

EXMOOR NATIONAL PARK DRAFT LOCAL PLAN

SCOPE FOR ALTERNATIVE OPTIONS

PLANNING COMMITTEE 2ND JULY 2013



STRATEGIC POLICIES		SCOPE FOR ALTERNATIVE OPTIONS
<p>This table sets out a consideration of alternative strategic options for the strategic policies in the Draft Local Plan. In many instances, it is considered that, within the National Park, there is no scope for alternative options as they would conflict with National Park purposes and/or sustainable development aims. It is considered that there are no reasonable alternative options to the spatial strategy given the rural nature of the National Park, size and capacity of its settlements and National Park designation.</p> <p>The Draft Local Plan has taken into account the evidence including consultation responses from workshops scoping issues and options, consultation events with local schools, local communities and stakeholders through 'Your Future Exmoor' (YFE) and has had regard to national policy. During preparation of the Plan there have been important changes to the planning system including abolition of Structure Plans and Regional Spatial Strategies and publication of the national Planning Policy Framework which has replaced most previous national planning policy.</p>		
4. GENERAL POLICIES		
GP1	General Policy: National Park Purposes & Sustainable Development	Policy sets out the principles of sustainable development and National Park purposes. It is therefore considered that there is no scope for alternative options.
GP2	Model Policy	Policy GP2 is included to satisfy national requirement as it sets out the Government's stance on sustainable development. It is therefore considered that there is no scope for alternative options.
GP3	General Policy: Major Development	It would be contrary to National Park purposes and the legal duty to provide alternatives for this policy which includes criteria for major development proposals in the National Park.
GP4	General Policy: Spatial Strategy	<p>At YFE two options were presented for settlements as set out in the table below. There was significant support for treating all identified settlements equally to provide for development, as opposed to the current policy which identifies a settlement order of 3 larger settlements and 18 villages for development. Policy GP4 reflects this in so far that it provides for a scale of development that is proportionate to the settlement size and reflects the capacity of each settlement to accommodate new build development without having an adverse impact.</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>HOW TO DECIDE THE MOST SUITABLE LOCATIONS FOR NEW DEVELOPMENT TO ENSURE THE SELF-SUFFICIENCY OF EXMOOR'S COMMUNITIES?</p> </div>

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	<p>a) As now, identify a settlement order of 3 larger settlements and 18 villages, to show where development such as affordable housing will be allowed, with some more flexibility in the 3 larger settlements.</p> <p>b) Treat all identified settlements equally to allow for development appropriate to the size, character and need of each settlement and its parish.</p> <p>The Strategic Options consultation went further to explore options as to the approach to be taken in identifying named settlements in terms of where new development should take place. Three options were presented and these are set out below.</p> <p>a) Settlement Option A: Allow for new build development in <u>all</u> towns and villages listed in the Exmoor National Park Local Plan 2001-2011 namely: Allerford, Barbrook, Bridgetown/Exton, Brendon, Brompton Regis, Challacombe, Dulverton, Dunster, Exford, Luccombe, Luxborough, Lynton and Lynmouth, Monksilver, Parracombe, Porlock, Roadwater, Simonsbath, Timberscombe, Winsford, Withypool, Wheddon Cross/ Cutcombe and Wootton Courtenay.</p> <p>b) Settlement Option B: Allow for new build development <u>only</u> in those towns and villages where there is a school, a regular bus service which runs 5+ times a week and a shop. This would include: Cutcombe/Wheddon Cross, Dulverton, Dunster, Exford, Lynton and Lynmouth, Parracombe, Porlock and Timberscombe</p> <p>c) Settlement Option C: Allow for new build development in <u>all</u> towns and villages listed in Option A <u>and</u> settlements with a shop and/or pub and/or village hall. This would include the additional settlements of: Hawkridge, Twitchen, Heasley Mill, Martinhoe, Countisbury, Rockford¹, Oare, Porlock Weir, West Porlock, Selworthy, and Withycombe.</p>

¹ Rockford has been deleted from the list of settlements in Table 1 due to the considerable constraints the settlement has for further development (flood risk and proximity of internationally important habitat).

