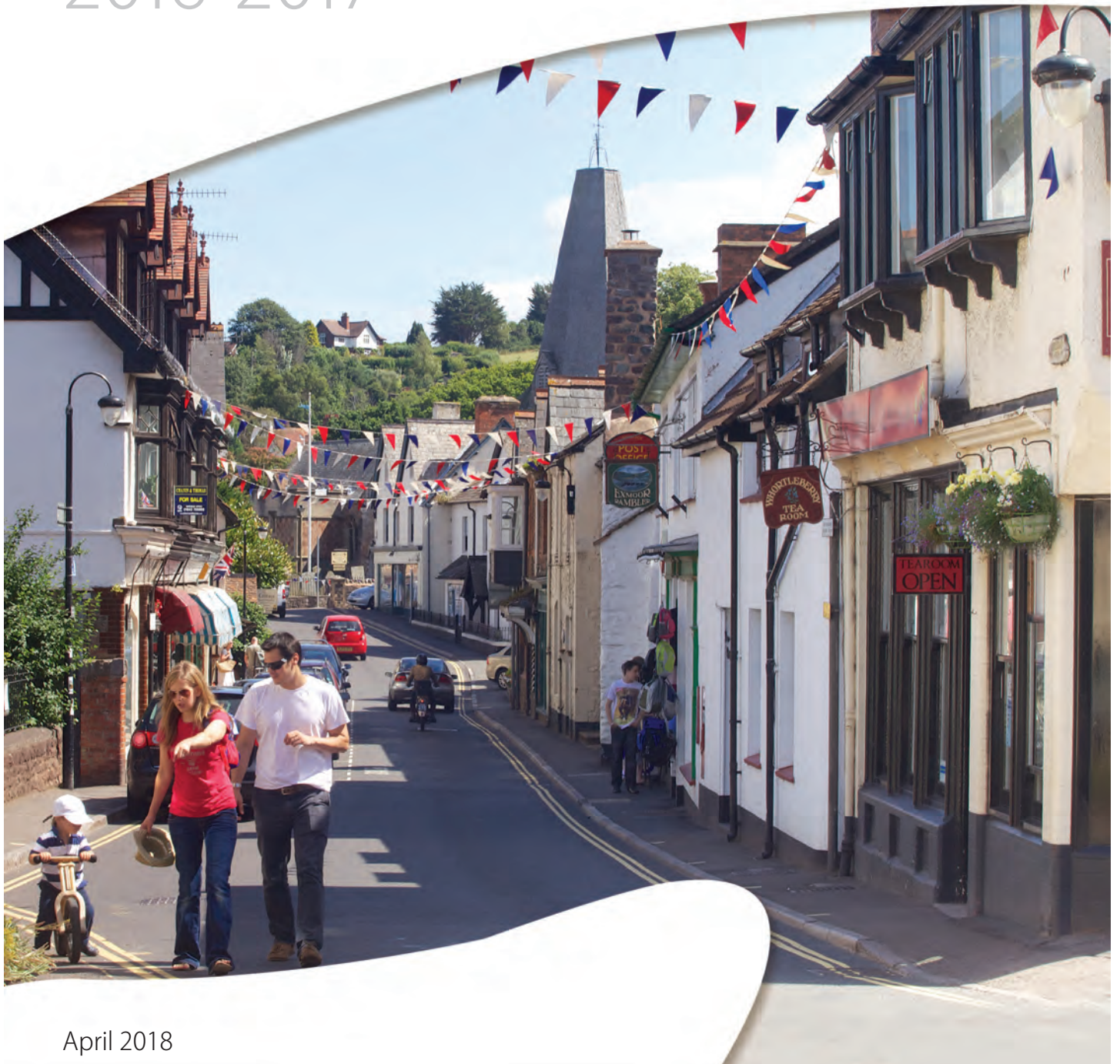


Exmoor National Park

Annual Monitoring Report

2016-2017



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1 2016/17 HEADLINE INFORMATION

PROGRESS TOWARDS ADOPTION OF THE NEW LOCAL PLAN 2011-2031

- 1.1 Progress made during the reporting period 1 April 2016 to 31 March 2017 towards formal adoption of the Exmoor National Park Local Plan 2011-2031 included:
- Publication Draft Exmoor National Park Local Plan 2011-2031 submitted to the Secretary of State for independent examination.
 - An Independent Planning Inspector appointed to consider whether the Plan was “sound” and legally compliant.
 - Preparation of a Library of Examination Hearing Documents on the Authority’s website.
 - Publication of formal response to the Inspector’s initial questions and submission of Written Statements in advance of the Examination Hearings
 - Submission of written statements for each hearing session, together with written statements submitted by participants and other information relating directly to the hearings.
 - Attendance and giving evidence at Examination Hearing Sessions held at Exmoor National Park Authority’s headquarters at Exmoor House, Dulverton from 12-15 July 2016.
 - Preparation of a Schedule of Main Modifications to address concerns identified by the Inspector or other representations to the Plan, or to reflect changes in national planning policy, and preparation of a Schedule of Proposed Changes to the Local Plan.
 - In July 2016, the Department of Communities and Local Government (DCLG) released revised household projections across local authorities in England and the Planning Inspector invited the Authority to respond to the implications of the new projections for the Exmoor National Park Local Plan 2011-2031. As a result, it was proposed that Section 6 “Achieving a Thriving Community” of the Local Plan be amended to include a revised (lower) figure of 238 as an estimate of need for affordable housing, based on the updated national evidence. As the change to Section 6 of the Plan had not been the subject of previous consultation or discussion at the public hearing sessions, a separate consultation was required.
 - Public consultation on the Proposed Main Modifications to the Local Plan and concurrent consultation on Proposed Changes to Section 6 of the Local Plan in relation to projected housing need.
 - Publication of a Sustainability Appraisal and a Habitats Regulations Assessment for public consultation.
 - Following closure of the public consultation period in February 2017 and after an assessment of the consultation responses, the Authority formally requested the Inspector to recommend the modifications necessary to make the Exmoor National Park Local Plan 2011-2031 “sound” or legally compliant.
 - Although taking place in the next monitoring year, for completeness it is noted in this monitoring report that the final opinion of the Local Plan Inspector was received in June 2017 and the Exmoor National Park Local Plan 2011-2031 was formally adopted by the Authority Committee in July 2017.

POLICY IMPLEMENTATION AND MONITORING

- 1.2 During the 2016/17 monitoring year, the development plan for the National Park consisted of the ‘saved’ policies within the adopted Exmoor National Park Local Plan 2001-2011 and additionally in Lynton and Lynmouth parish, the Lyn Plan (Lynton & Lynmouth Neighbourhood Plan). As the Submission Draft of the new Local Plan 2011-2031 underwent public examination during the monitoring year and approached formal adoption, the policies of the new Plan were capable of being given weight in decision-making in certain circumstances e.g. where there was no significant objection and/or modification proposed.
- 1.3 The key policy aims of the adopted Exmoor National Park Local Plan 2001-2011 are well-established, particularly in relation to provision of local needs affordable housing; promotion of sustainable development; and the fostering of social and economic well-being of local communities. The strategic priorities of the Publication Draft Local Plan 2011-2031 seek to advance these objectives by:
- Promoting sustainable development which enables communities and businesses to thrive, while conserving and enhancing Exmoor’s special qualities.
 - Supporting communities to help meet identified local needs including affordable housing, community services and facilities, improving accessibility and responding to climate change.
 - Enabling a diverse and resilient economy through locally generated growth and sustainable development.
 - Encouraging understanding and enjoyment of the National Park through tourism development which is compatible with the quiet enjoyment of Exmoor’s special qualities.
- 1.4 The Lynton & Lynmouth Neighbourhood Plan (the Lyn Plan 2013-2028) was ‘made’ in December 2013. The Lyn Plan contains detailed policies addressing issues of importance for the Lynton & Lynmouth local economy and local community, and forms part of the development plan, with the policies that are unique to the parish.
- 1.5 Affordable Housing: As in recent years, the restricted public funding for social rented and Affordable Rented housing¹ has impeded the delivery of affordable housing in the 2016/17 monitoring year, as well as changes to national housing planning policy.
- 1.6 During the monitoring period, no affordable homes were completed; however, **15 affordable homes** were under construction². A further **2** affordable units had the benefit of planning permission but construction had yet to start.

Affordable homes under construction:	Affordable homes with planning permission:
1 in Brompton Regis 2 in Cutcombe 1 in Dunster 1 in Exford 1 in Exton 1 in Luxborough 1 in Porlock 7 in Lynton and Lynmouth	1 in Cutcombe 1 in Lynton and Lynmouth

- 1.7 The purpose of the housing policies in the Publication Draft Local Plan is to address the affordable housing needs of local communities, and the policies aim to ensure that all

¹ As defined in the National Planning Policy Framework Annex 2

² This relates to the status of construction during the monitoring period. Planning consents may have been issued outside the monitoring period.

new residential development contributes towards the creation of sustainable, balanced and inclusive communities, to meet the needs of present and future generations. In addition to policy provision for affordable homes for people in housing need and with a local connection, the Plan includes policy provision for homes for rural workers in agriculture, forestry or other land-based enterprises; homes to enable succession farming on established farm businesses; and homes for extended family members.

- 1.8 There is also policy provision to allow principal residence market housing (i.e. housing that can be lived in by anyone but only as their sole or principal home). Principal Residence housing is permitted if required to enable the delivery of affordable housing to meet local needs through the change of use of non-residential buildings to housing or new build housing in settlements. A Principal Residence condition will also be attached to any permissions for change of use to a dwelling where a hotel or guesthouse can demonstrate it was formerly a single dwelling. The monitoring year saw completion of the following:

Principal Residence	Rural Worker Dwellings	Extended Family Dwellings
1 in Dunster parish 1 in Exmoor parish 3 in Lynton & Lynmouth parish	1 in Combe Martin parish	2 in Brompton Regis parish

- 1.9 **Renewable Energy:** **Six** applications for renewable energy technologies or associated infrastructure³ were approved during the monitoring year. The number of renewable energy applications peaked in 2011/12 following introduction of the national ‘Feed in Tariff’ payment scheme (FIT) in 2010. Since then, the number of proposals has decreased in response to government reductions to FIT payments, including further significant cuts to renewable energy subsidies introduced from January 2016.

- 1.10 **Economic Development:** During the monitoring period the Authority permitted the following economic development proposals:

Business Development:

- Change of use of part of an agricultural building to business use and the change of use of part of a hotel to a microbrewery;
- Parking spaces to support a livestock haulage business;
- Upgrade of the renewable energy infrastructure at the Glen Lyn Gorge.

Agriculture and Forestry: Approval of applications for the creation of **1.4km** of forestry track, the improvement and creation of a further **0.9km**, and for the widening of existing forestry tracks at Langridge, Culverwell and Croydon Woods. **Twenty-six** applications were approved for the replacement, extension or creation of an agricultural building.

Tourism: Planning permission granted for the following developments:

- National Trust welcome and orientation panel signs at four of the Trust’s car park locations.
- Replacement washing facilities at Wimbleball Lake Camp Site.
- Alterations to exhibition entrance (including upgrading of hydro-electric system) at Glen Lyn Gorge visitor attraction in Lynmouth.
- Increase of outside tables/seating at a café in Lynton.
- Proposed change of use of an agricultural building to an ice cream parlour/café near Dulverton.

³ Some technologies can be installed through permitted development rights - a class of development that is automatically granted planning permission by the Government

MAJOR DEVELOPMENTS

- 1.11 The criteria relating to the scale of major development for planning applications is determined nationally and means the development of 10 dwellings or more; provision of non-residential building(s) with a floorspace of 1000m² or more; development on a site of 1 hectare or more; minerals and waste development; or the winning or working of minerals⁴.
- 1.12 During 2016/17, the Authority approved 3 major applications:
- An agricultural building in North Molton parish.
 - Extensions to an agricultural building in Dulverton parish.
 - An agricultural/equestrian barn in Exford parish.

NATIONAL PLANNING POLICY

- 1.13 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It provides guidance for local planning authorities, both in drawing up plans and as a material consideration in determining applications, with reference to the National Parks Vision and Circular⁵. The NPPF includes confirmation that great weight should be given to the conservation of the landscape and scenic beauty in National Parks, which have the highest status of protection, and that the conservation of wildlife and cultural heritage are important considerations. Any emerging local plans must observe the requirements of the NPPF and any existing plans must be reviewed to assess conformity.
- 1.14 The Housing and Planning Act 2016 made widespread changes to housing policy and the planning system, and includes measures intended to boost house building. During the monitoring year, the government made a number of announcements concerning implementation of the Act (see page 9 for further details).
- 1.15 Where the Government proposed to take forward changes to the NPPF, some of these were set out in the Housing White Paper, "Fixing our Broken Housing Market", published on 7 February 2017. The White Paper set out plans to reform the housing market and boost the supply of new homes in England, and further details of the proposed measures can be found at page 10 of this report.
- 1.16 In February 2017, a Call for Evidence for the Rural Planning Review was published jointly by the Department for Communities and Local Government (DCLG) and the Department for Environment Food and Rural Affairs (Defra). It sought evidence on how the planning system was operating in rural areas and how the planning system could be improved to support sustainable rural life and businesses.
- 1.17 The Authority' responses to the White Paper and to the Rural Planning Review Call for Evidence are summarised on page 12.

⁴ The Town and Country Planning (Development Management Procedure) (England) Order 2010 section (2)

⁵ English National Parks and the Broads: UK Government Vision and Circular 2010

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

THRESHOLDS FOR SECTION 106 AFFORDABLE HOUSING CONTRIBUTIONS

- 2.1 On 28 November 2014, DCLG announced the introduction of a 10-unit threshold below which section 106 affordable housing contributions⁶ could not be sought, as such agreements were considered to place a disproportionate burden on small-scale developers.
- 2.2 Following objections to the proposed application of the threshold to allocated sites, existing buildings and other brownfield sites (so that no, or very low numbers of, affordable housing could be provided) the Government allowed a lower 5-unit threshold in designated rural areas, including National Parks. Developers of sites of 6-10 units would be allowed to pay contributions (for additional units above the 5-unit threshold) rather than delivering affordable housing on site. The changes were introduced by an update to the national Planning Practice Guidance (PPG).
- 2.3 In January 2015, two local authorities (Reading Borough Council and West Berkshire Borough Council) issued proceedings for Judicial Review of the Government's changes to the use of S106 Agreements and in July 2015 the High Court found in their favour. However the Government challenged the decision, and on 11 May 2016 the High Court judgment was overturned by the Court of Appeal, and the threshold for Section 106 affordable housing contributions was reinstated in the PPG. However, the S106 thresholds do not apply to rural exception sites, which is the basis for housing delivery in the National Park.
- 2.4 In relation to the Publication Draft Local Plan to 2011-2031, and following the Local Plan Examination Hearings, the proposed main modifications to the Local Plan clarified the approach to housing delivery so that no distinction should be drawn between residential development on greenfield sites and buildings/land subject to change of use or redevelopment. Development involving the re-use or redevelopment of brownfield land or existing buildings should therefore be treated as rural exception sites and the S106 thresholds would not apply.
- 2.5 The proposed main modifications to the Local Plan included a policy relating to the use of vacant buildings, which also represents an exception to the provisions in the PPG and permits principal residence market housing when vacant buildings in settlements are converted or redeveloped in certain circumstances. It must first be demonstrated that the building is vacant and has been marketed for three years, and affordable housing provision is not viable.

⁶ Section 106 contributions (or planning obligations) arise from agreements made between a local planning authority and a developer to address concerns about affordable housing levels or the costs of providing new infrastructure.

HOUSING AND PLANNING ACT 2016

- 2.6 New measures directly relating to planning and the delivery of housing were introduced when the Housing and Planning Act received royal assent on 12 May 2016. The measures include:

Starter Homes

- 2.7 Local planning authorities (LPAs) have a general duty to promote the supply of Starter Homes for first time buyers between 23 and 40 years of age. Starter homes are defined as an affordable housing type; however the Act confirms that rural exception sites will be exempt from any requirement to deliver starter homes; this effectively means that they would not be part of the housing supply within the National Park.
- 2.8 From March to June 2016, the Government consulted on starter homes regulations. The consultation covered resale and letting restrictions; starter home requirements and exemptions; monitoring and transitional arrangements. In February 2017, the Government announced it would not implement a compulsory starter homes requirement at that time. At the same time, a consultation was launched on the Housing White Paper "*Fixing our Broken Housing Market*", which proposed amending the NPPF to introduce a clear policy expectation that suitable housing sites deliver a minimum of 10% affordable home ownership units (which could be starter homes, homes for shared ownership, rent to buy, or a combination of these). While Starter Homes are intended to provide an opportunity for home ownership, a 20% discount⁷ is unlikely to make a Starter Home affordable for many people living in Exmoor National Park, and the under-40 age requirement for first time buyers may also mean that some people on Exmoor fail to qualify.

Right to Buy

- 2.9 The Act brought in measures to enable the Right to Buy to apply to Housing Association properties. A pilot was subsequently held with five Housing Associations. The Government's 2016 Autumn Statement included an announcement of the allocation of £250m to a regional pilot scheme to test aspects of the policy. There remains concern that dwellings lost through the Right to Buy scheme may not be required to be replaced in the same community, or on the same tenure, which may have the effect of reducing the number of affordable homes in Exmoor's communities. As National Parks are high value areas, there is also concern that the proposed extension of the Right to Buy scheme to Housing Association tenants may result in social housing stock within the National Park being sold off and being replaced outside the National Park boundary.

Permission in Principle

- 2.10 The Housing and Planning Act introduced the Permission in Principle (PiP), which is an alternative way of obtaining planning permission which separates the consideration of matters of principle for proposed development from the technical detail (full planning permission can only be obtained once an application for technical details has been approved). PiP would apply to allocated sites identified in qualifying documents (a development plan document, a neighbourhood plan, and sites listed in Brownfield Land Registers, as well as small sites (under 10 units) where a developer has made an application to the LPA). It is envisaged that PiP will not apply in Exmoor National Park, as the Local Plan and Lyn Plan do not include site allocations.

⁷ 20% is the minimum discount, so greater discounts may be available

Local Brownfield Register and Planning in Principle on Brownfield Register Sites

- 2.11 All local planning authorities, including National Park Authorities, must prepare and maintain a register of previously developed land (or brownfield land) within their area that satisfies certain criteria, including being an area of at least 0.25 hectares, capable of supporting at least 5 dwellings, and suitable and available for residential development. Such sites must be entered into Part 1 of a Brownfield Land Register. Part 2 of the Register if the local planning authority decides to allocate any sites on Part 1 for residential redevelopment and therefore grants planning in principle (PIP). English National Park Authorities unsuccessfully sought an exemption from the proposal to extend PIP to Brownfield Land Register sites, which will not have been subject to the same degree of public consultation and independent examination when land is allocated for development, as local and neighbourhood plans.

Self Build and Custom House Building Register

- 2.12 A responsibility for keeping a self-build and custom house building register falls to all relevant authorities, including National Park Authorities, under the Self-Build and Custom House Building (Register) Regulations 2016. The register includes individuals, and associations of individuals, who meet certain eligibility criteria and who are seeking to acquire serviced plots of land in the area for self-build and custom house building. The Register is intended to support development opportunities by increasing awareness among landowners, builders and developers of the demand for self-build and custom house building in the local area. Serviced plots are defined as land that either has access to a public highway and connections to services including electricity and water, or can be provided with access to those things within the duration of a development permission granted to that land. There is no expectation that services must be physically connected to the plot at the time of granting permission.
- 2.13 Local planning authorities that choose to set a local connection test are required to have two parts to their register. Individuals who meet all the eligibility criteria must be entered in Part 1 (the duty to provide serviced plots applies only to Part 1); and those who meet all the criteria except for a local connection test must be entered on Part 2 of the register. For details of Exmoor National Park Authority register see page 51.

MANDATORY RENTS FOR HIGHER INCOME TENANTS and REPLACEMENT OF SECURE 'TENANCIES FOR LIFE'

- 2.15 Although not directly related to planning, the following measures set out in the Act have implications for social housing tenants.
- 2.16 In November 2016, the Housing Minister announced that the government no longer intends to implement provisions of the Housing and Planning Act which introduced mandatory rents for social housing tenants with 'higher incomes' (tenants earning over £30,000 or over £40,000 in Greater London), who would have been charged market or near market rents). In the absence of implementation of these provisions, local authorities and housing associations will continue to have local discretion in relation to rent levels. In January 2017, the Department for Communities and Local Government (DCLG) set out an intended timetable for implementing the phasing out of secure 'lifetime' tenancies. DCLG will work with a group of local authorities to test the practicalities and to begin to shape appropriate regulations. The intention of the regulations will be to impose the mandatory use of fixed-term tenancies of between 2-5 years, on the expiry of which a further tenancy may be granted following review of the conduct of the tenancy (and the tenants) by the landlord, meaning that local authorities will be prevented from offering lifetime tenancies in most circumstances. Housing Associations will retain discretion as to the length of their tenancies.

