriving Exmoor economy; to help underpin the conservation and enjoyment of the National Park.
- 6.37 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. Home working is recognised as increasingly popular and viable as telecommunications technology improves – the use of residential property or ancillary buildings for home working is permitted.
- 6.38 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
- 6.39 The indicators in Table 6.4 monitor completed employment development within the National Park for 2011/12. During this monitoring period there have been 772 sqm of completed developments for B use business use classes. This is a considerable increase in this type of employment use as the sector represents only 35% of the business units in the National Park. Others are non-B use class employment spaces such as shops, restaurants and community facilities (A and D use classes)²⁶.
- 6.40 The majority of this increase in employment space was as a result of the development of business units at the Cutcombe Livestock Market and the permanent change of use from agricultural use to manufacturing (B2) where formerly only temporary permission had been granted. The Cutcombe Market redevelopment comprises of three 140 sqm units in Block A and four 60sqm units within Block B. These arrangements offer flexible workspace for a variety of businesses.
- 6.41 Alteration and conversion of an existing barn used as a timber processing workshop near Monksilver has provided a live/work unit in the form of a local need affordable dwelling with retention of workshop space to continue the business.

²⁶ Exmoor National Park Employment Land Review 2009 – Nathaniel Litchfield & Partners

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

Table 6.4: EMPLOYMENT & ECONOMIC DEVELOPMENT			
Indicator	Policy	Result	Comment
Proportion of New Employment Premises by Location and Development Type	E1 - E2, E5	662sqm of B1, B2 & B8 floorspace created at Cutcombe Livestock Market 110sqm of B2 floorspace created at Home Farm, Dunster	
Area of floorspace as Employment Use Created and Lost	E1 - E5	Total floorspace created: 772sqm	B Use classes
No. and area of Employment Uses Re-using existing buildings	E1 - E2	B2 – 110sqm	
Area of floorspace created and lost by B1, B2 and B8, C1* of Use Classes Order	E3 - E4	B1 – 242sqm B2 – 250sqm B8 – 280sqm	Floorspace created during 2011/12
No. and area of Live Work Units/ Home Working spaces permitted	E5	1	Application 6/31/09/103

*Creation and loss of C1 hotels/guest houses – see table 6.6 below

- 6.43 **AGRICULTURE AND FORESTRY:** the indicators within Table 7.5 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.
- 6.44 Compared to previous years relatively few applications were approved during the AMR period for the creation and improvement of forestry tracks to enable access for modern timber extraction machinery, with just over 3.1km of track creation and improvement permitted. Over half of this length of track was to enable the felling of larch affected by *Phytophthora ramorum* (Sudden Oak Death) – as this area was subject to a Forestry Order to remove the infected woodland. The length of such tracks fluctuates from year to year but is substantially less than 28.74km of track creation and improvement in 2007/08.



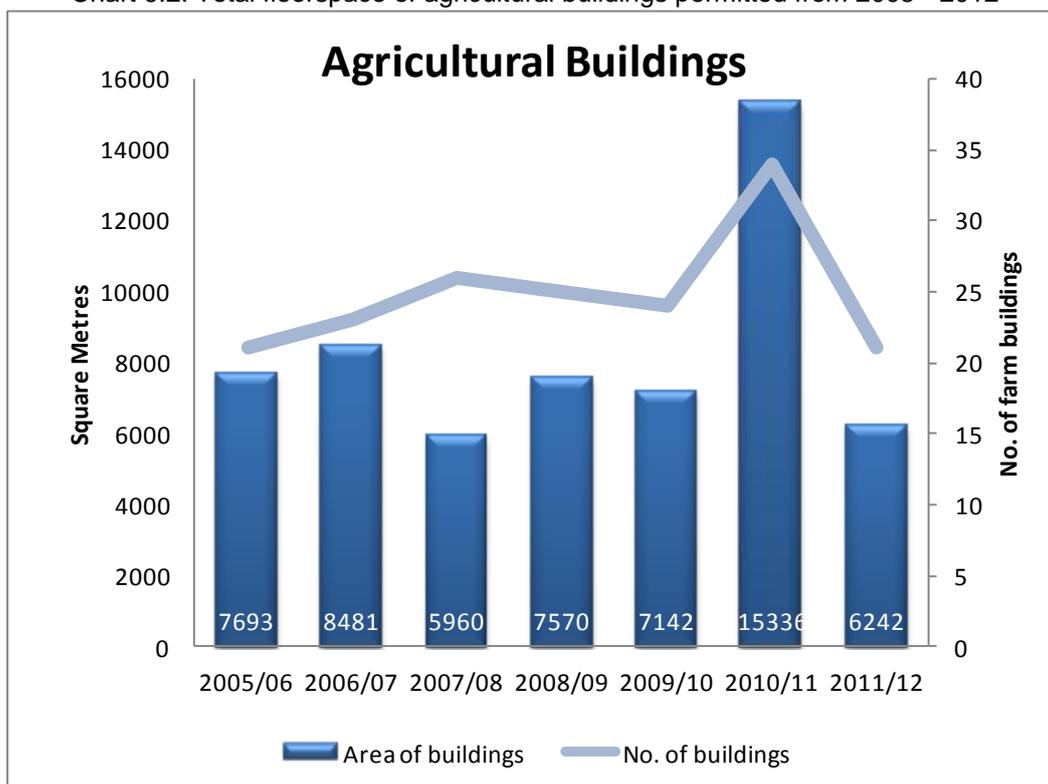
©ENPA - Felling at Hadborough Plantation

- 6.45 There were 21 planning applications and General Development Orders permitting the development of agricultural buildings (including replacement buildings and extensions) during 2011/12. The buildings applied for and approved during this period ranged from 43-775 sqm. Three buildings represented a partial or complete replacement of existing agricultural buildings. The total floor space permitted, for those buildings where prior notification is not required, was 6242sqm – below the average of previous monitoring years (8697sqm). See chart 6.2 below for comparison with previous years.
- 6.46 The number of farm holdings that were in agri-environment schemes include those currently in ESA (Environmentally Sensitive Areas) agreements and those which have entered into the more recently introduced Environmental Stewardship (ES) scheme. The trend shows an increasing number of ES agreements as the previous ESA agreements end. This trend will continue as the majority of ESA agreements will have been phased out during 2013²⁷.