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		The Your Future Exmoor issues and options demonstrated that most people were in favour of treating all settlements the same rather than distinguishing between them. The inclusion of the additional settlements (listed under Strategic Option C) received the most support. Strategic Option C is considered to be the most appropriate approach to ensure that provision is made for limited development opportunities to address the needs of these smaller communities and help sustain them over the longer term. while ensuring the conservation and enhancement of their landscape.
GP5	General Policy: Securing Planning Benefits - Planning Obligations	This is an enabling policy which provides for the consideration of using a community infrastructure levy (CIL), as a means of securing planning benefits. Consultation on CIL will be undertaken if CIL is considered an appropriate mechanism for securing planning benefits for the National Park. This would, at that time, involve a consideration of alternatives.
GP6	General Policy: Enhancing the National Park	This policy seeks to further the statutory purposes of conservation and enhancement of the National Park. It is therefore It is therefore considered that there is no scope for alternative options.
5. CONSERVING AND ENHANCING EXMOOR		
CE-S1	Landscape Character	This policy seeks to conserve and enhance the landscape of the National Park in line with statutory National Park purposes. It is therefore considered that there is no scope for alternative options.
CE-S2	Biodiversity	This policy seeks to conserve and enhance the biodiversity of the National Park in line with statutory National Park purposes. It is therefore considered that there is no scope for alternative options.
CE-S3	Green Infrastructure	This policy, in line with statutory National Park purposes, seeks to conserve and enhance the National Park through the creation of multifunctional green infrastructure networks. There are no strategic spatial implications. It is considered that there is no scope for alternative options.
CE-S4	Cultural Heritage and Historic Environment	This policy seeks to conserve and enhance the cultural heritage and historic environment of the National Park in line with statutory National Park purposes. Given statutory National Park purposes, It is therefore considered that there is no scope for alternative options.
CE-S5	Principles for the Conversion or Structural Alteration of Traditional Buildings	There are no strategic spatial implications associated with this policy which seeks to conserve and enhance the cultural heritage and historic environment of the National Park

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		consistent with statutory National Park purposes. Given statutory National Park purposes it is therefore considered that there is no scope for alternative options.
CE-S6	Principles for the Conversion or Structural Alteration of Non-Traditional Buildings	There are no strategic spatial implications associated with this policy which seeks to conserve and enhance the National Park and by reusing existing buildings be consistent with sustainable development aims. Given statutory National Park purposes, it is considered that there is no scope for alternative options.
CE-S7	Design & Sustainable Construction Principles	There are no strategic spatial implications associated with this policy which seeks to conserve and enhance the National Park. Given statutory National Park purposes, it is therefore considered that there is no scope for alternative options.
CE-S8	Small Scale Working or Re-working for Building and Roofing Stone	<p>The YFE consultation gave three reasonable alternatives to providing local building stone within the National Park – these alternative options aimed to balance the need to have a supply of local building stone with the protection of Exmoor’s special qualities. The options are set out in the box below. Option A, (providing for the reopening of former quarries to enable the small scale working of building stone) based on the approach set out in the 2005 Local Plan received the most support. However, there was also support for the opening of new small scale quarries (option B). Policy, CE-S8, in the Draft Local Plan, reflects these findings and, in principle, provides for small scale quarries and the re-working of existing small quarries to provide building or roofing stone subject to the criteria set out in policy CE-S8 and other policies in the Plan.</p> <div style="border: 1px solid black; padding: 5px;"> <p>LOCAL BUILDING STONE - HOW TO ENABLE ENOUGH LOCAL BUILDING STONE FOR THE NATIONAL PARK WHILE GUARDING AGAINST HARM FROM QUARRYING ON EXMOOR?</p> <p>a) As now, allow the reopening of former quarries to enable small scale working of building stone for use only within the National Park.</p> <p>b) Allow the opening of new small scale stone quarries to provide building stone for use only within the National Park</p> <p>c) Do not allow any quarrying for building stone and rely on stone from quarries outside of the National Park.</p> </div>
CE-S9	Major Mineral Extraction	Given statutory National Park purposes and government policy, it is considered that there are no reasonable spatial alternatives.

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6. RESPONDING TO CLIMATE CHANGE		
CC-S1	Climate Change Mitigation & Adaptation	Given statutory National Park purposes and government policy on sustainable development, it is considered that there are no reasonable spatial alternatives.
CC-D2	Coastal Development (Should this be a strategic policy?)	<p>The YFE consultation presented two reasonable alternatives when considering how to respond to coastal change and these are set out in the box below. There was a clear preference to not provide for development in areas at risk of coastal change. Policy CC-D2 reflects these findings and it is considered that there are no reasonable spatial alternatives to the approach.</p> <div style="border: 1px solid black; padding: 5px;"> <p>How to plan for the effects of climate change and sea level rise on the coast?</p> <p>a) Do not allow any development in areas at risk of coastal change. b) Allow temporary business uses (recreation/tourism) in areas currently in use but at risk of future flooding/coastal change (to enable use of the land and support the local economy)</p> </div>
CC-S2	Responding to Coastal Change	Policy CC-S2 sets the approach to be taken to development proposals within the National Park that seek to adapt to the effects of coastal change. Given statutory National Park purposes and the government's policy on sustainable development, it is considered that there are no reasonable alternatives.
CC-S3	Low Carbon & Renewable Energy Development	Given statutory National Park purposes, it is considered that there are no reasonable alternatives to providing for low carbon and renewable energy development than a requirement that it is small scale as provided for in Policy CC-S3.
CC-S4	Waste Management	Given statutory National Park purposes, it is considered that there are no reasonable alternatives to providing for waste facilities other than that that they are small scale for the re-use, recycling, composting as provided for in Policy CC-S4.
CC-S5	Pollution	There are no strategic spatial implications to this policy. Policy CC-S5 seeks to minimise pollution in line with government policy. However, the control of processes or emissions regarding pollution is subject to approval under other pollution control regimes which fall