HOUSING WHITE PAPER - FIXING OUR BROKEN HOUSING MARKET

2.17 In advance of publishing a revised National Planning Policy Framework (NPPF), the government published a Housing White Paper entitled “Fixing our Broken Housing Market” in February 2017. The White Paper set out a series of reforms intended to address housing delivery and ensure that more homes are built in the right places.

2.18 The Housing White Paper has four key elements:

- **Planning for the right homes in the right places**
- **Building Homes Faster**
- **Diversifying the Housing Market**
- **Helping People Now**



2.19 The measures intended to ensure the right homes are built in the right places include:

- Powers to allow a County Council to take on the production of a Local Plan where the local planning authority is considered to be failing to fulfil its duty to produce an up-to-date, sufficiently ambitious Plan.
- A requirement for Local Plans to be reviewed at least once every five years in whole or in part.
- Measures to streamline and reduce the cost of the Local Plan process and to ensure that consultation and examination procedures are proportionate.
- Introduction of a standardised approach to assessing housing requirements.
- Strengthening national planning policy so that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older or disabled people.
- When preparing local plans, the local planning authority will be required to accommodate the identified housing requirement unless the NPPF provides strong reasons for restricting development (reaffirms the protection afforded to National Parks).
- Amending national policy to support development of small “windfall” sites and undeveloped sites within settlements for homes. Rural Exception sites should be considered positively where they can contribute to meeting identified local housing need, even if an element of general market housing is required to ensure the homes are affordable for local people.
- An expectation that local and neighbourhood plans and development documents should set out clear design expectations after consultation with local communities.
- Reviewing the Nationally Described Space Standard to encourage the use of suitable brownfield land within settlements for homes, and more efficient use of land by avoiding building homes at lower densities.

2.20 Measures intended to support building homes faster include:

- Encouraging local planning authorities to consider how realistic it is that a proposed housing site will be delivered.
- Encouraging local authorities to shorten the timescales for developers to implement a permission for housing development from 3 to 2 years.
- Tackling unnecessary delays caused by planning conditions by prohibiting conditions that do not meet national policy tests and ensuring that pre-commencement conditions can only be used with the agreement of the applicant.
- Introducing a housing delivery test to ensure that local authorities are held accountable for their role in ensuring that new homes are delivered in their area.
- Introducing measures to secure the financial sustainability of planning departments to ensure that the planning system has the skilled professionals it needs.
- Introducing a fee for making a planning appeal to discourage unnecessary appeals.
- Examining options for reforming the system of developer contributions including ensuring direct benefit for communities.
- Requiring local planning authorities to have planning policies setting out how high quality digital infrastructure will be delivered in their area.

2.21 Measures intended to diversify the housing market include:

- Working with local authorities to understand all the options for increasing the supply of affordable housing and a number of measures to support housing associations and local authorities to build more homes.
- Setting out a rent policy for social housing landlords for the period beyond 2020 to help them to borrow against future income.
- Giving custom builders greater access to land and finance.

2.22 Measures intended to help people now, include:

- Proposing a range of affordable home models, including discounted starter homes.
- Amending the NPPF.
- Clarifying that with appropriate local connection tests, starter homes can be acceptable on rural exception sites.
- Introducing new rules for retaining employment land and making clear that any proposal on employment land that has been vacant, unused or unviable for a period of 5 years, and is not a strategic employment site, should be considered favourably for starter home led development.

2.23 The Authority prepared its response to the consultation on the White Paper at the end of the 2016/17 monitoring year. The response reflected the policy approach in the Submission Draft Local Plan 2011-2031 and stated that while a number of proposed measures were supported, those measure which focused on increasing the pace of housing delivery and housing supply are not appropriate within the National Park.

2.24 The Authority's response also recognised that National Parks are not suitable locations for unrestricted housing, with the expectation that new housing will be focused on meeting affordable housing requirements to ensure the needs of local communities are met.

2.25 In responding to the consultation, the Authority noted that the NPPF states that great weight should be given to conserving the landscape and scenic beauty of National Parks, which have the highest status of protection in relation to landscape and scenic beauty and are therefore recognised as areas where development should be restricted.

RURAL PLANNING REVIEW CALL FOR EVIDENCE

2.26 The Department for Communities and Local Government (DCLG) and the Department for the Environment, Food and Rural Affairs (Defra) jointly published a Call for Evidence for the Rural Planning Review in early 2016.

2.27 Views were sought on:

- Allowing equestrian uses to have the same permitted development rights as agricultural uses.
- Amending the existing agricultural permitted development rights to support flexibility in adapting to changing markets and technology.
- A new 'agricultural-to-residential use' permitted development right to support delivery of rural homes for rural workers (to allow the conversion of agricultural buildings of up to 750sqm to a maximum of five new dwellings).
- Amending existing permitted development rights for the change of use of an agricultural building to up to three houses, to increase the collective area of the dwellings from 450sqm to 465sqm. The existing permitted development right does not apply to listed buildings, scheduled monuments or buildings within SSSIs, or on Article 2(3) land including National Parks.

2.28 In April 2017, the Authority responded to the Call for Evidence stating that it considered the current permitted development rights to be appropriate and that any changes to permitted development rights should not apply in National Parks, to ensure that future development is consistent with the achievement of National Park purposes.

2.29 The Authority emphasised the flexibility of the policies of the new Local Plan which support appropriate, small-scale farm diversification development and which enable existing traditional agricultural buildings on farmsteads to be converted to dwellings to meet the needs of local rural communities. The Plan also includes positive policies in relation to equestrian development while ensuring that measures are in place to protect the natural environment and landscape character of the National Park.

3 CHALLENGES AND OPPORTUNITIES

THE UK EUROPEAN UNION MEMBERSHIP REFERENDUM

- 3.1 On 23 June 2016, a referendum was held to decide whether the UK should leave or remain in the European Union. With 51.9% of people who voted in the referendum supporting the leave campaign, the result is that the UK will leave the European Union. On 29 March 2017, the UK government invoked Article 50 of the Treaty on European Union and began the 2-year process of negotiating the terms of the UK's exit from, and its future relationship with the EU. Negotiations may extend beyond the 2-year period if all 27 member countries of the EU agree.
- 3.2 At the time of this report, the implications of the UK's decision to leave the European Union are uncertain and unpredictable, and will be clarified only as the negotiations with the EU progress. Of particular relevance to National Parks will be environmental regulation and future development mechanisms to protect the natural environment; and the UK government's approach to sustainable land management and farming, once the Common Agricultural Policy is no longer applicable to UK farmers.
- 3.3 Funding sources such as the LEADER programme may also no longer be available to the UK, and may or may not be replaced by national funding mechanisms, which could have an impact on rural economies and communities, such as those in National Parks.
- 3.4 The National Parks England (NPE) Business Plan 2016/17-2019/20 recognises the importance of grasping "*the opportunities that Brexit provides for more effective delivery of National Park purposes, as well as having an understanding of what the risks are*". NPE aims to focus on how the process of Brexit is being handled and ensure that National Park Authorities have a voice in relation to new arrangements that come forward. A particular priority will be farming, which is recognised to underpin the landscape of National Parks and the conditions for wildlife.
- 3.5 Actions for delivery by NPE include:
- Undertaking a cross park assessment of the risks and opportunities of Brexit;
 - Developing a collective ambition for England's National Parks;
 - Maintaining close contact with Defra officials;
 - Engaging with key Brexit related legislation that might impact on National Parks;
 - Establishing a **Future of Farming Group** that provides advice on the strategic priorities for farming post Brexit.
- 3.6 The **Future of Farming Group** has developed a vision⁸ for the National Parks of England to be recognised and celebrated as living, working landscapes where sustainable farming systems deliver a wide range of public benefits and the farmers and land managers doing this work are fairly rewarded for these services.
- 3.7 It is recognised that negotiation of the UK's exit from the European Union is likely to have considerable impact on the availability of civil service resources, which in turn may have an impact on the implementation and timetable of other legislation relevant to National Park Authorities, including in relation to national changes to the planning system.

⁸ Farming in the English National Parks; Ideas from the National Parks England Task and Finish Group on the Future of Farming

EXMOOR RURAL HOUSING NETWORK

- 3.8 The Exmoor Rural Housing Network was established in 2014 in response a significant fall in the number of proposals for affordable housing in the National Park coming forward despite there being Local Plan policies to support the delivery of affordable homes for people in housing need with a proven local connection. The key impacts are considered to be changes to national housing policy and reduced government funding for affordable housing; particularly social rented housing.
- 3.9 The aim of the Exmoor Rural Housing Network is to share information and develop a locally managed and delivered programme for the wider Exmoor area to help deliver local needs housing in perpetuity.
- 3.10 In June 2016, Devon Communities Together (an independent charity with extensive experience of community development work) was appointed to act as the Network Co-ordinator for a 12-month period. The role of the co-ordinator is to work with local communities and interest groups, community land trusts and landowners, and to adopt a direct and targeted approach to identifying those in housing need in the Exmoor area, as well as their specific housing requirements, and to seek development opportunities that could meet those needs.

LOCAL ENTERPRISE PARTNERSHIPS

- 3.11 The Heart of the South West Local Enterprise Partnership (HotSW LEP) is an economic alliance covering the areas of Devon, Somerset, Torbay and Plymouth and is one of 39 Local Enterprise Partnerships (LEPs) established to identify local economic priorities and to help deliver government objectives for economic growth and job creation.
- 3.12 Under the NPPF, local planning authorities should work with LEPs towards delivery of sustainable development. In 2015, National Parks England published '*National Parks – Open for Business - an offer to the Local Enterprise Partnerships from National Park Authorities in England*'⁹; setting out how National Park Authorities can support the aims of Local Enterprise Partnerships. Working with the HotSW LEP, Dartmoor and Exmoor National Park Authorities produced an Economic Prospectus¹⁰, detailing work already undertaken by the two Authorities to support growth and aspirations for future economic potential and investment opportunities to help continue the delivery of sustainable rural growth.
- 3.13 HotSW LEP, having benefited from two earlier Growth Deal rounds, submitted bids to government proposing a range of economically crucial investments of just over £400m for a third Growth Deal announced in July 2016. This includes a range of projects to help boost growth in local economies and improve transport links.
- 3.14 Following the EU referendum in June 2016, the HotSW LEP set up a Brexit Opportunities and Resilience Group to gather evidence on the opportunities and risks of the UK's exit from the European Union across Devon and Somerset.

⁹ http://www.nationalparksengland.org.uk/_data/assets/pdf_file/0019/525700/National-Parks-Open-for-Business-An-Offer-from-National-Parks-England-to-Local-Enterprise-Partnerships.pdf

¹⁰ <http://www.exmoor-nationalpark.gov.uk/living-and-working/business-and-economy>

HEART OF THE SOUTH WEST DEVOLUTION

- 3.15 The Cities and Local Government Devolution Act 2016 included provisions to give greater control and new powers to local areas., It allows for the devolution of certain functions, including transport, health, skills, planning and job support. A ‘Prospectus for Prosperity’ developed jointly by a Heart of the South West Devolution partnership¹¹ was submitted to government in February 2016 with the overall aim of working towards a Devolution Deal. The prospectus builds on three ambitions:
- to raise productivity levels;
 - improve health, care and wellbeing;
 - and improve connectivity and resilience.
- 3.16 In May 2016, the Secretary of State advised that if the partnership signed up to the principle of creating a Combined Authority by the end of July 2016, negotiations towards a Devolution Deal could move forward, and indicated that a Mayor would not be a precondition of any initial devolution deal.
- 3.17 However, following changes in Government ministerial posts, the new Secretary of State gave a clear indication that a Mayoral Combined Authority would be required in order to achieve a significant devolution deal.
- 3.18 Pending further negotiation in relation to the requirement for a Mayor, and in order to maintain the momentum already achieved, in early 2017 the Leaders of the relevant authorities agreed the following:
- To create a Heart of the South West Productivity Plan to develop the strength of the Heart of the South West’s economy; and
 - To consider the creation of a Joint Committee of Heart of the South West partners, the functions of which would include to drive the development and delivery of a **Productivity Plan** (see below); and to provide a formal mechanism for the constituent authorities and partners to engage effectively with the South West Local Enterprise Partnership; and
 - To develop and make recommendations for actions emerging from Brexit and Devolution.

PRODUCTIVITY PLAN GREEN PAPER “DRIVING PRODUCTIVITY IN THE HEART OF THE SOUTH WEST”

- 3.19 In early 2017, a discussion paper was published for consultation as the first step in developing a Heart of the South West **Productivity Plan**. The Productivity Plan will replace the Local Enterprise Partnership’s Strategic Economic Plan and will guide the long-term growth aspirations of the area and be the key strategic document for engaging with government and communities on future prosperity.
- 3.20 The green paper set out five recognised drivers of productivity: **Skills; Innovation; Enterprise; Competitiveness; Infrastructure**, together with a snapshot of the current Heart of the South West position.
- 3.21 In responding to the consultation, the National Park Authority identified the following:
- The vision for increasing productivity should seek to integrate productivity growth with environmental and social outcomes, ensuring that productivity is developed on the back of, and in harmony with, the local environment.

¹¹ The partnership was led by the Leaders of Somerset and Devon County Councils, all Somerset and Devon District Councils, Torbay Council, Plymouth City Council, Dartmoor and Exmoor National Park Authorities, the HotSW LEP and the three Clinical Commissioning Groups

- Interventions should be tailored to enhance the qualities of the Heart of the South West brand (namely its rural nature and valued natural environment).
 - Under-employment is a significant barrier that can be overcome by addressing issues around part-time and seasonal work, and those whose skills are not fully utilised.
 - The natural capital and heritage assets of the area underpin much of the economy and brand, as well as its core employment sectors including agriculture, accommodation, and food services and retail.
 - Three key challenges for rural growth are good communications (in particular broadband connection); access to local markets; and transport infrastructure.
- 3.22 The consultation response also identified a need for continued investment in managing the National Parks of the South West as an essential foundation for growth, attracting inward investment through the high quality environment, recreational opportunities, and sustaining rural livelihoods.
- 3.23 The Draft Productivity Plan was formally published in October 2017 and an update on progress will be included in the 2017/18 monitoring report.

MOBILE INFRASTRUCTURE AND RURAL BROADBAND DELIVERY

- 3.25 **Emergency Services Network:** Following the government's award of the contract to deliver the new Emergency Services Network to EE, plans to extend EE's commercial 4G coverage have been accelerated with the aim of providing 4G in as many places in the UK as possible. Within Exmoor National Park, EE proposes to optimise existing infrastructure and locations for new mast installations are being considered. In addition to the sites being developed by EE, the Home Office is procuring a number of sites in the National Park to facilitate delivery of the Emergency Services Network at locations which are less commercially viable, and provided sufficient connectivity is available EE will add commercial services to those sites.
- 3.26 **Broadband Delivery UK – Connecting Devon and Somerset:** The government's Broadband Delivery UK (BDUK) programme is being delivered locally by Connecting Devon and Somerset (CDS), a public-private partnership of six local authorities¹² and private delivery partner BT. Additional funding through the Rural Community Broadband Fund was achieved to extend the initial reach of the programme within Dartmoor and Exmoor National Parks.
- 3.27 Further government funding was made available for the second phase of the CDS programme to deliver superfast broadband to some of the UK's hardest to reach rural areas, with the aim of ensuring that 95% of UK homes and businesses have access to broadband. In recognition of the challenges of connecting remote rural communities to superfast broadband, CDS appointed Airband (a specialist in high speed wireless broadband for rural areas) to deliver improved broadband through a £4.6m programme of fixed wireless access network across Dartmoor and Exmoor National Parks. During the 2016/17 monitoring year, 43 planning applications submitted by Airband Community Internet Ltd were approved for wireless broadband and ancillary equipment at sites in Exmoor National Park.
- 3.28 **Permitted Development Rights:** Following a Written Ministerial Statement, in 2016 provisions were brought forward to amend the Town and Country Planning (General

¹² Somerset, Devon, North Somerset, Torbay, Plymouth and Bath and North East Somerset Councils

Permitted Development) (England) Order to introduce and extend permitted development rights in relation to electronic communications infrastructure¹³.

- 3.29 In relation to protected landscapes such as National Parks, the changes include new permitted developments right to install masts subject to a height limit of 20m; and to alter or replace masts subject to a height limit of the greater of the existing height or 20m. Prior approval is required in all instances. A further change is that prior approval is no longer required for the installation, alteration or replacement of antenna on buildings (within specified limitations), and the limitations on the number of antenna on buildings over 30m are removed. Where the building is on article 2(3) land including National Parks, the requirement for prior approval is lifted although specific limitations continue to apply in relation to the size and height of the antenna.

MAJOR ENERGY INFRASTRUCTURE PROPOSALS

- 3.30 **Hinkley Point Nuclear Reactor Proposals:** On 28 July 2016, the EDF board approved investment in the Hinkley Point project to build the first new nuclear power station in the UK.
- 3.31 Following further examination of the proposed agreement with the French energy company by Prime Minister Theresa May, in September 2016 the government signed an agreement for the UK's first new nuclear power station for a generation. At the time of signing the agreement, the government stated that Hinkley Point will provide seven per cent of Britain's electricity needs for sixty years.
- 3.32 UK-based businesses are anticipated to benefit from more than 60% of the £18 billion value of the project and 26,000 jobs and apprenticeships are expected to be created.



First concrete successfully poured for power station galleries © EDF Energy

¹³ The Town and Country Planning (General Permitted Development) (England) (Amendment) (No. 2) Order 2016 No. 1040

4 INTRODUCTION

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

EXMOOR NATIONAL PARK AUTHORITY

- 4.2 Approximately two thirds of Exmoor National Park lies in Somerset within West Somerset District, and one third in Devon within North Devon District.
- 4.3 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.*
- 4.4 In pursuing National Park purposes, National Park Authorities have a duty to: **seek to foster the economic and social well-being of local communities within the National Park and shall for that purpose co-operate with local authorities and public bodies whose functions include the promotion of economic or social development within the area of the National Park.**
- 4.5 The National Park Authority has general power to do anything which is calculated to facilitate, or is conducive to, the accomplishment of National Park purposes. The Cities and Local Government Devolution Act 2016 extended the power of National Park Authorities to include the power to do things for a commercial purpose (in line with a similar power provided to local authorities by the Localism Act 2011).
- 4.6 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.

EXMOOR NATIONAL PARK LOCAL PLAN 2001-2011 AND SUBMISSION DRAFT LOCAL PLAN 2011-2031

- 4.7 The Exmoor National Park Local Plan 2001-2011 was formally adopted in March 2005. Following the introduction of the Planning and Compulsory Purchase Act 2004, the Local Plan policies were saved for a 3-year period following adoption. The Authority applied to Government Office to save all policies until they were replaced by future development plan documents and the Government Office for the South West confirmed that all of the Local Plan policies were saved in February 2008.
- 4.8 Since the publication of the NPPF on 27 March 2012, the primary focus has been the preparation of the emerging Local Plan to 2031. During the reporting period 2016/17, the Publication Draft of the Local Plan 2011-2031 and accompanying documentation was submitted to the Secretary of State for examination by an independent Planning Inspector and was subject to public hearing sessions.

NATIONAL PARK PARTNERSHIP PLAN 2012-2017

- 4.9 The National Park Authority has a duty to prepare a National Park Management Plan under Section 66(1) of the Environment Act 1995, and to review the plan every five years.
- 4.10 The current management plan, The Exmoor National Park Partnership Plan 2012-17, sets out an overarching vision for Exmoor. It seeks to bring together a wide range of people and organisations around a common set of goals, '*working together for Exmoor*' to achieve the Plan's overall vision and objectives, which are shared with the emerging Local Plan. It also recognises longer-term aims, and should be seen as a focused plan for the National Park which informs plans/programmes within the Authority and those of partner organisations.
- 4.11 National planning guidance identifies that National Park Management Plans underpin partnership working and the delivery of designation objectives. Although not part of the development plan, management plans provide evidence and principles which can be taken into account in the Local Plan and any neighbourhood plans. They may also be material considerations in making decisions relating to individual planning applications¹⁴.
- 4.12 A new 'State of the Park' report will support development of the new Partnership Plan 2018-2023 by providing an overview of the National Park, detecting any positive or negative trends, and identifying the issues affecting Exmoor. The report will also measure whether current activities are having a positive effect and will identify new priorities for the 5-year period of the new Partnership Plan.

NATIONAL PARKS CIRCULAR 2010

- 4.13 The 2010 National Parks Circular¹⁵ sets out a 2030 vision for National Parks to help guide long-term planning and decision-making and is significant national guidance that informs the emerging Local Plan.
- 4.14 Progress to meet the vision focusses on the achievement of key outcomes:
- A renewed focus on achieving National Park Purposes.
 - Leading the way in adapting to and mitigating climate change.
 - Securing a diverse and healthy natural environment, enhanced cultural heritage and inspiring lifelong behaviour change towards sustainable living and enjoyment of the countryside.
 - Fostering and maintaining vibrant, healthy and productive living and working communities.
 - Working in partnership to maximise the benefits delivered.