²⁷ further detail available in the Exmoor National Park - State of the Park Report

Table 6.5: AGRICULTURE AND FORESTRY			
Indicator	Policy	Result	Comment
No. and area of agricultural and forestry buildings	A1	21 agricultural buildings and extensions permitted Total area - 6242sqm	Includes new and replacement agricultural buildings which were permitted during 2011/12
Length of Agricultural and Forestry tracks permitted	A1	3100m of farm and forestry track approved (3.1 km)	250m upgrading farm access track 1900m new forestry track 950m upgrading existing forestry tracks
No. and proportion of applications for agricultural buildings refused	A2	0	
No. of farming businesses in agri-environment schemes	A3	364 agreements (28,451 ha) - ESA 248 agreements (30,404 ha) – ES 2010/11 data	Source: Natural England - including both ESA agreements and Environmental Stewardship (ES) schemes.
No. of farm diversification proposals and floor area requiring the conversion of modern farm buildings	A3	1	Change of use to B2 – manufacturing of timber products.
No and proportion of fish farm applications approved.	A4	0	

Chart 6.2: Total floorspace of agricultural buildings permitted from 2005 - 2012



- 6.47 **RECREATION AND TOURISM:** 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.
- 6.48 The indicators within Table 6.6 show the number of applications which relate to tourism development – specifically visitor accommodation. During this monitoring period, a wide range of visitor accommodation proposals were permitted. Self-catering accommodation continues to be a popular form of farm-diversification and there was a net gain of three self-catering units permitted during the monitoring period. Local Plan policy also provides for this form of accommodation to change occupancy to provide local need affordable housing.
- 6.49 In terms of serviced accommodation, one extension to an existing hotel was permitted – however there was an overall loss of 805sqm through change of use which included an existing hotel in Exton and part of an existing hotel within Wootton Courtenay. In both cases the change of use was permitted to open market housing in line with policy because provision overall of three units of affordable housing was incorporated either within the same proposal or a separate proposal.
- 6.50 Other visitor accommodation and facilities permitted included alterations and works at Lee Abbey which is a Christian community accommodating, on average, 90 residents, offering short and weeklong courses, retreats and holidays; set within 280 acres of farm and woodland to the west of Lynton and the Valley of the Rocks. The approved development seeks to rationalize an approved development dating from 1998, to reduce the overall mass of that already permitted.
- 6.51 Development permitted in relation to camping and caravanning also included alternative forms of accommodation which are erected or 'on site' for the main camping season for example: tented structures and other movable structures such as shepherd's huts. Proposals permitted during 2011/12 were:
- Conversion of a barn to a camping barn
 - Replacement of static caravans with wooden chalet/cabins
 - New hard-standings on an existing caravan site
 - Extension of the time limit for a new reception building and facilities at Porlock Caravan site
 - Siting of six permanent tented structures (March to October)
 - Siting of a shepherd's hut for visitor accommodation (March to October)
- 6.52 Occupancy evidence from 2009 indicates a slightly higher take up in self-catering (non-serviced) accommodation, with an average occupancy rate of 53% - an increase from 47% in 2008, whereas the occupancy rate for serviced accommodation remained the same (34%). However, it should be noted that these occupancy rates were based on

a relatively small sample size of accommodation providers within the National Park. The 2011 STEAM data for the National Park shows that the tourist numbers generated by serviced accommodation were 3% lower than 2010, 5% higher for non-serviced accommodation (all forms of self-catering including camping, caravanning and hostels). The number of people staying with friends and relatives also increased by 3%.

- 6.53 Two applications for commercial equestrian use were approved during this AMR period for a manège and the change of use of part of an agricultural shed to stabling for a livery. There was a range of equestrian developments permitted for domestic use including several stables, three manèges, an all-weather exercise track, and a change of use from agricultural land to equestrian use.

Table 6.6: RECREATION & TOURISM

Indicator	Policy	Result	Comment
No. and proportion of applications for tourism related devt refused	RT1 - RT2	0	
No. and floor area of serviced accommodation created	RT3	124sqm permitted	Extension to an existing hotel
No. and floor area of serviced accommodation lost	RT3	805sqm lost	1 hotel in Exton parish (635sqm) Part of a hotel in Wootton Courtenay parish (170sqm)
No. and floor area of self catering accommodation created	RT3	5 units permitted	
No. and floor area of self catering accommodation lost	RT3	2 units lost	Change of occupancy
Occupancy rates of self catering accommodation and serviced accommodation.	RT3	No. of visitor days (2011): 2.02 million (2010): 2.03 million Occupancy Rates (2009): Serviced:34% Non-serviced: 53%	STEAM Reports for 2011, 2010, 2009
No. of camping barns within the National Park	RT3	Operational: 3 Permitted: 1	2 registered with the Youth Hostel Association, 1 registered with the Independent Hostels Group
No. of small backpackers and tented campsites	RT5, RT7	20	1 application approved for permanently erected tented structures (April – October).
No. and proportion of applications for conversion of static caravan sites to chalet	RT6, RT8	0	One application to replace 2 static caravans with 2 chalets was approved

Table 6.6: RECREATION & TOURISM			
Indicator	Policy	Result	Comment
depts / certificated caravan sites refused			
No and area of depts for shooting purposes.	RT9	0	
No. of commercial equestrian depts	RT10 - RT11	2	One change of use of a building from agricultural to commercial equestrian stabling/livery. One commercial manège.
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.