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		outside of planning powers. Given all these issues, it is considered that there are no reasonable alternatives to this policy.
7. ACHIEVING A THRIVING COMMUNITY		
HC-S1	Housing	Given statutory National Park purposes, it is considered that there are no reasonable alternatives to providing for local need affordable housing as the principal community identified need and providing for housing for those living and working in the area. This includes housing to address the needs of an ageing population for which alternatives were presented at YFE and for which there was support. This approach is consistent with the duty to foster the socio-economic wellbeing of the National Park's communities.
HC-S2	Housing Conservation and Enhancement	Given statutory National Park purposes, it is considered that there are no reasonable alternatives to providing for the enhancement of the National Park.
HC-S3	Local Occupancy Criteria	A number of reasonable options in terms of the definition of 'local connection' were consulted on at YFE. In terms of the residency period, those options with most support were 10 or more years with some support for 5-9 years. There was support for 10 years continuous residency and 10 in the last 20 years. In terms of the geographical qualification there was most support for a parish and /or its adjoining parishes. There was some, though less support, for anywhere in the National Park. Given statutory National Park purposes and the duty to foster social -economic wellbeing of local communities, it is considered that there are no reasonable alternatives to the local occupancy definition.
HC-S4	Financial Contributions for Affordable Housing	Policy HC-S4 and other relevant plan policies set out the circumstances when a financial contribution may be sought in lieu of on site affordable housing. These occasions are not expected to generally arise. Alternative off-site provision may be considered where the scheme would provide more affordable homes than are needed in the parish and adjoining parishes. Given statutory National Park purposes and the duty, it is considered that there are no reasonable alternatives.
HC-S5	'Principal' Residence Housing	The issue and impact of second homes was raised by consultees through YFE. Given the legal duty to the social economic wellbeing of local communities and the high demand for second homes in the National Park it is considered that there is no reasonable alternative approach.
HC-S6	Travelling Communities	Consistent with the conservation and enhancement of the National Park duty to local communities, and the overall approach to housing in Exmoor, a criteria rural exception site

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		policy approach to address the proven needs of the local community is considered to be the only reasonable approach in the National Park.
HC-S7	Local Commercial Services & Community Facilities	There was strong support through YFE for the retention of community services and for the flexible use of buildings to enable a community service to continue. Consistent with the statutory purposes of the National Park and the legal duty to foster the social economic well-being of local communities, it is considered that there is no reasonable alternative to the approach set out in Policy HC-S7
HC-S8	Residential Institutions	There was support for the provision of nursing homes to address the needs of an ageing population and education facilities to promote the enjoyment of Exmoor at YFE . Consistent with the statutory purposes of the National Park and the legal duty to foster the social economic well-being of local communities, it is considered that there is no reasonable alternative to the approach set out in Policy HC-S8
8. ACHIEVING A SUSTAINABLE ECONOMY		
SE-S1	A Sustainable Exmoor Economy	<p>The YFE consultation presented two options on whether to allocate land for business use and these are set out in the box below. Option A, was considered to be the most appropriate and policy SE-S1 reflects this. This is also in line with the evidence presented in the Exmoor National Park Employment Land Review, which found that land should not be allocated for business use in line with the level of need for local businesses, rather the plan should contain policies to provide a basis for the release of appropriate sites and premises. In turn, existing employment land should be safeguarded so that new business development is not required to replace the loss of employment land. This is provided for in Policy SE-S1 and in turn in policy SE-D2.</p> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;"> <p>WHERE IS THE MOST APPROPRIATE LOCATION FOR NEW/EXTENDED BUSINESS PREMISES TO REDUCE THE NEED TO TRAVEL AND NOT HARM THE LOCAL LANDSCAPE?</p> <p>a) Allocating Land for business use: As now, do not allocate land/buildings but maintain a more flexible approach to the location of future business uses.</p> <p>b) Allocating Land for Business Use: Allocate land/buildings for future business use.</p> </div> <p>Policy SE-S1 also considers extensions to businesses. Two options were provided on</p>