¹⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/natural-environment/landscape/>

¹⁵ English National Parks and the Broads – UK Government Vision and Circular 2010
<http://archive.defra.gov.uk/rural/documents/national-parks/vision-circular2010.pdf>

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

4.15 The Department for Environment, Food & Rural Affairs' 8-point plan sets out how it intends to protect, promote and enhance National Parks in England until 2020¹⁶. The plan sets out ambitions to be delivered by Government and the 10 National Parks in England during the course of the Parliament, focussing on 8 themes:

Inspiring Natural Environments

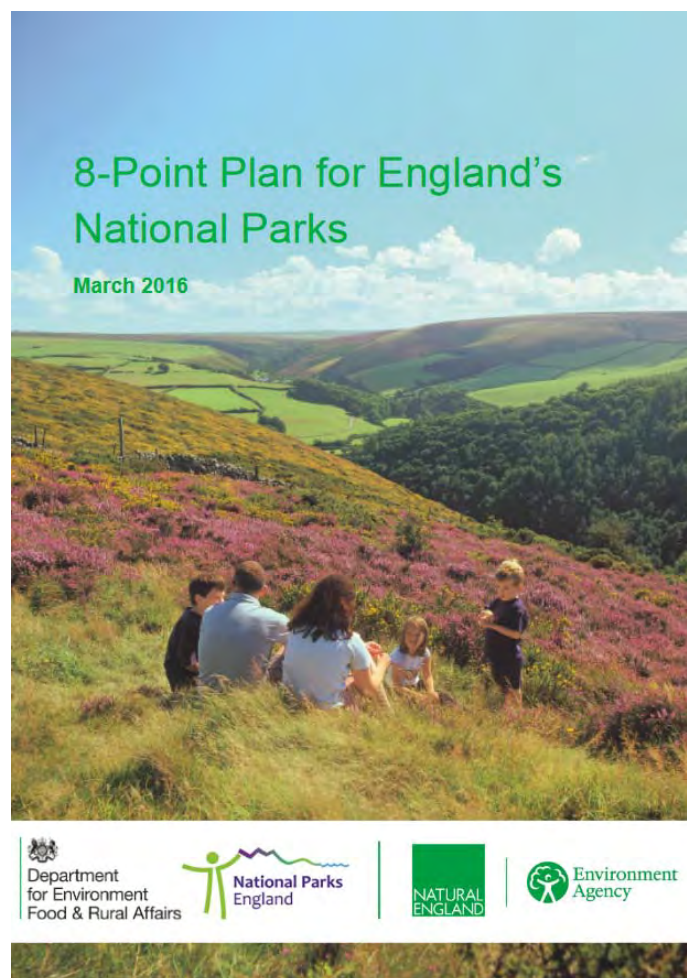
- Connect young people with nature
- Create thriving natural environments

Drivers of the Rural Economy

- National Parks driving growth in international tourism
- Deliver new apprenticeships in National Parks
- Promote the best of British food from National Parks

National Treasures

- Everyone's National Parks
- Landscape and heritage in National Parks
- Health and wellbeing in National Parks



¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509916/national-parks-8-point-plan-for-england-2016-to-2020.pdf

5 LOCAL DEVELOPMENT SCHEME IMPLEMENTATION

LOCAL DEVELOPMENT SCHEME (LDS)

- 5.1 The LDS is a three year timetable setting out key milestones for local plans and other local development documents. The LDS was revised during 2016/17 to document the final stages of the emerging Local Plan 2011-2031 and its submission to the Secretary of State for examination.
- 5.2 The LDS will be updated to include reference to any supplementary planning documents (SPDs) that may be prepared to support implementation of the new Local Plan policies.

STATEMENT OF COMMUNITY INVOLVEMENT

- 5.3 The Statement of Community Involvement (SCI)¹⁷ is a key document which sets out how the Authority will consult stakeholders and the local community on the preparation of local development documents and planning applications for Exmoor National Park. The SCI was formally adopted by the Authority in November 2015.

PUBLICATION DRAFT EXMOOR NATIONAL PARK LOCAL PLAN 2011-2031

- 5.4 The NPPF provides that Local Plans set out the strategic priorities for the area and these should include strategic policies to deliver the homes and jobs needed, and to conserve and enhance the environment, including the landscape.
- 5.5 The Publication Draft Local Plan promotes sustainable development through making the best use of existing land and buildings; focusing new development in settlements; encouraging high quality design and sustainable construction; and protecting the open countryside.
- 5.6 There is emphasis on local needs affordable housing and support for the wider community through specialist housing, extended family housing, principal residence housing, rural workers' housing and housing to assist succession farming. The policies aim to encourage a balanced housing stock with a mix of sizes, types and tenure and there is policy support for the retention of existing local services/facilities and the provision of new ones.
- 5.7 The Plan seeks to foster a diverse and resilient local economy through flexibility for business development, including home-based businesses, agricultural and forestry development, and helping to ensure the roll-out of broadband and mobile phone infrastructure.
- 5.8 The understanding and enjoyment of the National Park is supported through policies that provide for a range of holiday accommodation, safeguarding the rights of way and access network, and ensuring that development related to outdoor recreation is compatible with the quiet enjoyment of Exmoor's special qualities.

LOCAL PLAN PROGRESS 2016/17: SUBMISSION AND EXAMINATION

- 5.9 The Publication Draft Local Plan was submitted to the Secretary of State for examination on Friday 6th May 2017. Planning Inspector Roger Clews BA MSc DipEd DipTP MRTPI was subsequently appointed to undertake an independent examination into the soundness of the Exmoor National Park Local Plan.

¹⁷ http://www.exmoor-nationalpark.gov.uk/data/assets/pdf_file/0009/753822/CE19-ENPA-2015-Statement-of-Community-Involvement-2015.pdf

5.10 The submission of the Local Plan consisted of the Publication Draft Exmoor National Park Local Plan 2011-2031 and the following documents:

- Issues Raised by Respondents – Exmoor National Park Authority Response and Actions
- Schedule of Proposed Changes
- Sustainability Appraisal and Non-Technical Summary
- Habitat Regulations Assessment
- Regulation 22 Representations Statement
- Duty to Cooperate Statement
- Local Development Scheme

5.11 The following documents are an indication of the information published by the Authority during the examination period to support examination of the Publication Draft Exmoor National Park Local Plan:

- Response to the Inspector’s Initial Assessment and Queries
- Written Statements for Hearing Sessions 1 - 5
- Statement of Common Ground between Exmoor National Park Authority and the National Trust
- Written Statement by Exmoor National Park Authority and North Devon Council on the West Somerset Local Plan Examination Matter 2: Strategic Housing Market Areas and the Objectively Assessed Housing Need
- Exmoor National Park Authority response to the Inspector’s Query in relation to the latest position on proposed housing provision in the emerging West Somerset and North Devon Local Plans, and in relation to housing completions in the National Park between 2007 and 2015
- Additional and main modifications proposed in the hearing statements for the Local Plan Examination
- Housing Completions Data – Breakdown of Development Typology – SHLAA Analysis
- Exmoor National Park Authority House Price Survey Comparisons 1998-2012
- Further changes proposed (main modifications) to HC-S2 and HC-D3 during the Local Plan hearing
- SHLAA potential supply delivered through conversions
- Affordable Housing Completions including Self-Build 2005-2015
- Legal opinion on the use of planning conditions to control new open market housing in Exmoor National Park Authority
- Principal Residence Dwellings Permitted
- Main modifications proposed by ENPA – as amended
- List of Main Modifications in SD5 Schedule of Proposed Changes
- Policy Review of the Lyn Plan
- Development in the Local Service Centres
- Statement of Common Ground between Exmoor National Park Authority and the Crown Estate

- Written Statement – Invitation to Comment: EX17 – DCLG Building More Homes on Brownfield Land Consultation Proposals; EX18 – Superseded by Case Law – West Berks DC and Reading BC SSCLG [2015 EWHC 2222 (Admin) Changes to Government Policy
- Background information for Inspector’s site visits
- Written Statement – Invitation to Comment: 2014-based household projections: England
- Northern Peninsula Housing Market Area SHMA: Review of 2014-based Subnational Household Projections and the Implications for Housing Need – September 2016 (Housing Vision)
- Schedule of Main Modifications and Consultation on Proposed Changes to Section 6 of the Local Plan
- Schedule of Additional Modifications (not subject to consultation)
- Exmoor National Park Local Plan: Proposed Main Modifications (including minerals and waste policies) Sustainability Appraisal and Non-Technical Summary 2016 (Land Use Consultants)
- Exmoor National Park Local Plan: Proposed Main Modifications and Consultation on Proposed Changes to Section 6 of the Local Plan - Habitats Regulations Assessment Addendum 2016

5.12 The full evidence base has been compiled into an Examination Library, which is available on the National Park Authority’s website¹⁸.

5.13 The hearing sessions were held from 12th to 15th July 2017. These were followed by an invitation to comment on further information published during the hearing sessions including the implications of the 2014-based Household Projections released by DCLG on 12th July 2016. This led to further evidence being commissioned by the National Park Authority and partner authorities to analyse the implications of these projections for the National Park and the wider Strategic Housing Market Area.¹⁹ This evidence prompted further changes to be suggested to the housing section of the Local Plan.

5.14 Subsequently, the proposed main modifications to the Local Plan, and the proposed changes to Section 6 of the Plan, arising from the hearing sessions and additional evidence were agreed with the Inspector for consultation. The formal consultation on the proposed changes and modifications to the Local Plan was held during January and February 2017. All consultation responses were collated and sent to the Inspector to consider in March 2017, before finalising his report.

¹⁸ <http://www.exmoor-nationalpark.gov.uk/planning/planning-policy/local-plan/local-plan-examination/examination-library>

¹⁹ Evidence commissioned in partnership with North Devon Council, Torrington District Council and West Somerset Council

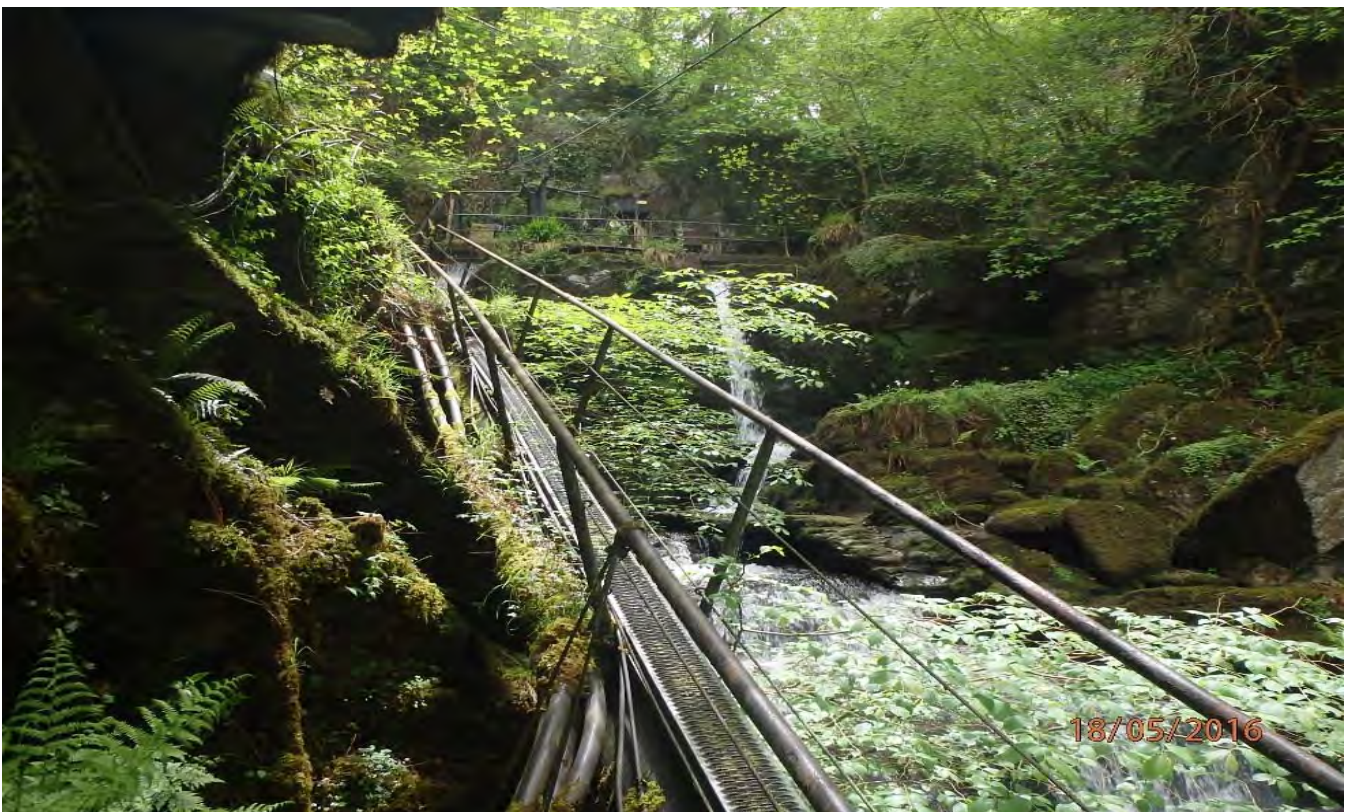
LYNTON & LYNMOUTH NEIGHBOURHOOD PLAN – MONITORING IMPACTS

- 5.15 The Lyn Plan 2013-2028 was adopted in December 2013 (the first neighbourhood plan in a National Park following the introduction of neighbourhood planning by the Localism Act 2011). The Lyn Plan aims to promote sustainable development and growth to meet the needs of local people, businesses and visitors, and to underpin and add to the assets valued by the community.
- 5.16 The Lyn Plan must be in general conformity with higher level plans and should have regard to the National Planning Policy Framework. Now in force, the Lyn Plan forms part of the development plan for Lynton & Lynmouth, together with the Exmoor National Park Local Plan.
- 5.17 During the monitoring year, 49 planning applications for the Lynton & Lynmouth Neighbourhood Plan area were determined; 42 applications were approved, 3 were refused and 4 were withdrawn.
- 5.18 The Lyn Plan supports the development of two types of housing: affordable housing and 'principal residence' housing (new housing which has to be used as the principal residence of the household living in it, but without any price controls or any local connection requirement). Principal residence housing is supported only in order to provide cross subsidy for affordable housing or other development directly benefitting the community. The Plan does not support the development of open market housing without any restrictions on occupation, and which could therefore be used as a second or holiday home. During the monitoring year, a proposal was approved to change the use and subdivide a guest house into two principal residence dwellings (in line with national planning policy guidance at that time, there was no requirement to provide affordable housing).
- 5.19 Other approved applications during the monitoring year include:
- Proposed erection of a luminaire column and associated underground cabling to provide lighting for emergency air ambulance helicopter night-time landings.
 - Proposed change of use of parts of a hotel to a microbrewery and a shop.
 - Proposed upgrading of existing hydroelectric facility at Glen Lyn Gorge.
 - Five applications by Airband Community Internet Ltd for the installation of a telecommunications pole and ancillary equipment, as part of the Superfast Extension Programme of the Connecting Devon & Somerset broadband delivery rollout.
- 5.20 As part of the Local Plan examination, the Inspector queried the validity of Policy ES-S2 within the Publication Draft Local Plan that sought to ensure the continuing use of The Lyn Plan to determine applications following the adoption of the Local Plan. In this respect the policy attempted to overcome section 38(5) of the *Planning and Compulsory Purchase Act 2004*, which requires any conflict between policies in the development plan to be resolved in favour of the policy in the last document to be adopted. This section of the Act means that any conflict between the policies of the Local Plan, once adopted, and those of the Lyn Plan would need to be resolved in favour of the Local Plan policies.

5.21 The Inspector stated that the policy was unsound as a development plan policy cannot disapply a statutory provision, and presented three options the Authority could consider:

- Option 1 – remove policy ES-S2 and update, submit for examination and remake the Lyn Plan
- Option 2 – remove policy ES-S2 and include in the Local Plan additional policies specific to Lynton & Lynmouth Parish.
- Option 3 – remove policy ES-S2 but do neither of the above.

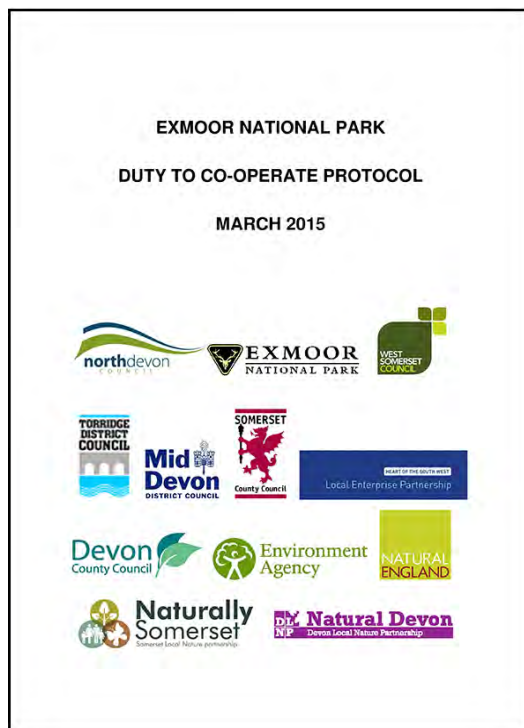
5.22 The members considered the options available to them at an Authority Meeting and voted in favour of the recommendation to remove Policy ES-S2 from the Local Plan and align this with Option 3. This option meant that the Lyn Plan could still form part of the Development Plan for Lynton & Lynmouth parish (the neighbourhood plan area). However, where there is a conflict between policies in the Lyn Plan and the Local Plan, the proposal should be considered in accordance with the Local Plan policies (following adoption), but the Lyn Plan would be considered to be a material consideration. Policies unique to the Lyn Plan will remain as the adopted policy in relevant planning decisions within Lynton & Lynmouth parish, whilst the reasons and underlying evidence are considered relevant and up to date.



Hydroelectric facility at Glen Lyn Gorge

6 DUTY TO COOPERATE

- 6.1 The Duty to Cooperate (DtC) was introduced by the Localism Act 2011²⁰. It requires a local planning authority to engage constructively, actively, and on an ongoing basis with relevant or prescribed bodies in order to maximise the effectiveness of development plan preparation and strategic matters. Section 11A of the 1949 National Parks and Access to the Countryside Act requires relevant authorities (including public bodies), in exercising or performing any of their functions within a National Park, to have regard to the National Park Authority's statutory purposes.
- 6.2 An Exmoor-wide DtC Protocol sets out how the prescribed bodies and other partner organisations will work together on strategic issues requiring co-operation. The Protocol forms the basis for discussing strategic priorities, evaluating options to address cross-boundary issues and agreeing outcomes wherever possible, but ultimately respects the individual identities and interests of its signatory organisations.
- 6.3 Compliance with the DtC continued as the Draft Local Plan was prepared for submission to the Secretary of State. A Duty to Cooperate Statement was submitted with the Local Plan and when examining the Plan against the test of soundness, the Inspector was satisfied that the Plan demonstrated effective joint working to meet strategic cross boundary priorities.



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

²⁰ The Duty to Co-operate is enshrined in law through Section 33A of the Planning and Compulsory Purchase Act 2004 (inserted by Section 110 of the Localism Act 2011). It is also included in the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG).

6.5 During this monitoring period officers undertook the following DtC activities:

Apr 2016	<ul style="list-style-type: none"> • Meeting with West Somerset Council, North Devon and Torridge Councils to finalise the Joint Housing Topic Paper for the Northern Peninsula Housing Market Area. • Correspondence with North Devon Council confirming that the housing requirement included in the draft North Devon and Torridge Local Plan includes an allowance for the market and affordable housing arising from the North Devon side of the National Park.
May 2016	<ul style="list-style-type: none"> • Response to Somerset County Council re Education Infrastructure Growth Plan. • Duty to co-operate correspondence with North Devon and Torridge Councils.
Jun 2016	<ul style="list-style-type: none"> • Duty to Co-operate confirmation of the Northern Peninsula Strategic Housing Market Assessment Joint Housing Topic Paper • Correspondence with Somerset County Council re minerals policies.
Jul 2016	<ul style="list-style-type: none"> • Response to West Somerset Local Plan main Modifications Consultation.
Aug 2016	<ul style="list-style-type: none"> • Correspondence with Mid Devon Council re Duty to Co-operate Statement.
Oct 2016	<ul style="list-style-type: none"> • Correspondence with West Somerset Council, North Devon council and Taunton Deane Council re planned housing requirement • Response to North Devon and Torridge Councils' Consultation on Main and Minor Modifications and Traveller Site Allocations Development Plan Document Scoping
Nov 2016	<ul style="list-style-type: none"> • Meeting with North Devon Council and Torridge District Council re Statement of Common Ground for North Devon and Torridge Local Plan Examination.
Dec 2016	<ul style="list-style-type: none"> • Response to consultation on Stogumber Neighbourhood Plan
Feb 2017	<ul style="list-style-type: none"> • Discussions with West Somerset Council on Community Housing Fund. • Meeting with North Devon Council to discuss affordable housing delivery through Community Housing Fund. • Response to North Devon & Torridge Local Plan Gypsy and Traveller Site Consultation
Mar 2017	<ul style="list-style-type: none"> • Attended Greater Exeter Strategic (GESP) Neighbouring Authorities meeting with Devon County Council, Mid Devon Council, Exeter City Council, East Devon Council, Teignbridge District Council, Dartmoor National Park Authority, Somerset County Council, North Devon and Torridge Councils.