- 6.54 **COMMUNITY SERVICES AND FACILITIES:** the indicators in Table 6.7 seek to measure the changes in services and facilities within the National Park. The Local Plan policies aim to ensure that there is a range of accessible services and facilities retained in communities across Exmoor.
- 6.55 Several small-scale community services and facilities were permitted during 2011/12. Although these developments are small-scale they can make a considerable difference to the use and viability of an existing service or facility. For example the provision of a cover for the swimming pool at Dulverton Middle School extends the useable season.
- 6.56 Some facilities have been permitted through replacement buildings including the National Park Centre at Lynmouth, the health centre in Lynton and a school building at Dunster and other facilities have been extended - this enables facilities to be updated and improved to benefit local communities and in some cases visitors to the National Park. Only one community service, a small shop in Timberscombe, was lost through demolition during the monitoring period (see image of former shop below).



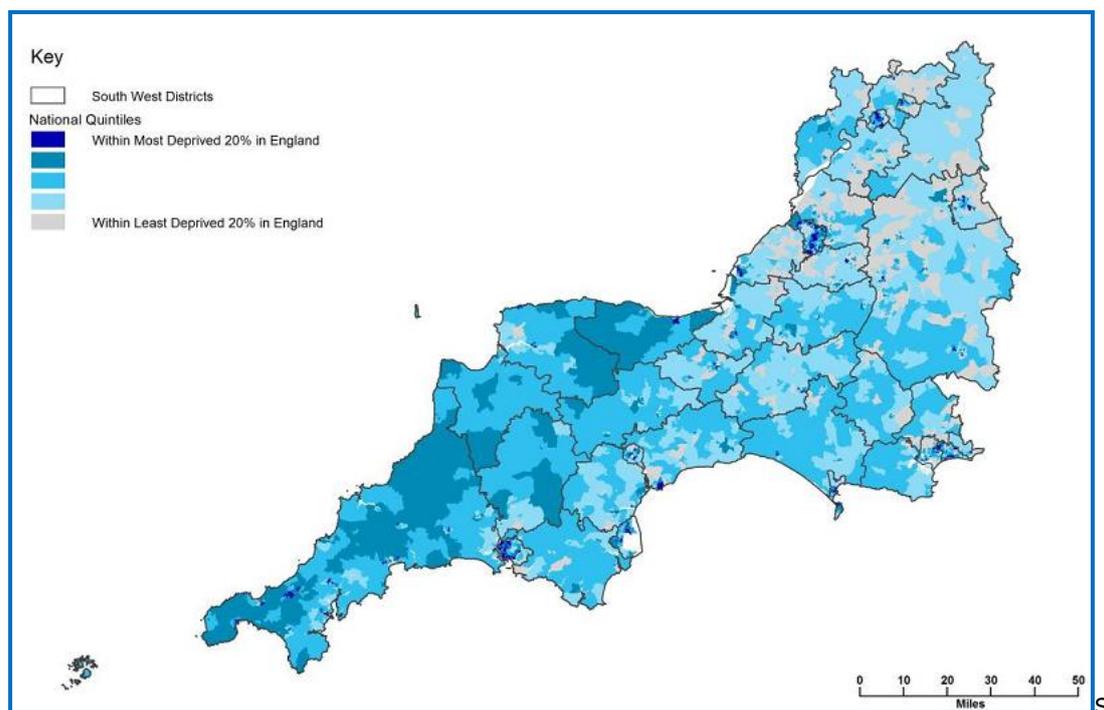
© ENPA (2009) – former shop at Timberscombe

Table 6.7: 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 6.7a. Data will include areas which are not within the National Park boundary. Index of Multiple Deprivation 2010	
Creation and loss of community services and facilities	CSF2 - CSF3	<p>Community services and facilities permitted:</p> <ul style="list-style-type: none"> • A replacement health centre in Lynton, • A new school building at Dunster • Extension to Dulverton Fire Station • A cover over the swimming pool at Dulverton Middle School • A new climbing frame at Brompton Regis • Extension to a graveyard at Luxborough • Replacement National Park Centre at The Pavilion in Lynmouth • Lynton: loss of a shop to a veterinary practice / loss of a veterinary practice to a shop (no net loss) <p>Loss of services and facilities</p> <ul style="list-style-type: none"> • Loss of shop at Timberscombe 	

6.57 The Index of Multiple Deprivation combines a number of indicators to cover a range of issues, into a single deprivation score or rank for each small area in England. There are seven domains of deprivation, and each domain contains a number of component indicators. The criteria for inclusion of these indicators are that they should be specific,

appropriate, capable of being updated on a regular basis, and available for the whole of England at a small area level.



South West Lower Super Output Areas by IMD Quintile²⁸

6.58 Barriers to Housing and Services Domain²⁹ – this domain measures the physical and financial accessibility of housing and key local services. The indicators fall into two sub-domains: ‘geographical barriers’, which relate to the physical proximity of local services, and ‘wider barriers’ which includes issues relating to access to housing such as affordability.