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	<p>extensions to businesses at the YFE consultations and these are set out in the table below. Option A was considered to be the most favourable option and this is reflected in policy SE-S1 which also requires that the proposal will have no adverse impact.</p> <div data-bbox="869 368 2018 676" style="border: 1px solid black; padding: 5px;"> <p>WHERE IS THE MOST APPROPRIATE LOCATION FOR NEW/EXTENDED BUSINESS PREMISES TO REDUCE THE NEED TO TRAVEL AND NOT HARM THE LOCAL LANDSCAPE?</p> <p>a) Extension of Premises: As now, allow the extension of existing buildings in any location.</p> <p>b) Extension of Premises: Allow the extension of existing business premises only within or next to settlements.</p> </div> <p>Policy SE-S1 considers home working and this is carried forward in Policy SE-D1.</p> <p>Three spatial options were presented on home working at the YFE consultations and these are set out in the box below. Options A and C were considered to be the most favourable. Policy SE-S1 reflects these findings and provides for, in principle, proposals for home based employment where they accord with the criteria set out in SE-D1.</p> <div data-bbox="869 951 2018 1378" style="border: 1px solid black; padding: 5px;"> <p>HOW TO SUPPORT HOME WORKERS AND THE SELF-EMPLOYED ON EXMOOR?</p> <p>a) As now, allow home working in houses or converted related outbuildings in any location.</p> <p>b) Only allow extensions to homes and new outbuildings for the purposes of home working within or next to settlements.</p> <p>c) As now, allow some small extensions to homes and new outbuildings within the garden or close to the property for the purposes of home working in any location.</p> </div>

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		The policy also provides a presumption against proposals for intrusive or environmentally damaging business or warehouse development or that which would conflict with National Park purposes. This is in accordance with statutory National Park purposes and there are therefore no reasonable alternatives
SE-S2	Business Development in Local Service Centres and Villages	<p>The YFE consultation presented two options on new build business premises in settlements. Option A was considered the most favourable and Policy SE-S2 reflects this. This is also in accordance with the findings on the options put forward for the spatial strategy set out in Policy GP4.</p> <div style="border: 1px solid black; padding: 5px;"> <p>WHERE IS THE MOST APPROPRIATE LOCATION FOR NEW/EXTENDED BUSINESS PREMISES TO REDUCE THE NEED TO TRAVEL AND NOT HARM THE LOCAL LANDSCAPE?</p> <p>a. New- Build Premises: As now, only allow new-build business premises within or next to any settlements.</p> <p>b. New- Build Premises: Only allow new-build premises within or next to settlements with a wide range of facilities.</p> </div>
SE-S3	Business Development in the Open Countryside	The approach to proposals for business development in the open countryside requires that the location, scale and appearance are acceptable and in accordance with policy SE-S3 to conserve and enhance the National Park. Given statutory National Park purposes, it is considered that there are no other reasonable alternatives.
SE-S4	Agricultural and Forestry Development	Given statutory National Park purposes and the legal duty to local communities, it is considered that there are no other reasonable alternative options.
9. ACHIEVING ENJOYMENT FOR ALL		
RT-S1	Recreation & Tourism	Policy RT-S1 provides for a range of recreation, tourism and environmental education facilities consistent with the criteria set out in RT-S1. Given statutory National Park purposes it is considered that there are no other reasonable alternative options.
RT-	Reinstatement of the Lynton and	In accordance with the Sandford Principle, where there is irreconcilable conflict between

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S2	Barnstaple Railway	the two purposes of the National Park, the first purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage will prevail. Given statutory National Park purposes it is considered that there are no other reasonable alternative options.
10. ACHIEVING ACCESSIBILITY FOR ALL		
AC-S1	Sustainable Transport	Given statutory National Park purposes, government policy on sustainable development, no reasonable alternatives are considered for this policy.
AC-S2	Transport Infrastructure	Given that some highways development is required for maintenance or appropriate improvement and of a small scale, and given statutory National Park purposes, it is considered that there are no reasonable strategic alternatives.
AC-S3	Traffic Management and Parking	The policy (including standards) sets out the optimum approach reflecting local circumstances. Given statutory National Park purposes, it is considered that there are no reasonable alternatives for this policy approach.
AC-S4	Electricity and Communications Networks	The Policy provides for development to improve the accessibility and standard of electricity and communications networks. Given statutory National Park purposes, it is considered that there are no reasonable alternative options.
11. EXMOOR'S SETTLEMENTS		
ES-S1	Supporting Local Communities	This policy seek is consistent with the National Park Authority socio-economic duty in meeting National Park purposes. This policy is an enabling policy and it is considered that there are no strategic alternative options.
ES-S2	Lynton and Lynmouth Neighbourhood Plan	This policy accords with the legal duty for local planning authorities to support the preparation of neighbourhood plans and it is considered that there are no strategic spatial alternative options.