7 EXMOOR NATIONAL PARK PROFILE

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

TABLE 7.1 EXMOOR NATIONAL PARK PROFILE

	INDICATOR	RESULT	SOURCE
AREA	Total Park area	692.8 sq km	OS\Designation maps
	Somerset	491.9 sq km	
	Devon	200.9 sq km	
	Parishes totally / partly in the National Park	43	
POPULATION	Population	10,273 (10,064)	ONS - derived from 2011 Census (2016 mid-term estimates)
	Age 0-14	1,176 (1,077)	
	Age 15-74	7,721 (7,495)	
	Age 75+	1,376 (1,492)	
	Population Density	0.1 per hectare / 15 per square km	
HOUSING	Dwelling Type:		ONS – derived from 2011 Census (2001 Census)
	Detached	47.2% (49.1%)	
	Semi-detached	25.6% (25.9%)	
	Terraced	16.4% (16.3%)	
	Flat/Maisonette	10.3% (8.4%)	
	Mobile home/caravan	0.4% (0.4%)	
	Households with at least one usual resident	80.8% - 4678 (86.3% - 4896)	
	Household spaces	5789 (5675) ²¹	
	Household spaces not used as main residence	19.2% (13.7%)	
	Household Tenure		
	Owner occupied (including shared ownership)	66.4% (68.3%)	
	Private rented (private landlord or letting agency)	13.6% (11.7%)	
	Social Rented (other and local authority)	14% (12.8%)	
	Other private rented/ Living rent free	6% (7.5%)	
	Average household size	2.1 (2.2) residents per occupied household	
	Quality of housing stock	Unknown – data held by districts	
Total no. of dwellings	5787		

²¹ A household space is the space taken by one household, including that of just one person. Shared dwellings may accommodate a number of households. A dwelling is a self contained unit of accommodation which may include one or more household spaces.

	INDICATOR	RESULT	SOURCE
HOUSING	Household Composition		ONS - derived from 2011 Census (2001 Census)
	Single person households	Aged over 65: 17.7% (19.2%) Other: 13.7% (12.38%)	
	Households without the sole use of one family (student hostels, residential homes etc)	With dependent children: (1.61%)	
		All students: (0%)	
		All over 65: (0.86%)	
		Other: (3.41%)	
	Family households	All over 65: 15.1% (14.77%)	
	Married couple households	No children: 18.7% (17.26%)	
		With dependent children: 10.0% (12.77%)	
		All children not dependent: 5.5% (4.66%)	
Cohabiting couple households	No children: 4.6% (4.41%)		
	With dependent children: 2.9% (2.96%)		
	All children not dependent: 0.4% (0.22%)		
Lone parent households	With dependent children: 3.5% (3.29%)		
	All children not dependent: 2.4% (2.21%)		
Other household types	5.3%		
HEALTH & WELL-BEING	Deprivation - Lowest Index of Multiple Deprivation rank	West Somerset (Dulverton & District) 10,284	Index of Multiple Deprivation (2015) IMD Ranking ²²
	Highest IMD rank	West Somerset (Dunster & Timberscombe) 13,796	
	Life Expectancy at birth	North Devon: Male 79.6 (79.6) years Female 83.4 (83.4) years	Source: National Statistics 2013-15 (National Statistics 2012-14)
		West Somerset: Male 80.5 (80.3) years Female 85.0 (85.3) years	
	Households with at least one person with a long-term health problem or disability	28.2% (35.4%)	ONS - derived from 2011 Census (2001 Census)
ECONOMY	Total unemployment - % of population aged 16 – 64 claiming out of work benefits (June 2017)	1.7% (0.6%) - West Somerset 1.0% (0.9%) - North Devon 1.3% (1.2%) - South West	Source: NOMIS earnings by residence - no separate data available for the National Park (2016/17)
	Average earnings: North Devon (2016)	£437median full time gross weekly pay (£447 in 2015)	
	Average earnings: W. Somerset	2016 sample size too small for reliable estimate (£548 in 2015)	
TRANSPORT	Commuting mode: All usual residents 16-74	<u>Driving a car or van or passenger in a car or van:</u> North Devon 38.3% West Somerset 33.6% Exmoor National Park: 45.6%* (50.5%)	ONS - derived from 2011 Census – method of travel to work *All usual residents aged 16 or over in employment the week before the 2011 Census, living in Exmoor National Park (2001 Census)
		<u>Work at or from home:</u> North Devon: 16.9% West Somerset: 25.3% Exmoor National Park: 37%* (31%)	
		<u>By bicycle or on foot:</u> North Devon: 10.8% West Somerset: 8.5% Exmoor National Park: 11.9%* (14%)	
Commuting distance	kms on average: North Devon: 15.4 West Somerset 18.9 Exmoor National Park: 48.9% of journeys to work are 10km or less 7.7% of journeys are 60km and over	ONS - derived from 2011 Census – commuting distance	

²² IMD Ranking: 1 = most deprived area, 32844 = least deprived area, 16422 = mid-point

	INDICATOR	RESULT	SOURCE
TRANSPORT	Annual Average Daily Traffic Flows 2016	Annual Average	August Average
	A39 Lynton 2 way	2920	4293
	A39 Culbone Stables	1380	1930
	A39 East of Headon Cross	4200	5520
	A396 Avill Farm	2610	3120
	A396 North of Dunster	4350	4990
	B3190 Raleghs Cross	1830	2590
	B3223 Red Deer Farm	1160	1720
	B3223 North of Simonsbath	460	730
	B3224 Goosemoor	1430	1760
	B3224 West of Wheddon Cross	1720	2120
	B3358 West of Simonsbath	690	1100
			(County Council Highway Departments) See pages 65-67 for further information
EDUCATION	% 16 year olds achieving 5+ GCSE at A* - C (or equivalent) including English and Maths	Somerset: 55.8% (58.6%) West Somerset Community College: 53% Devon: 58.6% (58.1%)	Source: Department of Education (2016) England – All Schools: 53.5% (53.8% in 2015)
		53% of students at The Ilfracombe Academy gained Grade C or better in both English and Maths GCSEs	
	Working age people with NVQ level 3+ as % of total working age population	West Somerset: 58.5% North Devon: 51.5%	Qualifications (Jan 2016 to Dec 2016)
ENVIRONMENT	Special Areas of Conservation	106.70 sq km (Exmoor Heaths)	Source: Natural England and the Section 3 Conservation Map.
	SSSIs	15.81 sq km (Exmoor Oakwoods) 193.70 sq km	
	National Nature Reserves	5.38 sq km (within SSSIs)	
	Section 3 coast/foreshore	7.85 sq km	
	Section 3 moorland	169.11 sq km	
	Section 3 woodland	49.84 sq km	
	% area protected by a designation	100% (National Park)	
Air Quality - No Air Quality Management Areas exist for the National Park area. In the UK there are 845 declared AQMAs. North Devon District Council declared an AQMA for part of Braunton. Mid Devon District Council declared AQMAs for Crediton and Cullompton ²³ .			
River Quality - There were 20 pollution events recorded within the National Park during the monitoring period (18 during 2015/16). See page 60 and Appendix 2 (Source: Environment Agency)			
HERITAGE	Scheduled Monuments	200	Source: Historic England and Historic Environment Record
	Conservation Areas	16	
	Grade 1 Listed Buildings	20	
	Grade II* Listed Buildings	54	
	Grade II Listed Buildings	668	
	Historic Parks & Gardens	2	
LEISURE	Public Footpaths / Bridleways	438 km / 464 km	Source: Definitive Map / GIS
	Restricted Byway and Byway Open to All Traffic	64 km	
	Access Land	17914 ha	
	Permitted paths	376 km	Indicator uses a nationally recognised methodology
	Path 'open and easy to use' score	96% (2016/17) 93% (2015/16); 90% (2014/15); 86% (2013/14)	
	Visitor days/year	1.96 million (2012) 1.96 million (2013) 2.04 million (2014) 2.14 million (2015) 2.15 million (2016)	

²³ <https://uk-air.defra.gov.uk/aqma/maps>

²⁴ The Scarborough Tourism Economic Activity Monitor (STEAM) has been selected as the preferred monitoring model, given that it is based on locally derived tourism data, and this has now been adopted by a number of National Park Authorities across the UK.

8 POLICY PERFORMANCE

- 8.1 The policies in the Exmoor National Park Local Plan 2001-2011 are saved until they are formally replaced by the Local Plan 2011-2031 when adopted. This section of the AMR monitors the policies of the adopted Local Plan through a range of selected indicators – set out in Chapter 14²⁵ of the Local Plan – and which aim to inform the effectiveness of the policies within each section of the Local Plan.
- 8.2 Indicators have been developed as part of a monitoring framework, to monitor the effectiveness of policies within the new Local Plan 2011-2031 and these will be reported in the next AMR following the adoption of the Plan, in conjunction with indicators to monitor significant effects as set out in the Sustainability Appraisal Scoping Report 2010.

LANDSCAPE & NATURE CONSERVATION

- 8.3 This section contains policies that support the first statutory purpose of the National Park Authority, *to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park*. The indicators are set out in Table 8.1 below.
- 8.4 The indicators demonstrate that the Landscape and Nature Conservation policies have contributed to the protection of the natural beauty, wildlife and cultural heritage of the National Park and planning decisions have been robust in ensuring that new development conserves and enhances the National Park, for example by attaching conditions to planning permissions relating to management of external lighting in new developments; the conservation of archaeological heritage assets; and the protection of wildlife.
- 8.5 The indicators within Table 8.1 below do not reflect the cumulative impact of changes in the way the land is managed and maintained; in the majority of cases these changes are not subject to planning control. Objectives, priorities for action, and targets set out in the Exmoor National Park Partnership Plan 2012-17 aim to address landscape management issues which cannot be controlled by planning policy alone.

TABLE 8.1: LANDSCAPE AND NATURE CONSERVATION

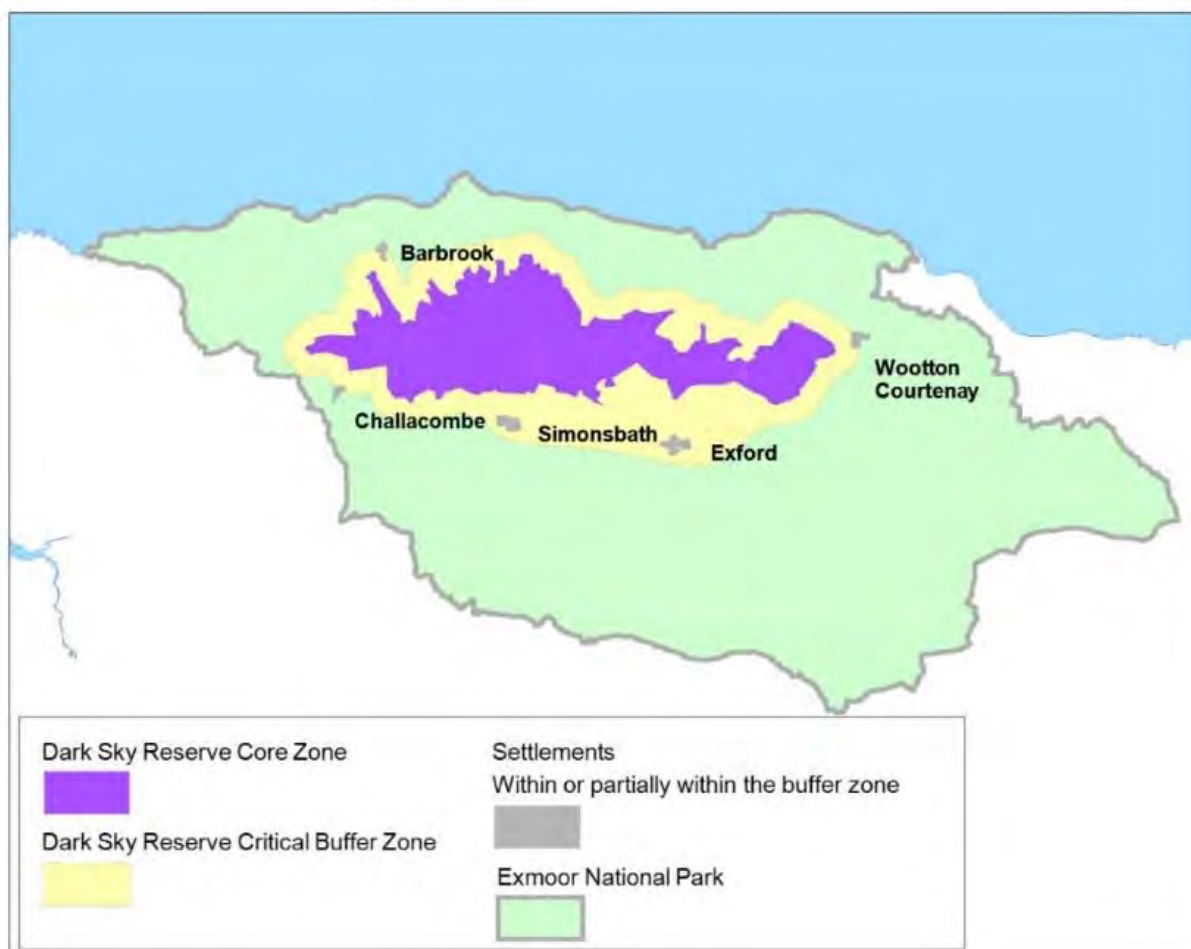
Indicator	Policy	Result	Comments
Area of greenfield land	LNC1 LNC3 LNC6	673sqkm 97.74% of the National Park area	Excluding buildings and their curtilage, roads, structures, water bodies etc.
Number of lighting conditions attached to permissions within the National Park	LNC2	108	Applications with lighting conditions which either do not permit external illumination without prior approval of the Authority or to effectively manage lighting to reduce light pollution impacts.
Change in area of moor and heath as a result of development	LNC3	Not monitored.	
Area of orchard created or lost as a result of development	LNC4 LNC5	Not monitored	

²⁵ [Chapter 14 Monitoring and Review](#)

Indicator	Policy	Result	Comments
Extent of marshy grassland	LNC7	Cannot be measured at present	
Change in area of designated habitats as a result of development. (SACs, SSSIs, CWS)	LNC9 LNC10 LNC11 LNC13	Not monitored	
Percentage of SSSIs in favourable or unfavourable recovering condition	LNC9 LNC10 LNC11 LNC13	97% of SSSIs on Exmoor For land owned by the Authority 99% of SSSIs	Source: Natural England SSSIs in 'favourable' or 'unfavourable recovering condition'
Change in area of BAP habitats as a result of development.	LNC12	Not monitored.	
Area of BAP habitats managed in accordance with NPA conservation objectives as a result of development.	LNC12	-	
No. of developments with provision for protected /important species, and as a proportion of developments affecting protected /important species	LNC14	32 applications where conditions were imposed which either require applicants to undertake an ecological survey prior to any development; or where an ecological survey has been undertaken and a condition applied in relation to its findings.	
No. and proportion of applications refused for reasons of harm to protected/important species.	LNC14	0	
No. of applications for DEFRA licences.	LNC14	0	
No. of Scheduled Ancient Monuments affected by development.	LNC15 LNC16	5 applications where the permission was conditioned regarding an 'archaeological watching brief' or required a programme of archaeological work.	
No. of sites on the Sites and Monuments Record affected by development.			

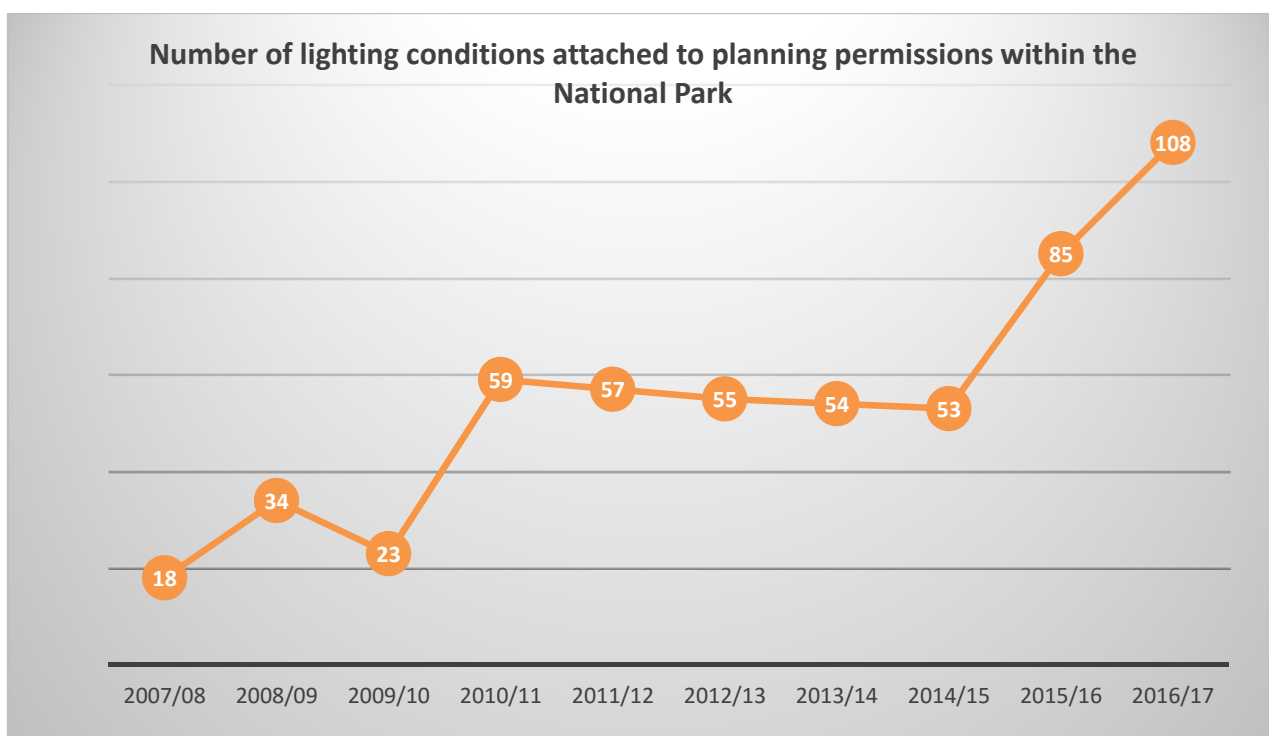
Indicator	Policy	Result	Comments
No. of the above applications refused.	LNC15 LNC16	0	
No. of cases of damage to archaeological sites.	LNC15 LNC16	0	No cases of damage through development.
No. of renewable energy/energy conservation projects.	LNC17 LNC18 LNC19	6	See table no. 8.1a (p.35)
No. and area of major developments approved within the National Park	LNC20	3 major applications: <ul style="list-style-type: none"> At Higher Fyldon Farm, Heasley Mill for agricultural buildings (1,560m²) (1.85ha) At Ashwick Farm, Dulverton for extensions to existing agricultural building (1,475m²) (0.144ha) At Monkham Lodge, Exford for an agricultural/equestrian barn (283m²) (0.287ha) 	

8.6 An area of the National Park was officially designated an International Dark Sky Reserve in 2011 (see map below).



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2016 Ordnance Survey 100024878

- 8.7 Lighting conditions to control the impact of light pollution have been attached to a number of development proposals permitted during the monitoring period.
- 8.8 There were two applications permitted within the Dark Sky Reserve core zone (see purple area of map above) during the monitoring period. The application for change of use to staff accommodation did not have a lighting condition attached given the existing use as hostel accommodation and as the property is owned and managed by this Authority, and therefore the risk of external lighting being installed is negligible. An approved application for an extension to an existing dwelling within the core area was subject to a condition to ensure that the installation of external lighting would require approval by the National Park Authority.
- 8.9 Within the critical buffer zone, 40 applications were approved during the monitoring period. Of these, 23 applications did not have external lighting control conditions attached due to the type of works proposed, e.g. residential extensions, changes of use, certificates of lawfulness and erection of telecommunication masts.
- 8.10 Ten telecommunications masts were permitted within the critical buffer zone as part of the roll out of superfast broadband across the National Park, using fixed wireless technology and the proposals did not feature any form of external lighting.
- 8.11 The remaining 17 applications were considered to be of a type that either proposed or may lead to the installation of external lighting and were subject to a planning condition to ensure that no external lighting is installed without approval by the local planning authority. A large number of the developments permitted with lighting conditions within the critical buffer zone were agricultural or equestrian buildings.



Designation of International Dark Sky Reserve Status 2011

- 8.12 The policy approach in the Publication Draft Local Plan reinforces the Dark Sky Reserve status, helping to sustain the dark night sky special quality, which is also contributing to the tourism economy of the National Park. The impact of the Dark Sky Reserve status is evident from a comparison of the number of lighting conditions attached to planning permissions pre and post the 2011 designation. This information is included in an annual report to the International Dark Sky Association²⁶.