6.59 Wider barriers:

- Household overcrowding – the proportion of households within an LSOA which are judged to have insufficient space to meet the household’s needs
- Homelessness – the rate of acceptances for housing assistance under the homelessness provisions of the 1996 Housing Act (at local authority district level)
- Difficulty of access to owner-occupation (local authority district level) – proportion of households aged under 35 whose income means they are unable to afford to enter owner occupation.

6.60 Geographical barriers:

- Road distance to a GP surgery
- Road distance to a supermarket or convenience store
- Road distance to a primary school

²⁸ <http://www.swo.org.uk/local-profiles/indices-of-multiple-deprivation/>

²⁹ Communities and Local Government – The English Indices of Multiple Deprivation 2010: Neighbourhoods Statistical Release 24 March 2011

- Road distance to a Post Office.

- 6.61 Table 6.7a sets out the distance of households from key services – this is based on Lower Super Output Areas (LSOA) and the 2010 Index of Multiple Deprivation (IMD). The data clearly shows that LSOA Exmoor & Quarme, which covers parishes such as Exford, Simonsbath, Withypool, Winsford, Cutcombe and Brompton Regis, continues to be the furthest LSOA from the key services listed.
- 6.62 In terms of the ‘Barriers to Housing and Services Domain’ the Exmoor & Quarme area is one of the lowest in England, ranked only 3 out of 32482 – however many of the other LSOAs in the National Park also have a low ranking in this domain. Other domains for these areas score highly such as crime, health, employment and education and skills; causing the overall IMD ranking to be higher.
- 6.63 There has generally been very little change for most of the areas listed in Table 6.7a between 2007 and 2010. However, Old Cleeve LSOA has dropped by over 2000 in the IMD ranking and the Parracombe/Combe Martin area has increased by nearly 1400. Lynton & Lynmouth LSOA continues to have the highest ranking in the National Park, and is the only area above the mid-point IMD ranking (16241).

Table 6.7a

Lower Super Output Area in order of Index of Multiple Deprivation (2010)	Road Distance to (KM)				IMD Ranking 2007/2010 ³⁰
	Post Office	Food Shop	GP	Primary School	
Dulverton and Brushford E01029328	1.79	1.79	2.12	2.44	11063/11093
Old Cleeve E01029335	2.89	7.16	4.62	5.43	13568/11291
Exmoor & Quarme E01029338	2.19	8.51	11.23	5.82	12965/12410
Porlock & District E01029336	1.48	1.92	2.02	2.61	13237/12609
Parracombe / Combe Martin E01020100	2.19	5.15	11.59	2.47	11418/12796
Aville Vale & Dunster E01029325	0.43	3.50	4.37	0.88	14517/14562
Lynton and Lynmouth E01020126	1.05	1.68	1.64	1.43	17609/17506
Population weighted average road distance to a specific service					
IMD Ranking: 1 = most deprived area, 32482 = least deprived area (mid-point = 16241)					

- 6.64 Problems concerning the loss of services such as shops, post offices and petrol stations and low levels of public transport provision within rural communities are well documented. Local Plan policies seek to protect local services and facilities such as shops, Post Offices and

³⁰ Department for Communities and Local Government, Indices of Deprivation 2010

schools from change of use in rural settlements to help address the issue of accessibility over mobility to benefit both visitor and residents. The loss of such community services and facilities would mean that those with the means to do so would have to travel further to access services and facilities.

6.65 **UTILITIES:** 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 6.8: UTILITIES

Indicators	Policy	Result	Comment
Percentage of Exmoor river length achieving River Ecosystem Class 1 Water Quality (NHI)	U1 - U6		Data from the Water Framework Directive through the River Basin Management Plan (RBMP) for the South West – see paragraphs 6.66 - 6.68
No. of recorded water pollution incidents on Exmoor	U1 - U6	15	Substantiated water pollution incidents. Contains Environment Agency information © Environment Agency and database right.
No. of developments located in flood risk areas.	U7	Several developments are located in flood risk zones 2 and 3. Only 9 applications warranted a flood risk assessment (FRA) detailing how flooding would be mitigated.	Environment Agency objected to 6 applications – 4 were approved after further information submitted to satisfy EA concerns.
No. of developments incorporating Sustainable Drainage Measures	U8	5	Applications where it is conditioned that the applicant should incorporate flood alleviation measures or details are provided as part of a FRA.
No. of new power lines/utility services undergrounded as a proportion of planning permissions	U9 - U10	10 developments - where undergrounding of power lines required	Including power lines connecting wind turbines, some agricultural buildings and dwellings.

Table 6.8: UTILITIES

Indicators	Policy	Result	Comment
No. of telecommunications masts and other antennae permitted.	U11	1	One 15m tree monopole to replace an existing temporary mast at the Cutcombe Market site.