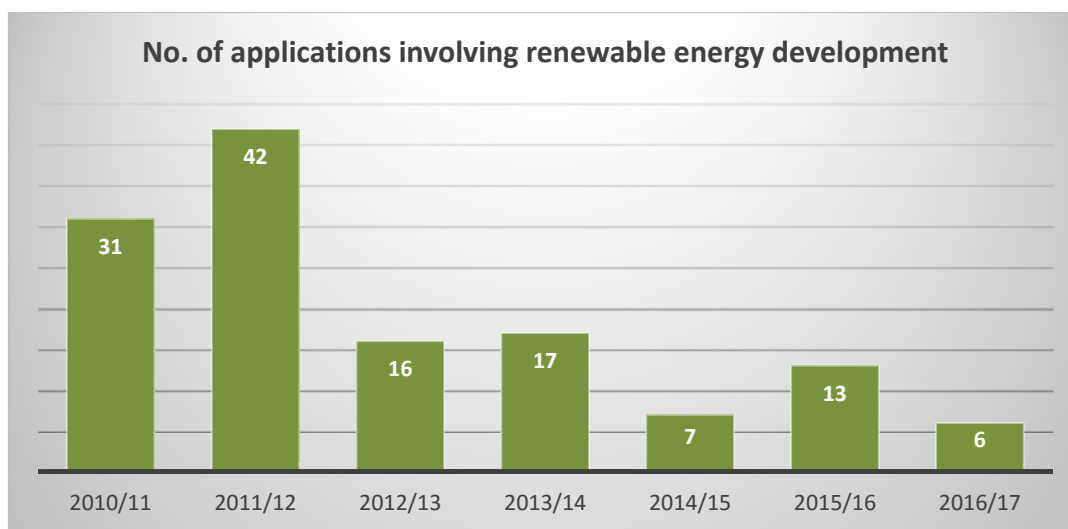
Exmoor Star Trails, Keith Trueman

- 8.13 An Exmoor Wildlife Checklist is available to download with application forms for development proposals on the Authority's website – this helps the applicant/agent identify when wildlife issues may require greater investigation and where it is most likely that a wildlife issue needs to be understood and addressed in the initial design work. The checklist may trigger the need for a wildlife/ecological survey to accompany a planning application.
- 8.14 A greater number of ecological surveys are now submitted with planning applications to help ensure that protected species and habitats are not harmed as a result of any development proposed. These surveys are particularly relevant for proposals which involve works to existing buildings where species such as bats or nesting birds may be present. Conditions are applied to ensure that any programme of works complies with recommendations set out in the ecological survey; to require a survey to be undertaken prior to any works commencing; or to state the timing of construction. During the monitoring period there were **32 applications** where conditions were imposed relating to ecological surveys or their findings.

²⁶ [International Dark Sky Association Annual Report 2017](#)

ENERGY AND RESOURCE CONSERVATION

- 8.15 The UK's Feed in Tariffs (FiT) were introduced by the Energy Act 2008 and were launched by the government in 2010 to help increase the level of renewable energy in the UK towards a target of 15% of total energy from renewables by 2020. Following high levels of take up, resulting in a budgetary overspend, the Department for Energy and Climate Change (DECC) began reducing FiT returns in order to control the costs of the renewable energy subsidy.
- 8.16 In March 2016, the Department of Energy and Climate Change also consulted on proposed reforms to the Domestic and Non-Domestic Renewable Heat Incentive schemes²⁷ which pay for heat produced from some renewable energy systems. The government's response to the consultation was published in December 2016²⁸ and announced proposed changes to the Domestic RHI scheme, including tariff increases for three of the eligible renewable hearing technology types: Biomass plant; Air source heat pump; and Ground source heat pump, to come into force from September 2017.
- 8.17 The Government also considered it appropriate to continue to support new solar thermal installations through the scheme, although the tariff will remain unchanged.
- 8.18 Changes to the existing Non-Domestic RHI scheme were introduced with effect from spring 2017²⁹.
- 8.19 The number of planning applications submitted and approved for renewable energy development during this monitoring period (6 applications), is lower than the previous monitoring year (13 applications), when the higher number of installations permitted may be a reflection of greater affordability, and potentially a result of homeowners seeking to enter the FiT scheme in anticipation that it might close.



- 8.20 This follows a peak in applications in 2011/12 shortly after the initial launch of the FiT scheme in 2010, when 42 applications involving renewable energy development were approved.

²⁷ The Renewable Heat Incentive (RHI); a Government initiative that pays for heat produced from some renewable energy systems to heat buildings for the *non-domestic* sector (businesses, industry and public sector) was introduced in November 2011. The domestic RHI scheme targeted at homes off the gas grid was opened in 2014.

²⁸ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577024/RHI_Reform_Government_response_FINAL.pdf

²⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577024/RHI_Reform_Government_response_FINAL.pdf

8.21 The renewable energy developments approved during 2016/17 were:

- a ground mounted solar PV system;
- the installation of a wood chip powered combined heat and power system;
- a domestic wood store and wood burning boiler;
- a domestic outbuilding with roof mounted PV array;
- a solar panel installation as part of the conversion of barns to a dwelling and a holiday unit accommodation; and
- development to increase the capacity of an existing hydroelectric power station.

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

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

Table 8.1a

Application	Parish	Renewable Energy Type	Comments
6/29/16/106	Selworthy and Minehead Without	Ground mounted solar PV system	A 10kW solar array next to the existing building group to serve the needs of a dwelling and businesses operation
6/35/16/102	Treborough	Wood chip powered combined heat and power system	Electricity production for National Grid as diversification of agricultural/forestry business
6/42/16/107	Withypool	Wood store and flue to outbuilding to house wood burning boiler	To serve an individual property
62/19/16/002	Combe Martin	Domestic outbuilding with roof mounted PV array	To serve an individual property
62/41/16/001	Lynmouth	Upgrade of existing hydroelectric power station	Replacement of intake and increase of capacity
62/73/16/004	Twitchen	Solar panels	To serve barn conversion to extended family dwelling and holiday let

CONSERVATION OF BUILDINGS AND SETTLEMENTS

- 8.23 The indicators within this section monitor policies which aim to protect the cultural landscape including farmsteads, settlements, buildings and structures, as well as ensuring that new development is both well-designed and enhances the environment.
- 8.24 All of the indicators within this section, save one, could be monitored. However as these quantitative indicators do not have targets or defined objectives it is difficult to measure whether the policies are having the intended effect. Indicators developed in the Submission Draft Local Plan monitoring framework will address this issue.
- 8.25 The results show no change to significant cultural designations such as conservation areas, listed buildings, historic parks and gardens, orchards and important open space (visual amenity).
- 8.26 Conservation Areas are defined as “areas of special architectural or historic interest the character of appearance of which it is desirable to preserve or enhance”. The review of designated Conservation Areas is a duty under Section 69 of the Planning (Listed building and Conservation Areas) Act 1990, with the formulation of appraisals on a rolling 5-year basis recommended in current guidance from Historic England. The principal objective of the review is to improve the planning function of Conservation Areas in terms of their performance within the planning process and ensure their conformity to national and local standards, in particular the National Planning Policy Framework.
- 8.27 A review of Exmoor National Park’s Conservation Areas commenced in 2011, with draft appraisals prepared for each of the 16 areas. Following periods of public consultation, the appraisal document for Porlock Conservation Area was formally adopted in 2013, and appraisal documents for Allerford and Selworthy Conservation Areas were adopted in March 2017. A programme for the adoption of the remaining conservation area appraisals will be implemented in due course.
- 8.28 In relation to the conversion/change of use of traditional buildings, during the monitoring period four applications were approved:
- Conversion of storage area above stables into a local affordable home;
 - Conversion of existing stable to provide an extension to a dwelling;
 - Conversion of a redundant barn to a bunk barn;
 - Conversion of outbuildings into holiday cottages as farm diversification.
- 8.29 Adopted Local Plan Policy CBS12 requires that all new development should reflect and reinforce the use of traditional materials. All buildings permitted which require roofing materials are monitored regarding the use of traditional materials – namely slate, thatch or clay tiles. Outbuildings, stables or agricultural sheds may use corrugated cement fibre sheets, the advised colour of which is generally anthracite to help to minimise the visual impact of the roofing in the wider landscape.
- 8.30 During the monitoring period, there were 30 instances where planning conditions required that a new building be roofed in traditional materials. Other materials such as ‘green roofs’, lead, zinc or timber shingles may be used in appropriate circumstances.

TABLE 8.2: CONSERVATION OF BUILDINGS & SETTLEMENTS

	Policy	Result	Comment
No. of traditional buildings converted to different use classes in LRC's, villages and in the Open Countryside	CBS1, CBS2, CBS3, CBS4	4	<ul style="list-style-type: none"> • Conversion of storage area above stables into an affordable home for a local person in Exford parish • Conversion of existing stable to provide living room and bedroom as an extension to an existing dwelling in Exford parish • Use of first floor of redundant barn as 31-bed bunk barn with kitchen, dining and bathroom facilities in Exton parish; • Conversion of 3 outbuildings into 3 holiday cottages as farm diversification in Brompton Regis parish.
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	0	
No. of Tree Preservation Orders made following Section 211 Notices within Conservation Areas	CBS6	0	TPOs served following planning applications.
No. of Historic Parks and Gardens	CBS11	2	Dunster Castle and Nettlecombe Court
No. of renewable energy/energy conservation projects.	CBS12-15	6	See table 8.1a (p.35).
No. of letters of complaint and support related to the character of new development	CBS12-15	-	Cannot be monitored at present.
No. of design awards for new development	CBS12-15	0	
Area of orchard created or lost as a result of development	CBS12-15	Not monitored	
No. of new buildings roofed in traditional materials.	CBS12-15	30	Includes all permissions where roofing materials are stated (including extensions, outbuildings, agricultural buildings etc).
Area of Important Open Space (Visual Amenity) within settlement.	CBS16	39.82ha	Existing areas

8.31 There are 200 scheduled ancient monuments in the National Park and 742 Listed Buildings. The total number of Listed Buildings has increased from 740 in the previous monitoring year, following the Grade II Listing of:

- a mediaeval farmstead at Great Nurcott with buildings dating from the 17th Century onwards; and
- a 20th Century 'Arts & Crafts' building at Allerford.



Listed mediaeval farmstead at Great Nurcott dating from the 17th Century

8.32 Listed buildings are classified into 3 grades:

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

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

8.34 There are 27 scheduled monuments within the National Park included on the Historic England 'At Risk' Register, an increase compared with 19 reported in the previous monitoring year. This follows publication of the Scheduled Monuments Condition Survey in 2015.

TABLE 8.3: CONSERVATION OF LISTED BUILDINGS AND SCHEDULED MONUMENTS

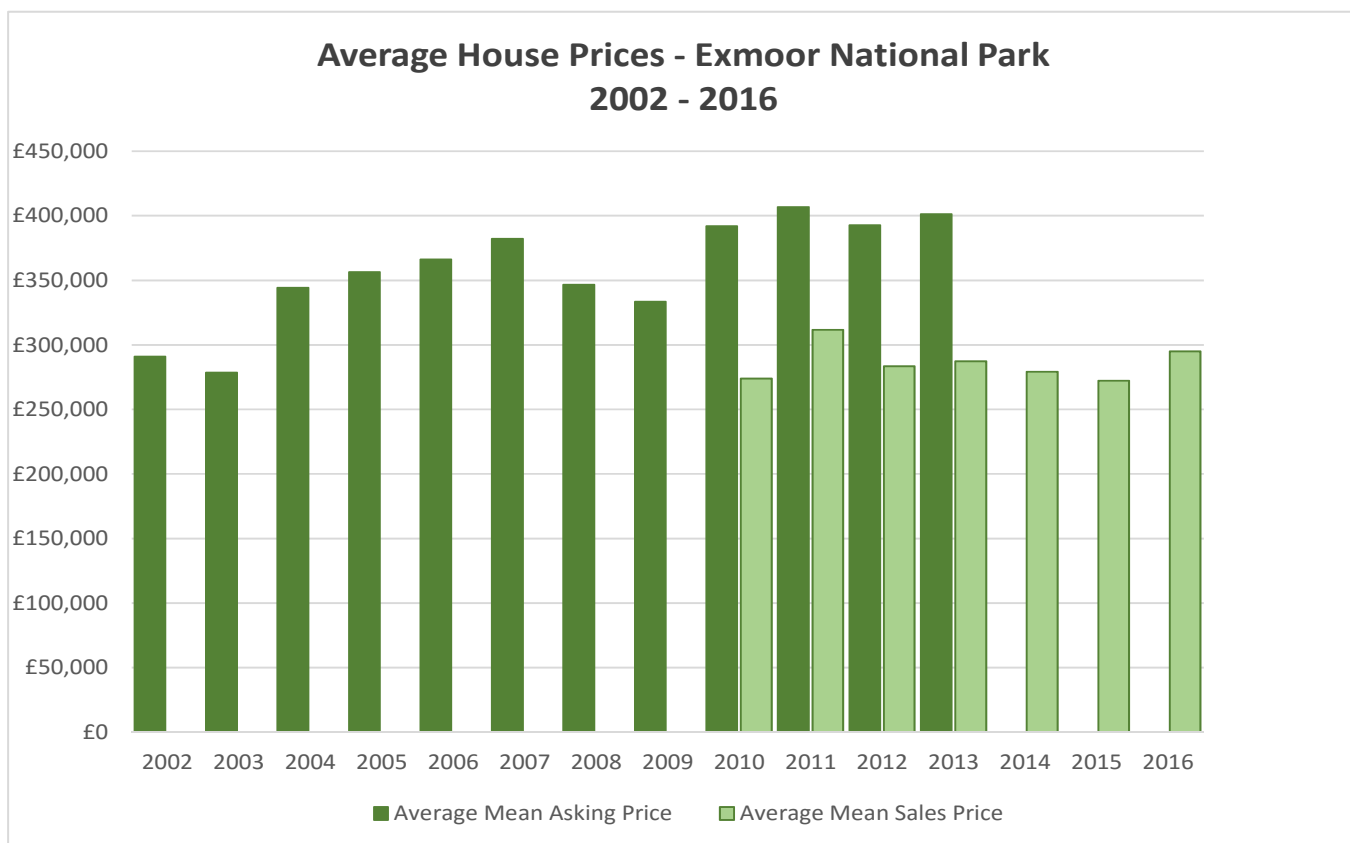
	Policy	Result	Comment
No. of Listed Buildings	CBS7-10	See Table 7.1 (p.29)	
No. of Listed Buildings included in Exmoor National Park Authority's 'Buildings At Risk' report (all are classified as Grade II Listed)	CBS7-10	10	<ul style="list-style-type: none"> • 19th Century gravestone in St Thomas' Churchyard • St James' Church and Churchyard, Upton Farm • Old Frackford Bridge • Chest tomb in St Martin's Churchyard, Elworthy • Milestone at West Wood • Unidentified chest tomb, St Mary's Churchyard, Luxborough • Limekilns at Treborough quarry • Early 19th Century milestone north of Oaktrow Quarries • Linhay at Allerford • St Leonard's Well at Dunster*
No. of Listed Buildings on Historic England 'At Risk' register		0	
No of Scheduled Monuments on Historic England 'At Risk' register	CBS7-10	27	<ul style="list-style-type: none"> • A later prehistoric defended settlement on Gallox Hill, Dunster • St Leonard's Well, Dunster • Bury Castle Iron Age defended settlement, Selsworthy • Berry Castle, Iron Age enclosure in Berry Castle Wood, Porlock • Earthwork enclosure on Rodhuish Common, Withycombe • Allerford packhorse bridge, Selsworthy • Bury Castle, Brompton Regis • Bat's Castle small multivallate hillfort and associated outwork, Carhampton • Bowl barrow, (610m ESE of the fire tower on Monkham Hill), Luxborough • Cow Castle, Exmoor • Sweetworthy deserted medieval settlement, Luccombe • Standing stones on eastern edge of Furzehill Common, Lynton & Lynmouth • Kittuck stone setting and cairn, Three Combes Foot, Exmoor • Hillfort on Grabbist Hill, Dunster • Mounsey Castle, Dulverton • Badgworthy deserted medieval village, Brendon • Later prehistoric defended enclosure, Carhampton • Bowl barrow on Monkham Hill (710m ESE of the fire tower on Monkham Hill), Luxborough • Two round barrows on Cheriton Ridge, Brendon • Chains Valley stone alignment, Exe Head • Almsworthy Common stone alignment, Exford • Two round barrows near Warcombe Water, Lynton & Lynmouth • Barlinch Priory, Brompton Regis • Brightworthy Barrows on Withypool Common, Withypool & Hawridge • Brewer's Castle, Withypool & Hawkrige • Stone circle on Withypool Hill, Withypool & Hawkrige • Earthwork defences of Countisbury Castle promontory fort, Lynton & Lynmouth

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

HOUSING

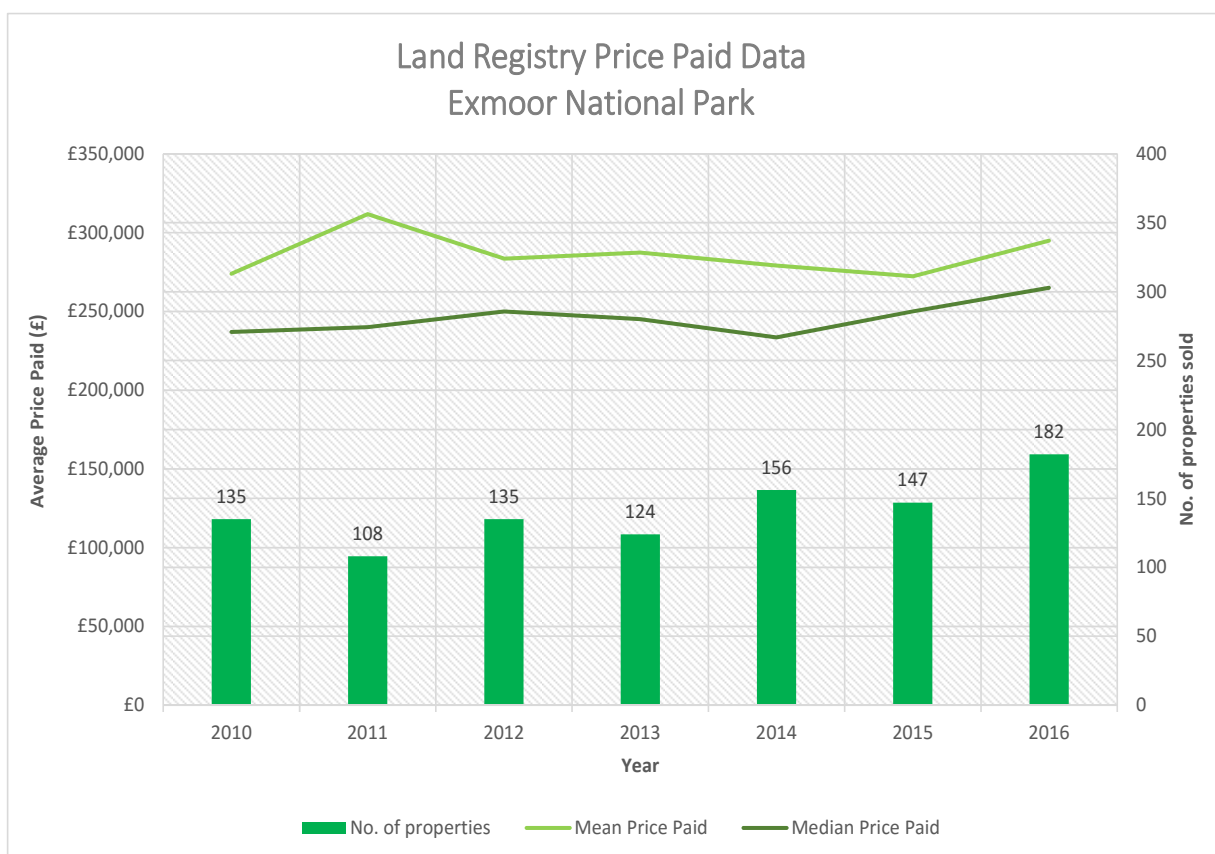
- 8.35 The indicators set out in Table 8.6 (page 43) seek to measure the performance of housing policies within the Local Plan. These policies aim to ensure that new housing development within the National Park is compatible with the conservation and enhancement of the landscape, natural environment and built heritage of the National Park whilst providing for the housing needs of local communities and contributing to their sustainability. Adopted Local Plan policies principally aim to ensure that new housing in the National Park addresses an identified local community need for affordable housing. This approach is reinforced in the new Local Plan 2011-2031 which focuses on affordable housing and addressing the needs of all sections of the local community to help create balanced, living and working communities with a better mix of houses.
- 8.36 From 1998 to 2013 the average house price for the National Park was based on **asking prices** for all dwellings marketed in the National Park, with data taken from a 2-week period in July each year. The 2013 House Price Survey was the first to contain both average 'asking prices' and 'prices paid' - obtained from newly released price paid data from the Land Registry (further analysis of Land Registry 'price paid' data has back-dated the mean average house price within the National Park to 2010). From 2014, the House Price Survey focuses on **price paid** data. Figure 8.4 illustrates that the mean average house sales price (price paid) in 2013, 2014 and 2015 is a markedly lower overall average compared with the average asking price of previous years.
- 8.37 The 2016 survey demonstrates that during the monitoring period, the mean average house price paid was 8.3% higher than the price paid in 2015 (£294,896 compared to £272,183). The median average was 6% higher, increasing from £250,000 to £265,000.

Fig 8.4



8.38 Using the Land Registry data, a comparison of **price paid** figures for the previous six years can be made.

Fig 8.5 Land Registry Price Paid Data Exmoor National Park 2010-2016



8.39 In 2016, the average house price (price paid) in Exmoor National Park was substantially higher than both regional and national averages:

- 13% higher than North Devon**
- 20.3% higher than West Somerset**
- 17.9% higher than Devon**
- 6.1% higher than Somerset**
- 5.2% higher than the South West region**

8.40 Average house prices for England are distorted by the London/South-East housing market. In July 2016, average mixed-adjusted house prices stood at £306,000 in England, whereas the average house price excluding London/SE was £218,000.³⁰

8.41 The ratio of average house prices and average annual household incomes on Exmoor remains high, increasing in 2016 to **10:1** from 9.5:1 in the previous monitoring year, illustrating the continuing difficulty that households with average incomes face when seeking to purchase suitable accommodation on the open market³¹. The ratio of the lower quartile house price³² to average household incomes is **7:1**, and illustrates that properties at the lower end of the market are still beyond those with an average household income of around £29,000 without a significant deposit. They are particularly

³⁰ Land Registry (2016) House Price Index: July 2016
<http://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/housepriceindex/2015-09-15>

³¹ Exmoor National Park House Price Survey 2014 and Land Registry prices paid data 2014

³² Based on the lowest 25% of price paid data for properties sold on Exmoor

unaffordable for those in the lower quartile of household income where the ratio of lower quartile house price to average *lower quartile* household income is **12:1**. These figures emphasise the significant issue of housing affordability and the continuing importance of providing houses, either through home ownership or rent, that are affordable for those with a local connection to Exmoor National Park.

- 8.42 In March 2017, the Nationwide House Price Index report noted that figures from the Department for Communities and Local Government (DCLG) revealed a further decline in home ownership to 62.9% in 2016, the lowest recorded since 1985. The report highlighted a marked decline in the home ownership rate amongst young adults (25-34) (traditional first-time buyers), and a fall in home ownership rates amongst those aged 35-44 at 56% (down from 75% in 2006).
- 8.43 The fall in home ownership rates has resulted in an increase the private rental sector, with the number of privately rented households rising by more than 75% over the past decade. The Nationwide report indicates that while the younger age groups are most likely to rent, there has been a strong increase in renting amongst the 45-54 and 55-64 age groups. At the same time, these age groups have seen a decline in the proportion of people owning a home with a mortgage, and an increase in those owning their homes outright – suggesting a widening divide between those able to afford to own their own home, and those unable to get on to the property ladder.
- 8.44 An analysis of affordable housing need undertaken in 2016³³ in preparation for the Publication Draft Local Plan 2011-2031 estimated the affordable housing need in Exmoor National Park to be 336 units. In July 2016, the release of new national evidence by DCLG indicated a projected slower growth in households within the National Park area, compared with earlier national projections. The Authority was invited to consider the impact of the revised household projections for England on the Publication Draft Local Plan. The Authority consulted on revising the Publication Draft Local Plan to include a lower indicative affordable housing figure of 238 dwellings.
- 8.45 Both North Devon and West Somerset districts adopt a choice-based letting system to enable applicants to register a housing need and to express a preference for new or existing properties as they become available. The indicator referring to the number of households on the District Council's housing register is not considered to be meaningful for monitoring local affordable housing need in the National Park. It is recognised that many people in housing need do not register with the District Council housing lists, believing there to be little possibility of finding suitable housing through this mechanism. The figure entered reflects the 'backlog' of affordable housing based on the proportion of households in the higher bands of housing need within the National Park.³⁴
- 8.46 Under the policies of both the adopted Local Plan and the Submission Draft Local Plan, local affordable housing permitted must be occupied by those with a local connection and a Section 106 legal agreement (planning obligation) is the mechanism by which occupancy is controlled. The key tests are that people are unable to afford housing on the open market (either to rent or buy), are in housing need, and have a local connection.

³³ http://www.exmoor-nationalpark.gov.uk/data/assets/pdf_file/0008/758042/CE6-ENPA-2016-Housing-Topic-Paper-May-2016.pdf

³⁴ Housing Vision (2016) Northern Peninsula SHMA Update December 2015

TABLE 8.6: HOUSING

Indicator	Policy	Result	Comment
Proportion of new Housing Meeting Community's Need for Affordable Housing by location, development type, and occupancy.	H1 - H15	<p>No affordable homes were completed during the monitoring period.</p> <p>15 local needs affordable dwellings were under construction</p>	<ul style="list-style-type: none"> • Construction of a local needs affordable dwelling in the village of Brompton Regis • Two self-build plots for local needs affordable homes in Cutcombe • Change of use of existing garage to a one-bedroom local needs affordable dwelling in Dunster • Conversion of storage area above stables to an affordable home in Exford • Three self-build affordable homes (one each in the villages of in Exton, Luxborough and Porlock) • The conversion of a barn to an affordable home in Lynton • Two affordable dwellings as part of the conversion and subdivision of a property in Lynmouth • Four affordable homes as part of the change of use of part of an hotel in Lynmouth
Affordable Housing Provision by Type and Size of dwellings	H1 - H16	0	
Ratio of House Prices and Rents to Household Income (CACI data) by Household Type	H1 - H17	<p>Ratio of Average House Price to Average Household Income: 10:1</p> <p>Ratio of Average Lower Quartile House Price to Average Lower Quartile Household Income: 12:1</p>	<p>2016 Annual House Price Survey data. Average Household Income figure is that for Exmoor National Park £28,668 (Exmoor National Park Profile – DEFRA Rural Statistics Unit 2010)</p> <p>Average House Price – based on price paid data released by the Land Registry</p>
Changes in House Prices Relative to national, regional and county averages	H1 - H18	<p>In 2016 the mean average house price on Exmoor based on Land Registry <u>price paid</u> data was £294,896, 8.3% higher than in 2015 (2016 Annual House Price Survey)</p> <p>2016 mean average house price South West: £279,718 (£215,010 in 2015)</p>	
No. of second and holiday homes and empty homes at parish level	H1 - H19	<p><u>North Devon area of National Park:</u> Estimated number of long term empty properties: 36 Estimated number of second or holiday homes: 190</p> <p><u>West Somerset area of National Park:</u> Data on empty properties/ second homes no longer available.</p> <p>In 2014, the estimated number of long term empty properties in the <u>whole National Park</u> was 94. The estimated number of second/ holiday homes was 592</p>	<p>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.</p>

Indicator	Policy	Result	Comment
No. of up to date parish housing need surveys.	H1 - H20	<p>42 separate parish surveys completed for parishes wholly or partly within the National Park between 2002 and 2015 (including some re-surveys).</p> <p>A park-wide housing survey was undertaken in 2008 to ascertain the level of local housing need across the whole National Park.</p> <p>In 2014, the Rural Housing Project co-ordinated a housing needs and aspirations survey of people registered for housing in the rural areas of West Somerset (including the West Somerset area of Exmoor National Park).</p>	<p>No. of parish surveys completed since the start of the Rural Housing Project in 2002. The Rural Housing Project closed in March 2015.</p> <p>NB: RHP covered the rural areas of North Devon and West Somerset districts including Exmoor National Park.</p> <p>Parish surveys may still be conducted in conjunction with the local housing authorities.</p>
Nos of households on District Councils' Housing registers.	H1 - H21	57 households	Table 6.3 Northern Peninsula Housing Market Area SHMA: Review of 2014-based Subnational Household Projections – backlog of affordable housing based on data from housing registers. ³⁵
Percentage of Housing commitments located on Previously Developed Land (PDL)	H1 - H22	85%	Source: Housing Land Availability Monitoring: Percentage of dwellings completed on previously developed land.

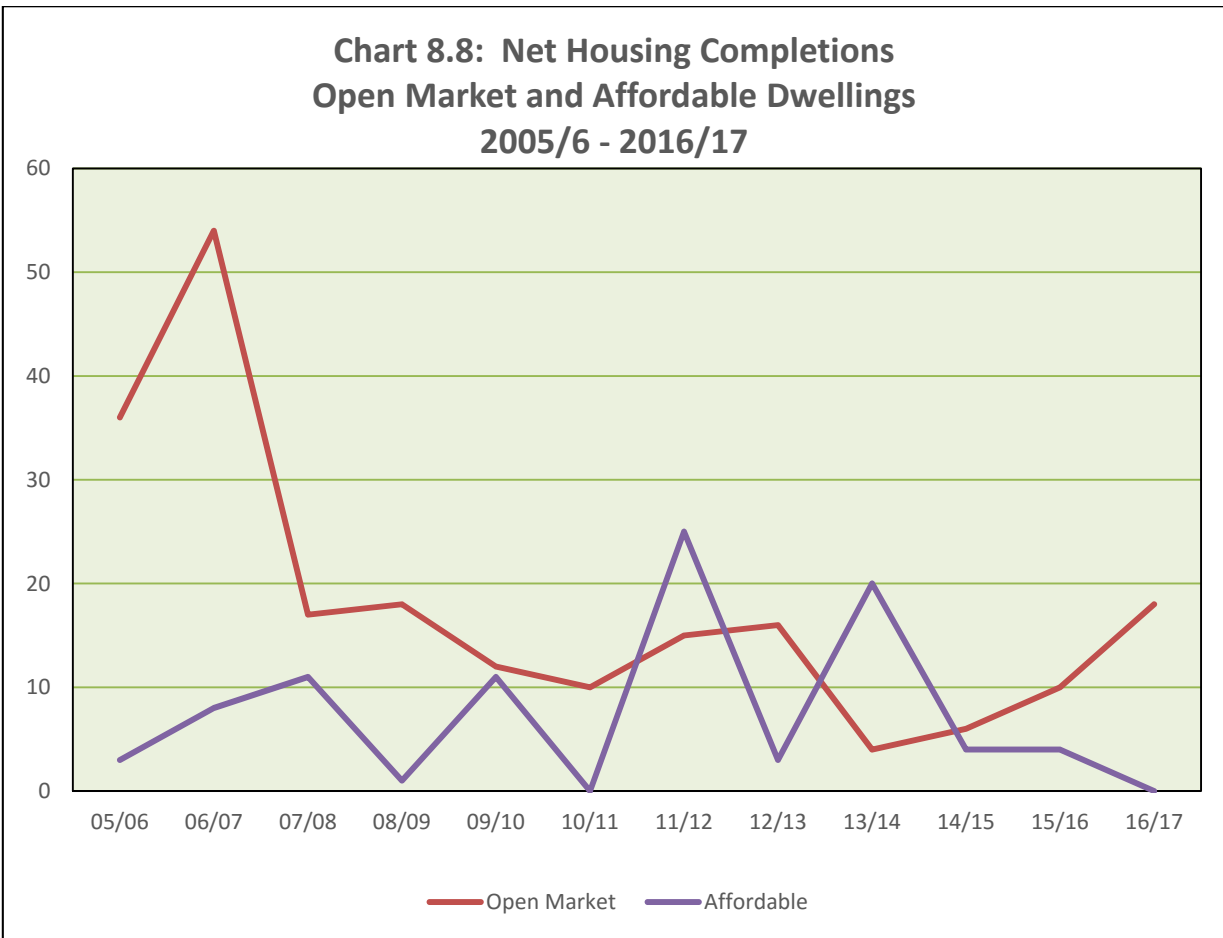
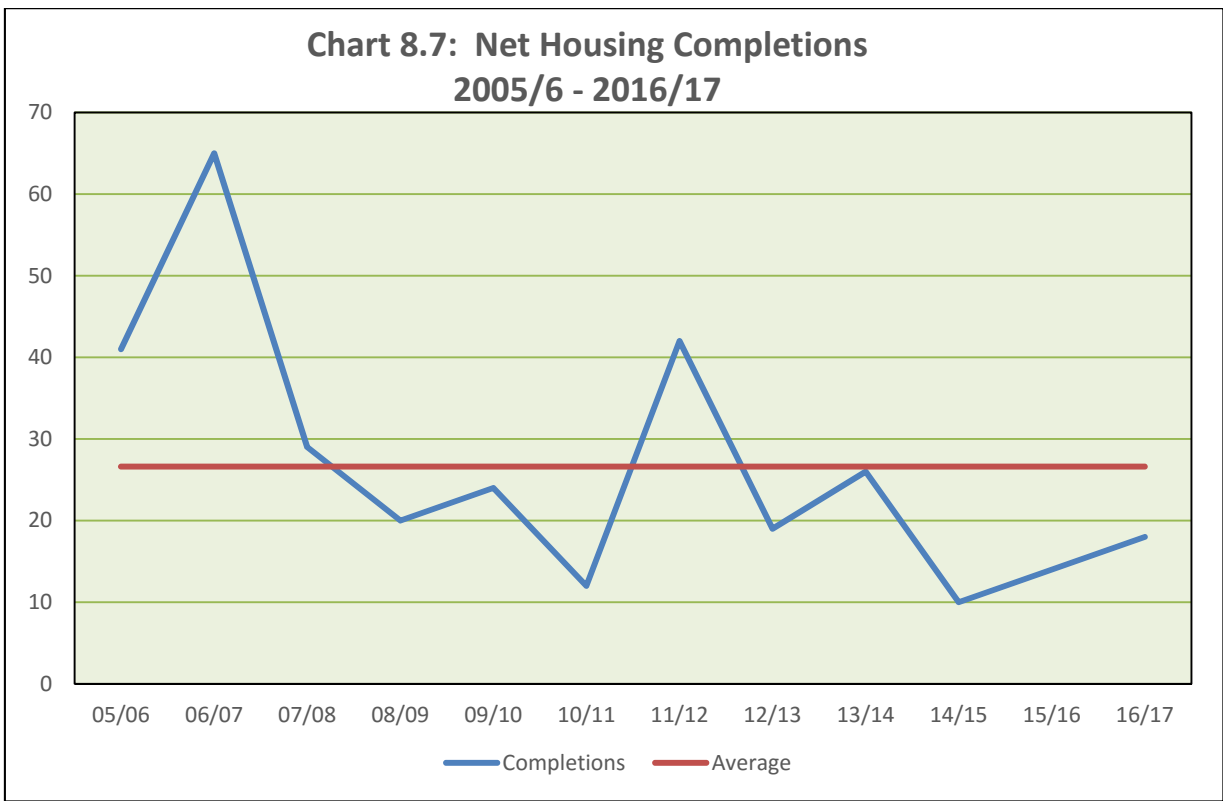
8.47 Eighty-five per cent of gross housing completions during 2016/17 were on previously developed land or brownfield sites in the National Park. As suitable brownfield land within a sparse rural area such as the National Park is a limited resource, the percentage of completions on brownfield land may reduce, although previous trends suggest that similar sites may continue to come forward. The availability of greenfield sites within or adjacent to the settlements can be constrained by factors such as flood risk, topography, landscape sensitivity, and in some cases the proximity of national and international wildlife designations.

8.48 During 2016/17 there were 18 housing completions (20 gross) throughout the National Park (see Appendix 1 for further details). This is an increase on the figure recorded in the previous monitoring year but remains lower than the average of around 27 dwellings per year over the period from 2005. No local needs affordable dwellings were completed in 2016/17.

³⁵ Housing Vision (September 2016) Northern Peninsula Housing Market Area SHMA: Review of 2014-based Subnational Household Projections and the Implications for Housing Need – Table 8.2, page 36

- 8.49 However, there were 15 local needs affordable homes under construction (i.e. where a technical start has deemed to have been made):
- a local needs affordable dwelling in Brompton Regis;
 - change of use of an existing garage to an affordable home in Dunster;
 - conversion of storage area above stables to an affordable dwelling in Exford;
 - a new 2-bedroomed affordable dwelling with workshop in Exton;
 - construction of an affordable home in Luxborough
 - conversion, subdivision and alteration to form 5 units of residential accommodation (3 open market and 2 local needs affordable) in Lynmouth;
 - change of use of part of hotel to 8 dwellings (4 open market and 4 local needs) in Lynmouth;
 - conversion of a barn to 1 local needs affordable dwelling in Barbrook, Lynton
 - a self-build affordable home in Porlock
 - 2 self-build affordable units serviced plots available in Cutcombe.
- 8.50 There were 18 dwellings with planning permission but which were not yet started; these include two local needs affordable dwellings.
- 8.51 Data released by North Devon District Council indicates a total of 36 vacant properties and 190 second homes in North Devon parishes either wholly or partly in the National Park.
- 8.52 Figures for vacant properties and second homes in the West Somerset area of the National Park are no longer available.
- 8.53 However, in line with the innovative housing policies included in the Publication Draft Local Plan, the completed homes included five **Principal Residence Homes**: two as the change of use from a guesthouse which was formally a single residential dwelling and which did not provide an additional community service or function; one as the change of use from a hostel to dual use as a holiday let or as a principal residence dwelling; one as the change of use from serviced accommodation; and one as the change of use of a former store/tack room and groom's accommodation.
- 8.54 The housing completions also included two Extended Family Dwellings and two homes for Rural Workers.
- 8.55 In 2014, there were estimated to be around 94 vacant properties across the whole National Park and 592 second homes. The 2011 census shows that 1,111 of dwellings in the National Park had no usual residents, reflecting that a high proportion of dwellings are either vacant or self-catering/holiday lets registered as non-domestic premises and subject to business rates rather than council tax.
- 8.56 The Publication Draft Local Plan continues the policy approach to housing in Exmoor National Park that it is not appropriate to permit new open market housing in response to external demand. Policies provide for 100% affordable housing on rural exception sites unless the scheme is clearly demonstrated to be unviable, when an element of Principal Residence Housing³⁶ may be considered to enable delivery of the affordable housing through cross-subsidy.
- 8.57 There is also policy provision for the identified local housing needs of rural land-based workers; succession farmers; older people and/or other vulnerable members of the community; and extended families.

³⁶ Market housing controlled by a mechanism which ensures it can be lived in by anyone but only as their principle or main residence – it cannot be occupied as a holiday let or second home.



EXMOOR NATIONAL PARK SELF BUILD REGISTER

- 8.58 As part of the Government's agenda to build more homes, it wants to enable more people to have the ability to build or commission their own homes. In order to do this the Authority maintains a register of people looking for sites in Exmoor National Park on which to build their own homes.³⁷ We have a duty to 'have regard' to this register in our planning functions and when disposing of any of our land in accordance with the [Self-build and Custom Housebuilding Act 2015](#).
- 8.59 It is important to note that the purpose of the register is to give a general indication of the level of interest for self/custom build in the National Park. There is no requirement to match permissioned land to individuals on the register (for more information on this see the Government's [Explanatory Memorandum](#) to the [The Self-build and Custom Housebuilding \(Register\) Regulations 2016](#)).
- 8.60 As a minimum each individual applicant and members of an association of individuals must:
- be aged 18 or older;
 - be a British citizen, a national of a EEA State other than the United Kingdom, or a national of Switzerland; and
 - be seeking (either alone or with others) to acquire a serviced plot of land in the relevant authority's area for their own self-build and custom housebuilding project.
- 8.61 Local planning authorities also have the ability to introduce further measures including:
- setting local eligibility tests for local connection and/or financial solvency;
 - requiring a fee for applicants to enter or remain on the register.
- 8.62 During the monitoring year, the Authority reported to the Department of Communities and Local Government for the number of entrants on the register to 30 October 2016. In total, there were 32 individuals and one association of individuals registered.

STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA)

- 8.63 The role of the Strategic Housing Land Availability Assessments (SHLAA) is to identify and assess land and buildings that might have the potential to deliver future housing development. The process seeks to ensure future decisions relating to the provision of housing are based on sound evidence of deliverability. The Authority's first SHLAA report was published in December 2014 following two 'call for sites' consultations, site assessments and review by an independent SHLAA Panel convened by the Authority. The SHLAA was first monitored in the 2014/15 AMR, and will continue to be monitored within subsequent AMRs to identify the need for a review or 'call for sites'.
- 8.64 The SHLAA findings are set out in Section 5 of the SHLAA Report 2014. The Report indicated a supply of 45 deliverable sites with capacity for 249 dwellings across the National Park. This included 20 sites with planning permission (not yet completed) for 44 dwellings, and a further 25 promoted sites which could yield 205 dwellings.
- 8.65 In terms of monitoring the SHLAA, planning practice guidance states that the main information to record is:

³⁷ <http://www.exmoor-nationalpark.gov.uk/planning/planning-advice/self-build-on-exmoor>

- A. progress with delivery of development on allocated and sites with planning permission;
- B. planning applications that have been submitted or approved on sites and broad locations identified by the assessment;
- C. progress that has been made in removing constraints on development and whether a site is now considered to be deliverable or developable;
- D. unforeseen constraints that have emerged which now mean a site is no longer deliverable or developable, and how these could be addressed;
- E. whether the windfall allowance (where justified) is coming forward as expected, or may need to be adjusted.