- 6.66 The River Basin Management Plan (RBMP) for the South West which delivers the Water Framework Directive has a number of classifications to report on the status of water bodies. For surface waters these include ecological and chemical status. For a water body to be in overall 'good' status both ecological and chemical status must be at least 'good'³¹.
- 6.67 The ecological status of the majority of river length, including the Barle, Exe, West Lyn and Badgworthy Water, in the National Park area is good – with the Heddon, Lee, Haddeo, Quarme, Washford and Avill rivers all classified as moderate. However, part of the East Lyn, the Pulham River and Horner Water were identified as poor in the 2009 survey³². The failing element for each of these water bodies was 'fish'. The part of the East Lyn classified as poor was re-surveyed as it is a priority water body (priority to attain an ecological status of 'good' by 2015), and the 2010 interim status improved to moderate on the basis of these results. Further work to improve the ecological quality of the Horner cluster (including the River Aller) is going. The status of Horner Water is awaiting re-classification of data to include more recent fish surveys and further measures will be identified if the classification has not improved. The physical factors of the catchment including topography and impermeable geology have an important role in the river flows and abstraction during dry periods. This watercourse also supplies Nutscale Reservoir³³.
- 6.68 None of Exmoor's rivers require assessment for their chemical status – because the chemical pollutants assessed through the RBMP are not discharged into these water bodies in significant quantities.
- 6.69 There were 15 pollution (notification) events within the National Park during the monitoring period – 3 of which were considered to be of no interest and one duplicate incident. Five of the reported incidents were located at the same grid reference in Simonsbath, but on further investigation were triggered when the river gauge reached a certain level. The Environment Agency's National Incident Recording System logs all notifications including pollution and flood alerts.

³¹ Environment Agency River Basin Management Plan, South West River Basin District Annex A: Current state of our waters (December 2009)

³² Note: classification of ecological status includes categories – high, good, moderate, poor, and bad.

³³ Contains Environment Agency information © Environment Agency and database right

- 6.70 The Environment Agency (EA) objected to six applications during 2011/12 (see Table 6.8a below) – only four were approved following the submission of additional information which ensured that the EA objections were not sustained.
- 6.71 Nine applications approved, included a Flood Risk Assessment explaining the likelihood of flooding, and the mitigation which would be undertaken to address flooding issues. Four of these permissions had conditions attached to ensure that specific elements of the FRA were adhered to. These applications had regard to Environment Agency (EA) standing advice which applies to certain types of application within flood zones 2 and 3³⁴.
- 6.72 EA standing advice for householder developments or non-residential extensions (less than 250m²) in flood zones 2 and 3 requires that: *Floor levels within the proposed development will be set no lower than existing levels AND, flood proofing of the proposed development has been incorporated where appropriate OR floor levels within the extension will be set 300mm above the known or modelled 1% (1 in 100 chance each year) river flood level or 0.5% (1 in 200 chance each year) tidal & coastal flood level.*

Table 6.8a

Application	Proposal	Environment Agency Objection	Outcome
6/13/11/107	Proposed replacement of existing timber stables with stone stables, secure storage and garaging.	Risk to life and / or property, Sequential Test not adequately demonstrated, Unsatisfactory FRA/FCA Submitted	Application refused
6/26/11/105	Proposed upgrading of existing vehicular access track including constructing a bridge over stream.	Risk to life and / or property	No further objections from the EA, subject to attaching a suitable condition to the permission.
6/27/11/120	Erection of seven 2-storey residential dwellings.	Unsatisfactory FRA/FCA submitted (Surface Water)	No objection after revised FRA submitted by the applicant
6/9/11/125	Proposed vehicular access (retrospective).	PPS25/TAN15 - Request for FRA/FCA	No objection sustained after receipt of further information.
6/27/11/126	Proposed vehicular bridge over stream.	Risk to life and / or property	No objection after receipt of further information and

³⁴ 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

Application	Proposal	Environment Agency Objection	Outcome
			updated drawings
6/25/11/105	Proposed demolition of existing farmhouse together with the proposed construction of a new farmhouse.	Unsatisfactory FRA/FCA Submitted	Application withdrawn

6.73 Ten planning permissions were subject to conditions to ensure that utility services and/or power lines were undergrounded to the new development 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. However, similar to the previous reporting period this included conditions applied to the renewable energy schemes, such as wind turbines, approved during 2011/12.

6.74 **TRAFFIC AND TRANSPORT:** The successful management of roads and traffic underlines the strategies for conservation, public enjoyment and community well-being, as well as contributing to sustainability.

6.75 The indicators within Table 7.9 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 6.9: TRAFFIC & TRANSPORT			
Indicator	Policy	Result	Comment
Volume of traffic - volume of HGV traffic	TR1 - TR9	See table 6.9a below	
Car & cycle parking provision in new development	TR10	6 applications directly specified parking arrangements for motorised vehicles. 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	88.1% (37 of 42) completed dwellings	Within 400m of a bus stop = daily service running Mon-Sat throughout the year and providing five return journeys per day.

Table 6.9: TRAFFIC & TRANSPORT

Indicator	Policy	Result	Comment
No. of settlements with daily bus service.	TR11	10	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	21.6m	6/29/12/103 Formal diversion of footpath required for the development of an agricultural building.