8.66 Monitoring of the SHLAA was then undertaken to provide an update at the end of the financial year (31 March 2017) based on an analysis of planning permissions for dwellings and dwelling completion data. Details of the updates made to the SHLAA are set out at Appendix 2 to this report. The changes result in a supply of **56 deliverable sites** (suitable and available) with capacity for **253 dwellings** across the National Park.³⁸ This includes 31 sites with planning permission for 53 dwellings, and a further 24 promoted sites which could yield 202 dwellings. This represents an increase on 2015/16 monitoring of deliverable sites that recorded 51 sites and 250 dwellings.

8.67 The number of **'suitable but not available sites'** (developable sites) remains unchanged from the last monitoring year with **49 sites** with a yield of **226 dwellings** which are considered to be developable. Developable sites in the Exmoor National Park context are those sites that are considered suitable but are not currently available as they have not been formally promoted by landowners but could come forward to meet local needs affordable housing as and when these needs are identified, nor do they have an extant planning permission for residential development.

8.68 The SHLAA will continue to be updated on an annual basis through the AMR.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

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

8.70 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

³⁸ The figure of 253 includes a 15% discount applied to sites with planning permission where development has not started, to reflect the possibility that not all the sites may be developed

- 8.71 The indicators in Table 8.9 monitor employment development permitted within the National Park for 2016/17. During this monitoring period 2,960sqm of development for B2 general industry and 1,630sqm of use as B8 storage or distribution were permitted.
- 8.72 For the purposes of monitoring and consistency, development proposals affecting hotels and guesthouses are referred to in the Recreation and Tourism section.
- 8.73 There has been development of one live/work or home working space, with permission for the use of a redundant stable as an arts and crafts studio to support a home-based business ancillary to the associated residential dwelling.
- 8.74 The proposed change of use of a commercial building used as a textile designer's studio and workplace to a single live/work unit was refused due to the isolated location within open countryside and as the domestication of the site would have an adverse impact on the character and appearance of the landscape and visual amenity.

TABLE 8.9 EMPLOYMENT & ECONOMIC DEVELOPMENT

	Policy	Result	Comment
Proportion of New Employment Premises by Location and Development Type	E1 - E2, E5	50sqm – B2 general industry - Lynmouth 1,010sqm – B2 general industry – Challacombe 1,630sqm – B8 storage or distribution – Brompton Regis 801sqm – B2 general industry - Timberscombe	
Area of floorspace as Employment Use Created and Lost	E1 - E5	See figures below	
No. and area of Employment Uses Re-using existing buildings	E1 - E2	1	
Area of floorspace created and lost by B1, B2 and B8, C1* of Use Classes Order	E3 - E4	CREATED: 50sqm – microbrewery 1,010sqm – change of use of agricultural building to workshop for the repair of agricultural machinery 1,630sqm – parking area for livestock haulage lorries and trailer 801sqm – farm meat processing unit	
No. and area of Live Work Units/ Home Working spaces permitted	E5	1	Use of redundant stable as an arts and crafts studio.

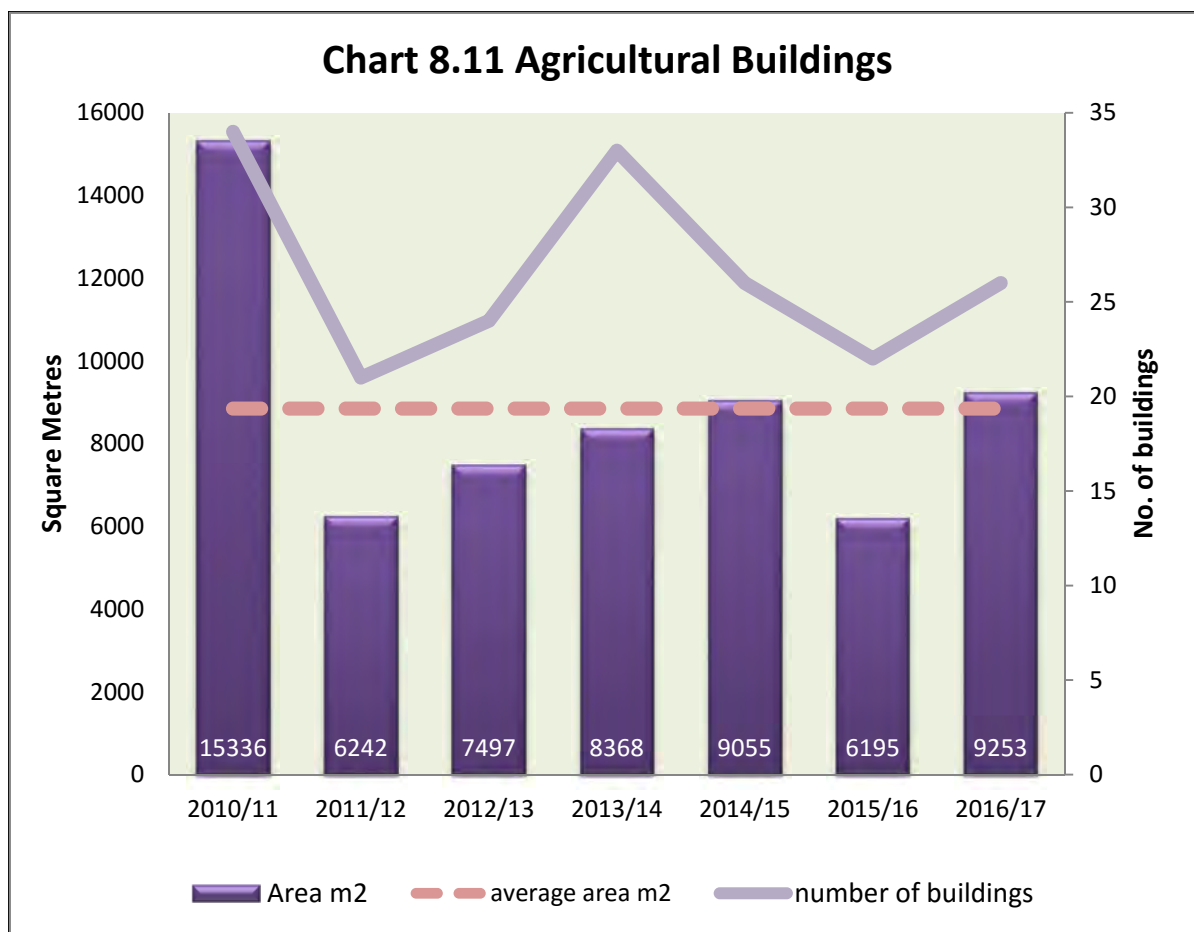
*Creation and loss of C1 hotels/guest houses – see table 8.12 below (p.52)

AGRICULTURE AND FORESTRY

- 8.75 The indicators within Table 8.10 (p.46) monitor the types of agricultural and forestry development permitted and completed within the monitoring period. The policies seek to support agricultural diversification measures and developments that are compatible with National Park objectives.
- 8.76 There were four applications/prior notifications approved during 2016/17 for the creation and/or improvement of forestry tracks. Permission was granted for:
- improvements to existing tracks at a forestry site in Luxborough;
 - the creation of 1km of track for the safe, efficient and economic thinning of an area of woodland;
 - 0.4km of track creation permitted to allow the felling of a coniferous plantation under a statutory plant health notice; and
 - for the creation or improvement of a further 9km of tracks to enable the safe, efficient and economic thinning of a further three areas of forestry.
- 8.77 There were 26 planning permissions for the development of agricultural buildings (including replacement buildings and extensions), including General Development Orders (GDOs) where prior approval was approved or not required. The buildings approved ranged from a 22m² field shelter in Monksilver, to the replacement of two agricultural buildings with an overall floor space of 1,560sqm at a farm holding near Heasley Mill.
- 8.78 There was one application approved for agricultural buildings that represented a partial or complete replacement of existing agricultural buildings and five approved applications for the extension of existing agricultural buildings. The total floor space permitted was 9,253sqm – slightly above the average for monitoring years since 2010/11 (8,849sqm) - see chart 8.11 (page 50).
- 8.79 Two applications were approved for the change of use of an existing agricultural building to a building with mixed agricultural and equestrian use, and there was one application approved for the change of use of an agricultural barn to holiday let accommodation as part of a farm diversification.
- 8.80 Two applications under the General Development Order where prior notification was required for a proposed agricultural building were refused during the monitoring period. In one case, the reason for refusal was that the application site lay in open countryside, away from existing buildings, and the proposed development was considered to constitute undesirable sporadic development resulting in an unacceptable impact on the character of the National Park. The reason for refusal in the second instance was that the materials proposed to be used on the building were not considered to conserve nor enhance the character and appearance of the landscape or locality.
- 8.81 The Environmental Sensitive Area, Entry Level Stewardship, Higher Level Stewardship, Uplands Entry Level Stewardship and Organic Entry Level Stewardship Agri-environment schemes, which provide funding to UK landowners, are now closed to new entrants, following the introduction of the Countryside Stewardship scheme in 2015. The new Basic Payment Scheme, funded through the EU Common Agricultural Policy, was introduced to replace the Single Payment Scheme.
- 8.82 Following the UK's decision in June 2016 to leave the European Union, the UK government has indicated an intention to retain overall payment levels to the farming sector until 2022. The government will be considering how future support for agriculture, the environment and rural life might be reformed and implemented, and developments will be closely monitored by the farming sector.

TABLE 8.10: AGRICULTURE AND FORESTRY

Indicator	Policy	Result	Comment
No. and area of agricultural and forestry buildings	A1	26 agricultural buildings and extensions permitted Total area – 9253m ²	Includes new and replacement agricultural buildings which were permitted during 2016/17 plus General Development Orders for prior notification or prior approval
Length of Agricultural and Forestry tracks permitted	A1	10.4km new forestry/ agricultural track 0.9km of forestry trace improved/created	Permitted during 2016/17 plus General Development Orders for prior notification or prior approval
No. and proportion of applications for agricultural buildings refused	A2	0	
No. of farming businesses in agri-environment schemes	A3	511	Source: (2015) Natural England.
No. of farm diversification proposals and floor area requiring the <u>conversion of modern</u> farm buildings	A3	0	
No and proportion of fish farm applications approved.	A4	0	



RECREATION AND TOURISM:

- 8.83 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. The indicators within Table 8.12 below show the number of applications which relate to tourism development, specifically visitor accommodation.
- 8.84 The Publication Draft Exmoor National Park Local Plan introduces greater flexibility to respond to tourism trends. In circumstances where non-serviced holiday accommodation is no longer needed or viable, policy allows the accommodation alternatively to be used as local needs housing, or housing for extended families, with flexibility to revert to the former holiday let use.
- 8.85 Similarly, a more flexible approach to existing hotels or guesthouses (that were formerly a single dwelling) enables the change of use to a principal residence dwelling if certain tests are met, subject to conditions that enable the property to be used either as a principal residence dwelling or as serviced accommodation, without the need for planning consent.
- 8.86 In line with the flexibility of the policies of the Publication Draft Local Plan, permissions granted during the monitoring year included:
- the variation of condition to allow existing an holiday let to be used as both holiday accommodation and as an extended family dwelling at separate application sites in Brompton Regis and Dulverton;
 - the variation of condition to allow the use of an existing holiday let as both holiday accommodation and ancillary accommodation; and
 - the change of use an existing holiday let to an extended family dwelling in Parracombe.
- 8.87 Self-catering accommodation continues to be popular with visitors to Exmoor National Park. Nine applications for the creation of self-contained holiday accommodation were approved during the monitoring year
- 8.88 The monitoring year also saw permission granted for the creation of four camping barns / bunkhouses as holiday accommodation, which will provide new facilities in addition to the existing three camping barns.



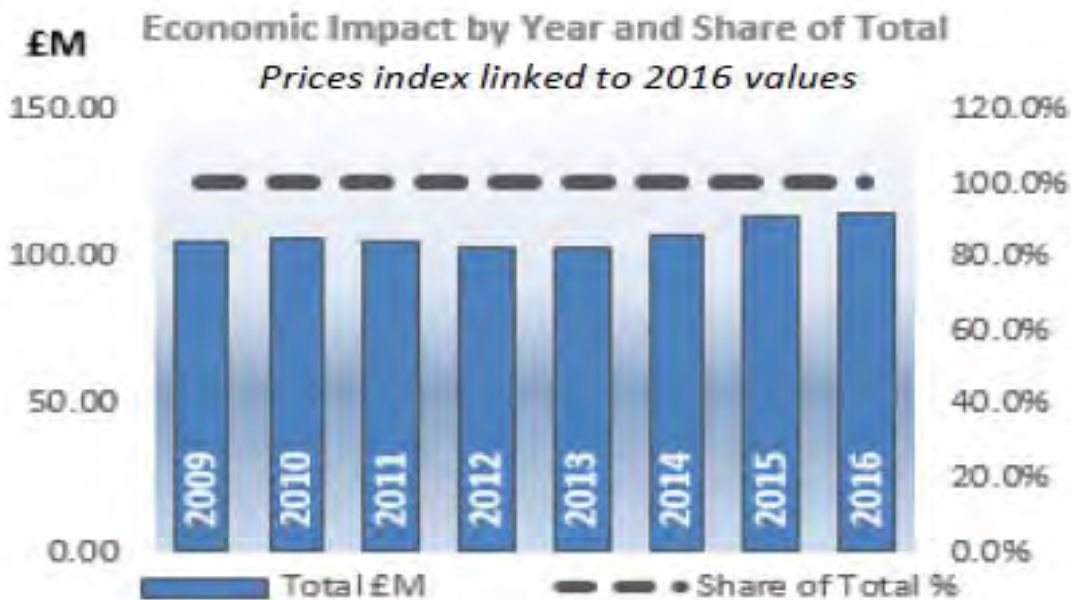
Walking remains the most popular activity for visitors to Exmoor National Park

TABLE 8.12: RECREATION & TOURISM

Indicator	Policy	Result	Comment
No. and of applications for tourism/recreation related devt approved	RT1 – RT2	5	<ul style="list-style-type: none"> • Proposed welcome and orientation signs at four National Trust car park locations (4 separate applications) • Proposed improvements to campsite facilities at Wimbleball Lake • Proposed upgrading of hydroelectric scheme visitor attraction in Lynmouth • Proposed increase of outdoor dining facilities at a café in Lynton • Proposed change of use of an agricultural building to an ice cream parlour/café
No. and of applications for tourism/recreation related devt refused		4	<ul style="list-style-type: none"> • Proposed conversion of barn to form two units of holiday accommodation • Proposed variation of condition in relation to holiday lets to remove restriction that the accommodation shall not be occupied by any person for a period exceeding 28 days per calendar year. • Proposed variation of condition in relation to holiday lets to remove restriction that the accommodation shall not be occupied by any person for a period exceeding 28 days per calendar year. • Proposed welcome and orientation panel sign at car park area at Webber's post
No. of serviced accommodation created	RT3	1	Proposed extension to form new letting rooms and staff accommodation in Brendon.
No. of serviced accommodation lost	RT3	4	<ul style="list-style-type: none"> • Proposed change of use of serviced accommodation to a principal residence dwelling in Dunster • Proposed conversion of part of hotel into four holiday apartments in Lynton. • Proposed conversion of part of hotel into six holiday apartments in Lynton • Proposed change of use of part of hotel to microbrewery and change of use of part of hotel to shop
No. of self catering accommodation created	RT3	9	<ul style="list-style-type: none"> • Proposed conversion of part of hotel into four holiday apartments in Lynton. • Proposed conversion of part of hotel into six holiday apartments in Lynton • Lawful Development Certificate for the existing use of extension as a holiday let. • Proposed conversion of 3 outbuildings into 3 holiday cottages in Brompton Regis • Proposed conversion of redundant swimming pool building to form extension to holiday let. • Proposed change of use from residential accommodation to a mixed use of residential accommodation containing a unit of self-contained holiday accommodation in Winsford. • Proposed change of use of part of building from residential to self-contained holiday accommodation in Dulverton • Proposed conversion of lecture barn to self-contained holiday flat in Parracombe.

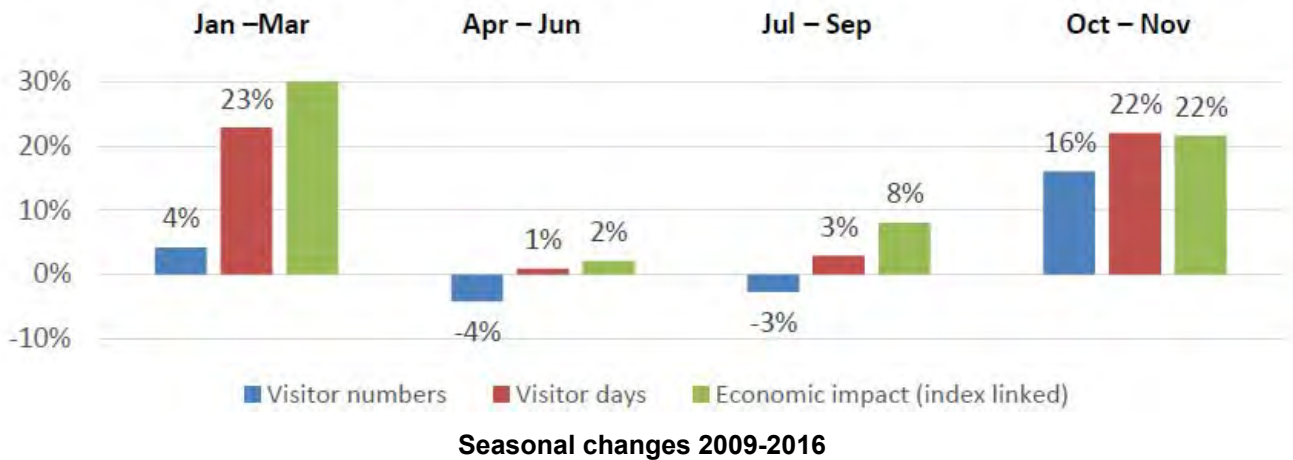
Indicator	Policy	Result	Comment
No. of self catering accommodation lost or being granted dual use			<ul style="list-style-type: none"> Proposed conversion of barns to one residential dwelling and one unit of holiday accommodation in South Molton
	RT3	4	<ul style="list-style-type: none"> Variation of Condition to allow existing holiday let to be used both as a holiday let and as ancillary accommodation in Roadwater. Variation of Condition to allow existing holiday let to be used both as a holiday let and as an extended family dwelling in Brompton Regis. Variation of Condition to allow existing holiday let to be used both as a holiday let and as an extended family dwelling in Dulverton Proposed change of use from holiday let to extended family dwelling in Parracombe.
Occupancy rates of self catering accommodation and serviced accommodation.	RT3	Serviced: 34% Self catering: 66% STEAM Report 2016 (Global Tourism Solutions Ltd)	
No. of camping barns within the National Park		Operational : 3	<ul style="list-style-type: none"> Northcombe Camping Barn, Dulverton (registered with the Youth Hostel Association Blindwell Farm, Twitchen Exmoor Bunkhouse, Countisbury
	RT3	Permitted: 4	<ul style="list-style-type: none"> Proposed use of first floor of redundant barn as a bunk barn with 31 bed spaces in Exton Proposed change of use of former milking parlour to camping barn in Wheddon Cross Proposed conversion of workshop to basic bunkhouse accommodation in Lynton Proposed change of use of building to a basic shelter/accommodation (Bothy) in Martinhoe
No. of small backpackers and tented campsites	RT5, RT7	0	There are several existing campsites on Exmoor – no applications have been determined in relation to campsites during 2016/17
No. and proportion of applications for conversion of static caravan sites to chalet devts / certificated caravan sites refused	RT6, RT8	0	
No and area of devts for shooting purposes.	RT9	0	
No. of commercial equestrian devts	RT10 – RT11	0	
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.	

8.89 The 2016 STEAM³⁹ data for the National Park measures the estimated volume and value of tourism and indicates an increase in visitor numbers and economic impact. A review of STEAM data from 2009 to 2016 is set out below and demonstrate an increase economic impact and in visitor days (the lower figures recorded in 2012 and 2013 have been attributed to the London Olympics and poor summer weather).