Table 6.9a Average Annual Daily HGV Traffic

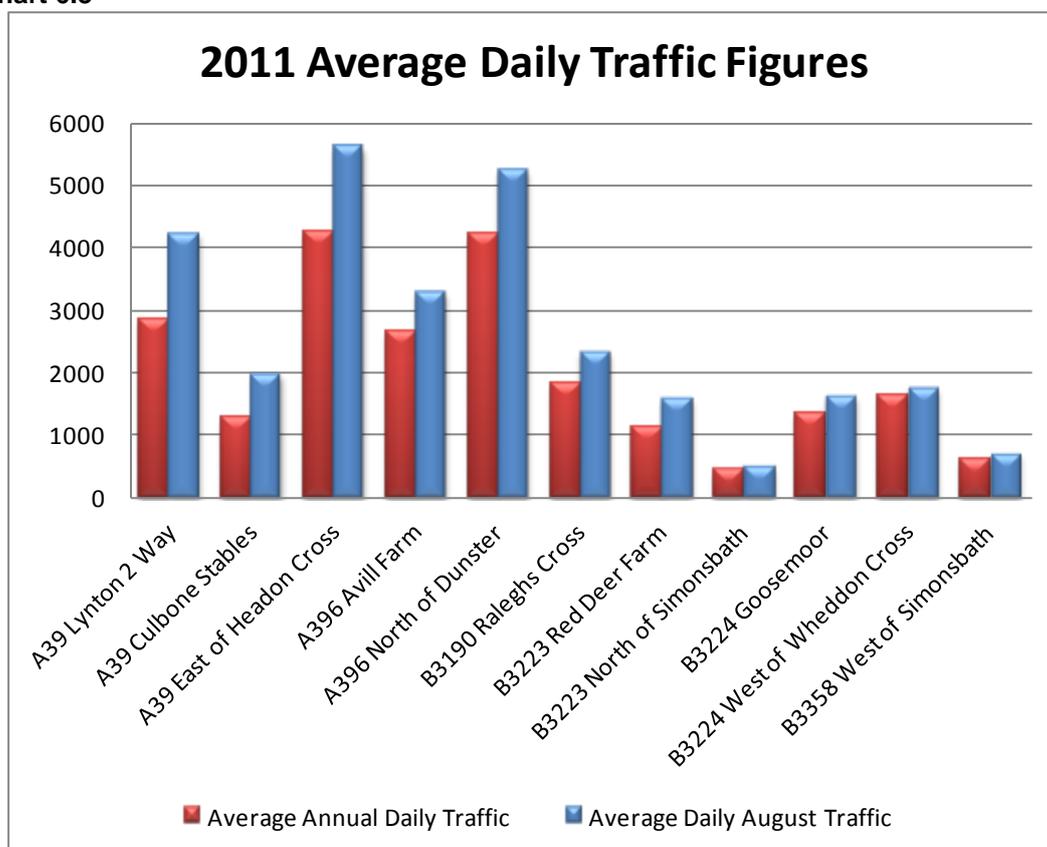
Road	Location	2007	2008	2009	2010	2011
A39	Culbone Stables	20	20	20	20	20
A39	East of Headon Cross	40	40	40	40	40
A396	South of Dulverton	20	20	20	20	30
A396	Avill Farm	40	40	40	40	40
A396	North of Dunster	50	40	40	40	40
B3190	Raleghs Cross	40	40	60	60	60
B3223	Red Deer Farm	20	20	20	20	30
B3223	North of Simonsbath	10	10	10	10	10
B3224	Goosemoor	30	30	30	30	50
B3224	West of Wheddon Cross	20	20	20	20	20
B3358	West of Simonsbath	20	20	20	20	20

- 6.76 Charts 6.3 and 6.4 below illustrate the average daily traffic flows on the main transport routes within the National Park. Annual average daily traffic counts within the National Park show relatively stable traffic numbers compared to previous years (chart 6.4). The roads with the highest average daily traffic in the National Park are the A396 at Dunster and the A39 towards Porlock, and at Lynton. It is clear from chart 6.3 that traffic flows during August are substantially higher than average annual daily flows particularly on the A39 and. As a consequence there is some congestion experienced in some settlements during these peak periods including Dunster and Porlock.
- 6.77 Heavy Goods Vehicles (>7.5 tonnes) traffic levels recorded at specific points across the West Somerset area of the National Park remains stable. However, there has been a notable increase of 20 vehicles on average per day at Goosemoor on the Brendon Hills rising from 30 to 50. This corresponds with slightly higher HGV movements at Raleghs Cross and south of Dulverton on the A396. HGV traffic is directed via Machine Cross, Heathpoult Cross, Raleghs Cross and Sticklepath to avoid restrictions at Dunster and difficult turning at Wheddon Cross.
- 6.78 The National Park aims to encourage the use of sustainable forms of transport wherever possible, although it is recognised that there is a

high dependency upon private cars for the majority of journeys to work (Census 2001) due to the limited public transport network. Five out of 13 completed dwellings (gross housing completions – see Appendix 1 for further information) were accessible by a regular daily public transport service.

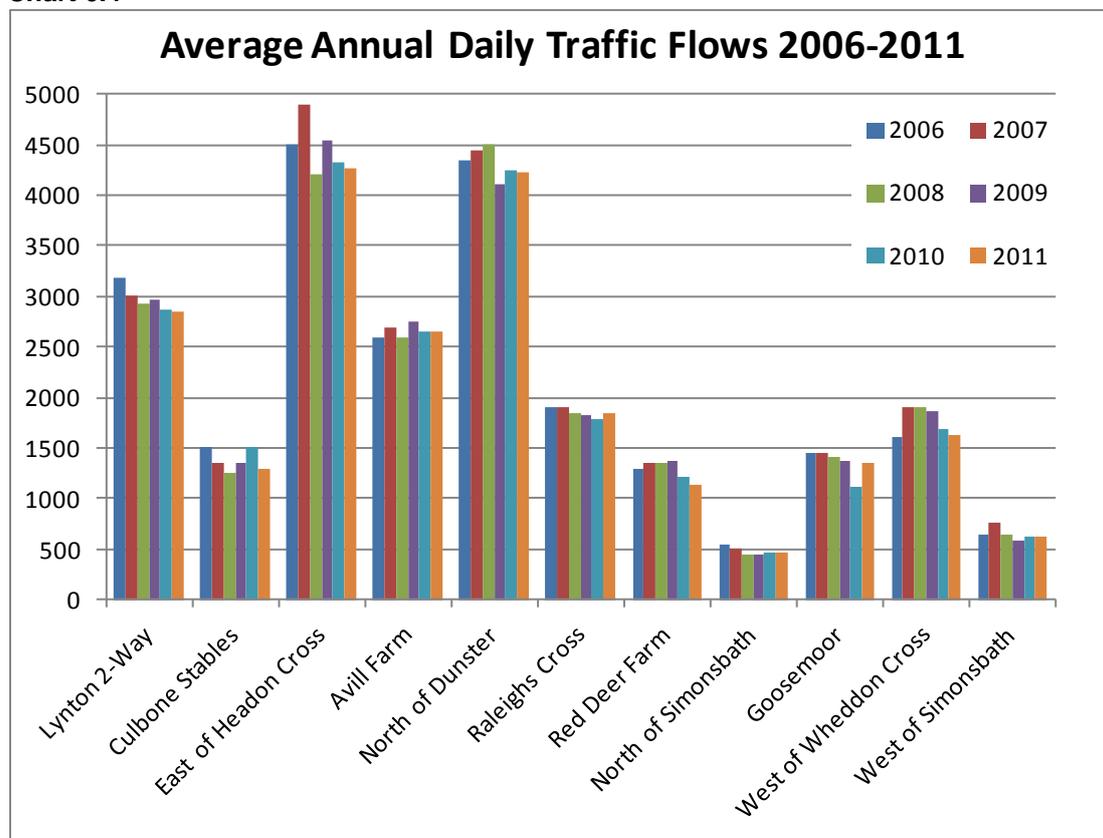
- 6.79 There are no hourly bus services that serve the National Park directly (the Minehead to Taunton service does serve Dunster but the bus stop is outside the National Park boundary). Bus services such as the 398/399, 309/310, 39 and 25B do serve a number of settlements on Exmoor on a regular daily (Monday to Saturday) basis throughout the year.
- 6.80 There are 10 settlements served by a regular daily bus service on Exmoor (with at least 5 or more return journeys), which leaves a number of smaller villages which may only receive a weekly bus service or no service at all. The majority of completed dwellings (37 of 42) were located in settlements with a regular daily bus service.
- 6.81 Some community transport schemes and demand responsive transport such as the Slinky Bus³⁵ (serving the West Somerset parishes in the National Park), do serve these areas where people do not have access to their own transport or regular public transport.

Chart 6.3



³⁵ The SLINKY Bus service is a door to door pre booked demand responsive transport: <http://www.somerset.gov.uk/somerset/ete/passengertransport/public/slinky/index.cfm?overrid e=subtopic&infoid=7076>

Chart 6.4



6.82 **MINERALS AND WASTE:** 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.

6.83 Minerals: The general policy of the National Park Authority is to resist proposals for mineral workings within the National Park, owing to the major impact on the landscape, public enjoyment and local communities.

6.84 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.

6.85 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.

6.86 Both District Councils for West Somerset and North Devon operate fortnightly kerb-side collections for recyclable materials, but some

recycling collection points are also located within settlements on Exmoor to encourage the recycling of waste materials such as paper, cardboard, glass and steel/aluminum cans.

Table 7.10: Minerals & Waste

Indicator	Policy	Result	Comment
No. and proportion of mineral applications permitted	M1 -M3	0	No applications received 2010/11
No. of quarries for local building stone.	M4	0	1 extant permission - not active
No. of recycling facilities	WD1 - WD2	2 in the North Devon area of the National Park 5 in the West Somerset area of the National Park.	WSDC and NDDC both operate kerbside collections for recyclable materials.

7 EVALUATION OF PLANNING APPLICATIONS

2011/12 PLANNING STATISTICS

- 7.1 During the AMR period the Development Management Team received 329 planning applications - an increase of 4% compared to last year. However, 20 applications were withdrawn, leaving a total of 309 applications.
- 7.2 The Development Management Team determined 279 applications, a 6% decrease in the number of planning applications that were determined during the last monitoring period.
- 7.3 Fee income has decreased which is mainly due to the lower number of small-scale major applications received during the monitoring period.

Year	£	No. of applications received
2004/05	£52,130	349
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

- 7.4 The majority of planning applications received by the Authority are classified as:
- **small-scale 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.
- 7.5 During 2011/12 two major applications were granted planning permission (see table below) with the proportion of applications classified as minor, and 'other' almost equal (see Table 9.2 below). The percentage of delegated decisions for applications i.e. determined by officers continues to be high at 91.4%. Of those remaining applications decided at Planning Committee, there were some instances where the decision made by the Committee was contrary to the Officers recommendation. These decisions were made for a variety of reasons including: in light of further information following deferral or advice

given; or where Members felt the balance of the evidence presented supported their final decision.

Application Type	Number	%
Small Scale Major	2	0.72%
Minor	140	50.18%
Other	137	49.10%

- 7.6 A continuing high proportion (97%) of applications was approved during 2011/12, reflecting time spent by Officers in pre-application discussions with potential applicants, including weekly planning surgeries held at Lynton and Porlock. The percentage of 'major' applications determined within 13 weeks falls below target, however this is due to the small number of major applications determined (2 applications), which can have a significant impact on whether or not the target is achieved; whilst for 'minor' and 'other' applications determined within 8 weeks the targets have been exceeded (see Table 9.3).

% Small-Scale Major Applications within 13 Weeks (target 60%)	% Minor Applications within 8 weeks (target 70%)	% Other Applications within 8 weeks (target 80%)
50.00%	72.86%	81.02%

APPEALS

- 7.7 Four appeals were determined by the Planning Inspectorate during the 2011/12 – see Table 9.4 below for further details. The Inspector upheld the decisions of the Authority for 3 of the 4 appeal decisions.

Table 9.4: Appeal Decisions During 2011/12

Application No. Appeal No.	Parish & Appeal Details	Proposal / Breach	Appeal Type	Inspector's Decision
APP/F9498/D/11/ 2164132	Porlock Proposed double and single storey side extensions.	Householder Appeal	Written Representation	Dismissed
APP/F9498/A/11/ 2145707/NWF	Timberscombe Retention of an existing unauthorised ground floor extension and replacement of unauthorised roof with new roof design.	Against Refusal of Permission	Written Representation	Allowed
APP/F9498/A/11/ 2157016/NWF	Lyton & Lynmouth Proposed erection of 3 no 2 bedroom local affordable dwellings.	Against Refusal of Permission	Written Representation	Dismissed
APP/F9498/A/11/ 2153487/NWF	Parracombe Proposed conversion of 2 no. barns to 2 no. holiday units to include the addition of a passing place in access drive.	Against Refusal of Permission	Written Representation	Dismissed

7.8 **PLANNING BENCHMARKING CLUB AND PLANNING FEES:** The Government has signalled their intent to devolve planning fee setting to local government. The indications are that each local planning authority will be required to set their own fees to recover their costs on application handling and depending on the wording of the regulations this could have significant consequences for the delivery of the Development Management Service. The Planning Advisory Service (PAS)³⁶ in partnership with CIPFA³⁷ has designed a fee-setting model that all authorities can use to help set fees fairly. The benchmarking club, which started in 2010, includes detailed work on costs and production of planning fees of around 250 local planning authorities.

7.9 Since 'fee setting' was proposed the Government has introduced new fee regulations to increase planning fees by 15%, from 22nd November 2012. This is the first rise in fees since 2008. It is not clear whether the Government is still considering the introduction of local fee-setting; however a further round of benchmarking is also scheduled for November 2012.

³⁶ <http://www.local.gov.uk/web/pas-test-site/41-planning-benchmarking-club-and-planning-fees;jsessionid=6123381DDF933B2BBC90003B0E7EEF21>

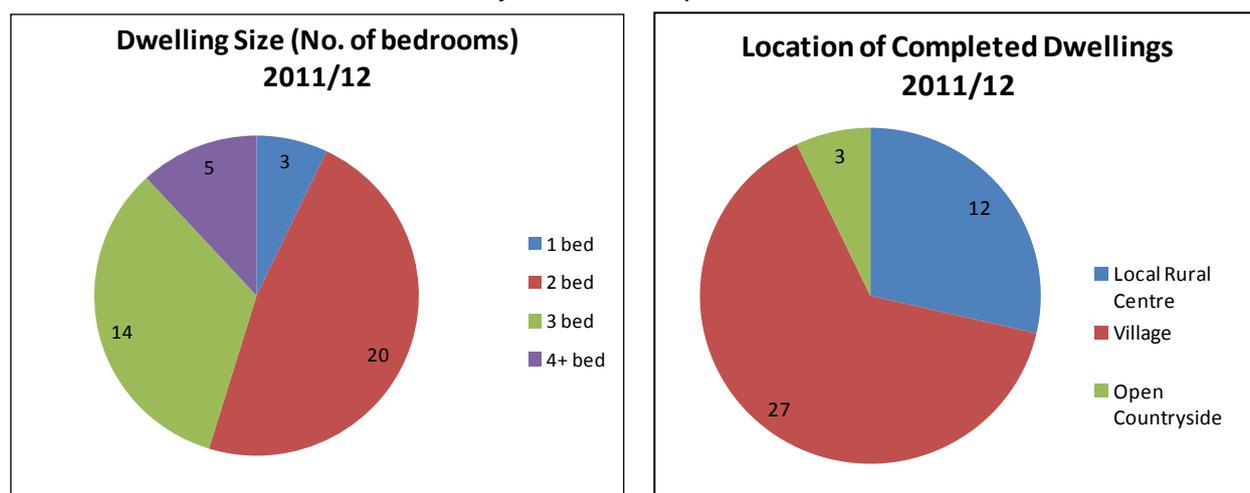
³⁷ The Chartered Institute of Public Finance and Accountancy

8 APPENDIX 1: HOUSING COMPLETIONS 2011/12

During April each year a housing survey is carried out. It updates information on the construction or creation of housing (or dwelling units) 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:

Completions

- 42 Completions (Gross).
- 42 Completions (Net).
- 62% were on previously developed land.
- In terms of dwelling density:
 - 45% of the sites had a density of less than 30 dwellings per hectare (dph),
 - 55% had a density of 30-50dph, and
 - 0% had a density of over 50dph.



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, if a house was subdivided into 3 flats this would be recorded as 3 units completed (the gross figure), but only a net gain of 2 units, as one dwelling unit (the house) already existed. Similarly building a replacement dwelling produces no net gain in the total dwelling stock.

For some years (including this monitoring period) 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.

9 GLOSSARY

AMR:	Annual Monitoring Report
CWS:	County Wildlife Site
CLG/DCLG:	Department for Communities and Local Government
DPD:	Development Plan Document
EA:	Environment Agency
LDD:	Local Development Document
LDS:	Local Development Scheme
NPPF:	National Planning Policy Framework
ONS:	Office for National Statistics
PPS:	Planning Policy Statement
PPG:	Planning Policy Guidance
RSS:	Regional Spatial Strategy
SA:	Sustainability Appraisal
SAC:	Special Area of Conservation
SCI:	Statement of Community Involvement
SEA:	Strategic Environmental Assessment
SPD:	Supplementary Planning Document
SSSI:	Site of Special Scientific Interest