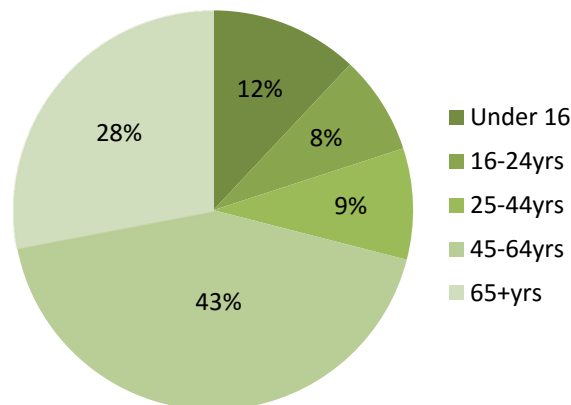


³⁹ The Scarborough Tourism Economic Activity Monitor (STEAM) has been selected as the preferred monitoring model, given that it is based on locally derived tourism data, and this has now been adopted by a number of National Park Authorities across the UK.

8.90 The aims of the Local Plan policies include extending the tourism season and the figures below provide data on season changes in visitor numbers, visitor days and economic impact from 2009 to 2016, demonstrating an increase in tourism during the 'shoulder months' of January-March and October-November.



8.91 The Exmoor National Park Visitor Survey 2016 revealed that the age profile of visitors continues to demonstrate greater popularity with older visitors, with those over 45 accounting for 75% of all visitors in 2016, compared to 59% in 2005.



Age Profile of Visitors

8.92 The majority of visitors are attracted to the area by the natural environment, more than by any physical attractions or activities, and walking remains the single most popular activity, with visiting towns and villages, and sightseeing by car the next most popular. Awareness among visitors of Exmoor’s designation as a National Park remains high at 96%. Seventy-nine% of visitors reported that their understanding of landscape increased as a result of a visit to the area, with 72% recording an increase in their understanding of wildlife.

8.93 Over half of visitors to the area are coming as a couple, just over a fifth as a family group and 15% with friends. In 2016, 3% of visitors considered themselves to be a member of an ethnic minority.

8.94 Consistent with previous years, serviced accommodation provided 34% (2,566) of all bed spaces, with the total number of providers remaining stable.

8.95 A total of 480 accommodation establishments (both serviced and non-serviced) provided a maximum of 7,613 bed spaces for use by visitors in 2016. The greatest proportion of bed spaces were provided by touring caravans/camping establishments and by self-catering holiday units.

Type	2016		2015		2009	
	Est	Beds	Est	Beds	Est	Beds
50+ rooms	1	123	1	123	1	119
11-50 rooms	21	769	1	769	23	817
Less than 10 rooms	176	1674	178	1651	163	1572
Self-catering	258	1772	262	1796	218	2412
Static caravans/chalets	0	288	0	312	0	280
Touring caravans/camping	19	2808	21	2793	20	2412
Youth Hostels	5	179	0	186	6	223

8.96 Four applications for tourism/recreation related development were refused during the monitoring year:

- The proposed conversion of barn to two units of holiday accommodation was refused as although the principle of the development as a form of farm diversification was acceptable, the number of units proposed within the building was considered to alter the building to an adverse level and depart from the original character and historical significance of the building as an agricultural barn.
- The proposed variation of condition of an approved application for the conversion of the former Lynton Cottage Hotel to six holiday apartments to remove the 28 day length of occupancy restriction was refused. This was on the basis that the proposal would be likely to result in the establishment of second homes. The loss of short-stay holiday units would also have a detrimental impact on the local economy.
- A proposed 'welcome and orientation' panel (the re-submission of refused application 6/19/15/102) was refused by virtue of its size, design and appearance, in the context of the rural nature of the site adjacent to open moorland. It would appear incongruous in the predominately natural and remote environment and lacked any features that were distinctively Exmoor, and would therefore cause harm to the amenity of the locality.

COMMUNITY SERVICES AND FACILITIES

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

8.98 Seven small-scale community services were permitted during 2016/17:

TABLE 8.13: COMMUNITY SERVICES & FACILITIES

Indicators	Policy	Result	Comment
No. of meeting places	CSF1	26	Settlement Audit 2009
Distance of households from key services	CSF2 - CSF6	See table 8.13a (p.58). Data will include areas which are not within the National Park boundary.	
Creation and loss of community services and facilities	CSF2 - CSF3	<p>Community services and facilities permitted:</p> <ul style="list-style-type: none"> • Outbuilding to house equipment at Community Orchard in Dunster • Formation of a boules court at Porlock Recreation Ground • In Timberscombe, the variation of a condition to enable use of swimming pool at a holiday complex by non-resident guests • Change of use of agricultural land to provide a Village Hall parking area at Hawkridge • Refurbishment and extension of existing church path at St John's Church, Cutcombe • Change of use from shop to café in Lynmouth • Change of use of part of hotel to shop in Lynmouth <p>Community services and facilities lost:</p> <ul style="list-style-type: none"> • Change of use from shop to café in Lynmouth 	

8.99 The English Indices of Multiple Deprivation 2015 updated the previous indices released in 2010 and are based broadly on the same methodology. The indices measure relative levels of deprivation in 32,844 small areas or neighbourhoods known as Lower-layer Super Output Areas (LSOAs) in England⁴⁰. The areas are ranked, with '1' being the most deprived. Most of the data used in the Indices of Deprivation 2015 relates to the tax year 2012/13.

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

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

⁴⁰ LSOAs (Lower-layer Super Output Areas) are small areas designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households.

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

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

TABLE 8.13a Geographical Barriers - road distance in km

Lower Super Output Area (LSOA)	Post Office	Food Shop	GP surgery	Primary School	IMD Ranking 2015 ⁴¹	IMD Ranking 2010 ⁴²
Dulverton and District E01029328	1.558	1.685	2.056	2.039	10,284	11,903
Old Cleeve E01029335	2.545	2.553	3.994	4.948	11,850	11,291
Exmoor & Quarme E01029338	1.622	5.529	11.846	5.663	11,162	12,410
Porlock & District E01029336	1.145	1.626	2.019	1.889	13,594	12,609
Parracombe/ Trentishoe/Martinhoe/ pt. Combe Martin E01020100	1.571	0.998	9.455	2.288	11,603	12,796
Dunster & Timberscombe E01029325	0.382	2.279	4.238	0.837	13,796	14,562
Lynton and Lynmouth E01020126	1.721	1.191	1.673	1.505	12,584	17,506
<i>Population weighted average road distance to a specific service</i>						
NOTES	<p>2015 IMD Ranking: 1 = most deprived area 32482 = least deprived area 16241 = mid-point</p>					

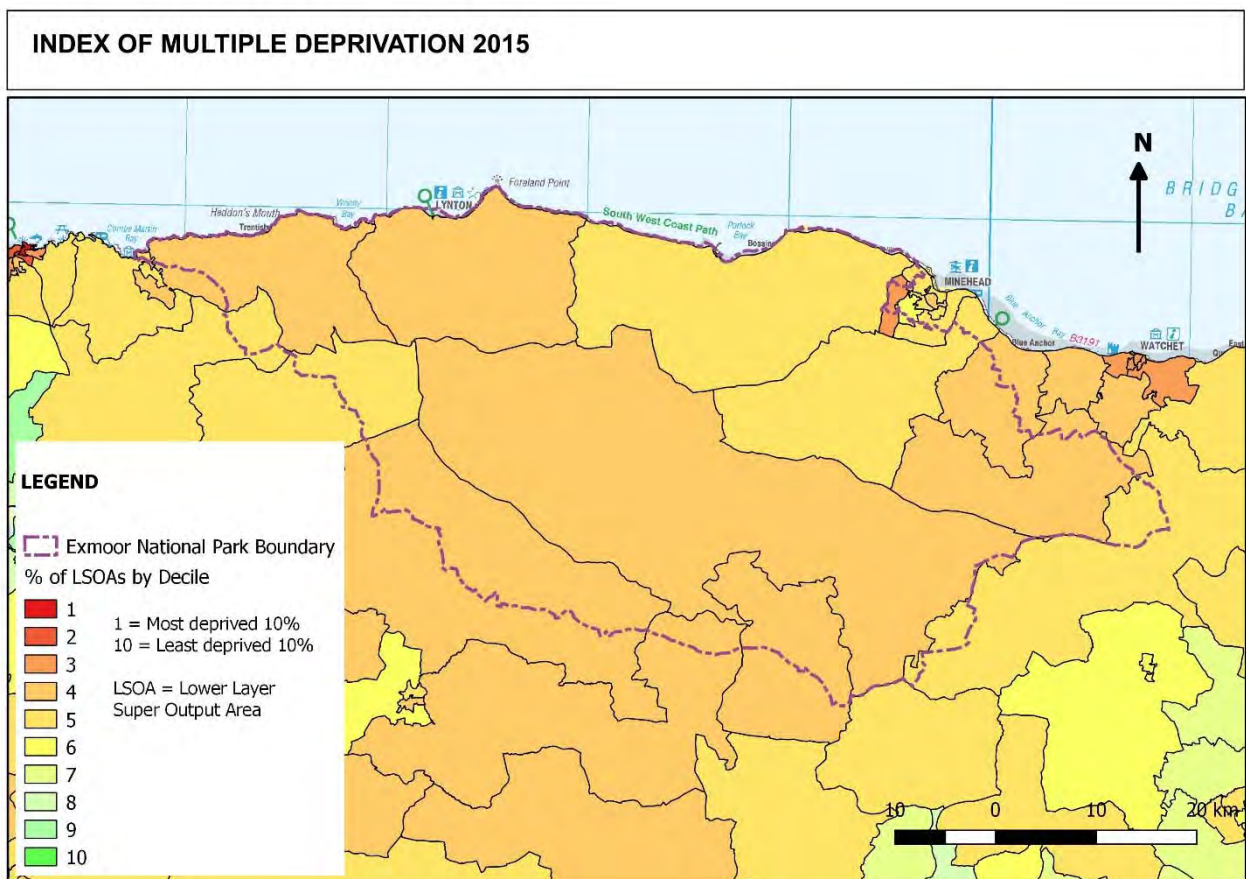
⁴¹ Department for Communities and Local Government, Indices of Deprivation 2015

⁴² Department for Communities and Local Government, indices of Deprivation 2010

8.102 While it is not possible to use the indices to measure changes in the level of deprivation over time, an area can be said to have become more deprived **relative** to other areas if it was within the most deprived 20% of areas nationally according to the 2010 Index but within the most deprived 10% according to the 2015 Index. However, it would not necessarily be correct to state that the level of deprivation in the area has increased on some absolute scale, as it may be the case that all areas had improved, but this area had improved more slowly than other areas and so been ‘overtaken’. There has only been a modest number of changes relating to new, modified or dropped indicators to ensure that data remains comparable to previous indices of deprivation.

8.103 The most significant change relates to the LSOA for the Lynton & Lynmouth area which has dropped by nearly 5000 in the IMD rankings, and is now broadly in line with other LSOAs within Exmoor National Park. Rankings in general have dropped across several domains within this LSOA including: employment, crime, housing and services, and living environment. One example, where changes were made to indicators is the housing affordability indicator, which has been improved to produce data for the indicator at LSOA level rather than local authority level – such improvements to data reliability are likely to demonstrate a fall in the rankings for the housing and services domain in particular.

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



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

UTILITIES

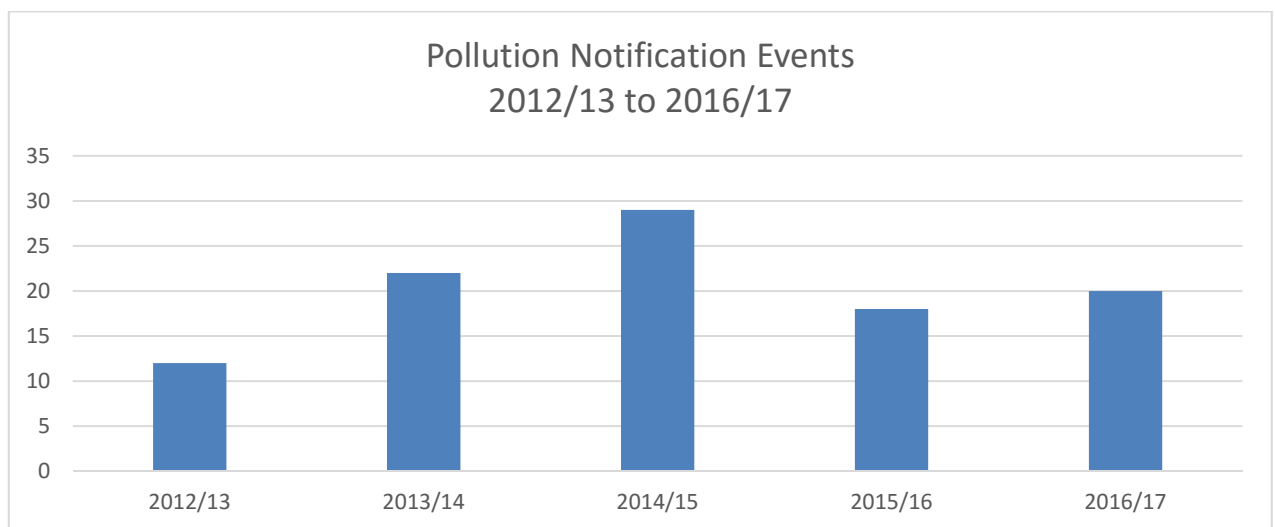
8.105 The indicators in this section relate to flood risk, pollution and utility infrastructure. The policies of the adopted Local Plan aim to:

- 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.

Water Resources

8.106 The Publication Draft Local Plan 2011-2031 places emphasis on conserving watercourses and managing water on a catchment basis, and ensuring that development does not have a detrimental impact on water environment and incorporates measures to support water conservation and efficiency.

8.107 There were 20 pollution (notification) events within the National Park during the monitoring period. This is consistent with previous monitoring years, with the exception of 2014/15, when the higher number of pollution events may be attributed to significant rainfall events over the winter months.



8.108 The Water Framework Directive establishes a framework for the protection of inland surface waters, estuaries, coastal waters and groundwater. The framework for delivering the Directive is through River Basin Management Plans, which aim to protect and enhance the benefits provided by the water environment, including informing decisions on land-based planning.

8.109 The WFD Ecological Status within National Parks (Cycle 2 (2016)) summary report was produced by Natural England in April 2016 and is based on Environment Agency data. A status summary was produced for each of the three WFD water body categories for water body boundaries found partially or completely inside Exmoor National Park.

8.110 The water body classification of the river length in the National Park area is either good or moderate (see below). See Appendix 2 for a table outlining the status of Exmoor’s rivers according to Environment Agency data in 2016.

STATUS				
Good	Moderate	Poor	Total	% with high or good status
Rivers, canals, surface water transfers km length within each status				
156km	134km	10km	300km	52%
Standing water (lakes and SSSI ditches) number within each status				
	3		3	0%
Coastal/transitional waterbodies number within each status				
1	1		2	50%

8.111 The East Devon Catchment Area (the EDCA) includes the River Exe Operational Catchment. The EDCA Action Plan 2016 has been developed by the East Devon Catchment Partnership (established in 2014 under the Catchment Based Approach programme) with the following objectives:

- To deliver positive and sustained outcomes for the water environment by promoting a better understanding of the environment at a local level; and
- To encourage local collaboration and more transparent decision-making when both planning and delivering activities to improve the water environment.

8.112 The partnership has identified key areas for focus in developing its approach and specific outcomes that could be achieved through the Action Plan are:

- Enhancement of biodiversity.
- Increased community awareness of and engagement in their local rivers.
- Enhancing farmer and landowner knowledge and awareness of the potential impacts of their activities on the health of water bodies within the catchment and supporting them to address this.
- Pooling and adding to current research knowledge relating to Upstream Thinking.

8.113 In Exmoor National Park, and as an existing action of the Action Plan, the Headwaters of the River Exe project is working with farmers and land managers to ensure good water quality in the upper catchment of the River Exe, with funding from South West Water and Exmoor National Park Authority. The project was formally launched in January 2016 and will run until 2020, and covers an area of 27,559 hectares including the upper Exe, the Rivers Barle, Quarme, Pulham, Haddeo and smaller tributaries, as well as Wimbleball Lake. The programme will deliver a range of work including:

- Advice to farmers, foresters and game shoot managers
- A capital grant fund
- Training events, site visits and demonstrations to promote good practice
- Rights of way maintenance to reduce erosion and run-off in high risk areas
- Monitoring to identify any localised water quality issues relating to sewerage
- Control of invasive species

- 8.114 Other existing actions of the Action Plan relevant to the National Park are the Exmoor Mires Project and Catchment Sensitive Farming.
- 8.115 The Catchment Flood Management Plans and Flood Risk Management Plans (FRMPs) for 2015-21⁴³ released by the Environment Agency explain the risk of flooding from rivers, the sea, surface water, ground water and reservoirs, and set out how authorities (including the Environment Agency, local councils, Highway Authorities and local flood authorities) will manage flood risk over the next 6 years.
- 8.116 The designated environmental site of Exmoor National Park is described as “*water loving and needing large quantities of water to maintain existing habitats in good condition. Increased flooding [re-wetting] through the storage and attenuation of water (similar to the MIRE project) could help limit the future risk to life and economic damages*”.
- 8.117 During the monitoring year, three approved applications included a condition requiring a Flood Risk Assessment to explain the likelihood of flooding, and the mitigation which would be undertaken to address flooding issues. These related to:
- Proposed macadam surfacing to existing car park area (alternative to previously approved surface under 6/10/12/121) and the new Doctor’s surgery in Dunster
 - Provision of additional hard surfaced car parking in at the new Doctor’s surgery in Dunster
 - Proposed dwelling for rural worker (68m²) at Hidden Valley Farm, Barbrook
- 8.118 These applications had regard to Environment Agency (EA) standing advice which applies to certain types of application within flood zones 2 and 3⁴⁴. See Appendix 3 for further details.
- 8.119 During 2016/17, the Environment Agency (EA) objected to one application relating to the proposed conversion of a first floor storage area above stables into an affordable home in Exford, due to concern about the structure’s ability to withstand damage from flood flows. However, a report from the County Council Building Control Officer was of the opinion that the building was of a sufficiently robust masonry construction to be able to withstand flood waters of up to 450mm depth without adverse effect. The application was subsequently approved by the members of the Authority Committee.
- 8.120 There will have also been other planning applications that were accompanied by a Flood Risk Assessment on submission of the application, and the requirement for a FRA was therefore not the subject of a condition.

⁴³https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/507171/LIT_10224_SOUTH_WEST_FRMP_SUMMARY_DOCUMENT.pdf

⁴⁴ 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

Telecommunications and Undergrounding of utility services or power lines

- 8.121 The new Local Plan seeks to achieve a high quality telecommunications network, ensuring that communications infrastructure in the National Park is fit for purpose so that it remains viable place for businesses and communities to thrive. The monitoring year saw the continuation of the rollout of the government's Broadband Delivery UK (BDUK) programme, delivered locally by Connecting Devon and Somerset (CDS), and 43 applications were approved for the rollout of a fixed wireless access network to provide high speed wireless broadband as part of the Superfast Extension Programme.
- 8.122 During the monitoring year, 51 planning permissions were subject to conditions to ensure that utility services and/or power lines were undergrounded with the purpose of ensuring that the landscape and natural beauty of the National Park is not adversely affected. This is a significant increase on the usual number of applications subject to undergrounding conditions, and includes the 43 applications relating to broadband provision noted in the previous paragraph.
- 8.123 Conditions were also applied in relation to the proposed construction of 3 local needs affordable dwellings; the proposed construction of 2 agricultural dwellings; the proposed construction of a rural worker's dwelling; and the proposed erection of a luminaire column to provide lighting for an emergency air ambulance helicopter.



All Saints Church, Dulverton

- 8.124 O2 and Vodafone equipment has been installed in the church tower at All Saints Church, Dulverton to provide a 4G network signal. In this instance, planning was not required because the works were internal and did not materially affect the appearance of the building. The Listed Building aspects were dealt with through the Church Faculty process.

TABLE 8.14: UTILITIES

	Policy	Result	Comment
% length (km) of monitored rivers achieving 'good' or 'high' ecological status	U1 - U6	58%	Data from the Water Framework Directive produced by the Environment Agency
	U1 - U6	20	Substantiated water pollution incidents. Contains Environment Agency information © Environment Agency and database right.
No. of recorded water pollution incidents on Exmoor	U1 - U6	20	Substantiated water pollution incidents. Contains Environment Agency information © Environment Agency and database right.
No. of developments located in flood risk areas.	U7	63 proposals approved were located in flood risk zones 2 and 3. 3 applications were supported by a flood risk assessment (FRA) at the time of submission. 3 applications warranted a condition requiring a FRA to detail how flooding would be mitigated.	The Environment Agency objected to one application.
	U8	31	Applications where it is conditioned that the applicant provide details relating to the disposal of surface water.
No. of developments incorporating Sustainable Drainage Measures	U8	31	Applications where it is conditioned that the applicant provide details relating to the disposal of surface water.
No. of new power lines/utility services undergrounded as a proportion of planning permissions	U9 - U10	51 developments where undergrounding of power lines required	<ul style="list-style-type: none"> • 43 applications by Airband Community Internet Ltd for the installation of telecommunications infrastructure at various locations. • The construction of a local needs affordable home in Luxborough. • A self-build affordable home at Hawkcombe. • The erection of a local needs affordable dwelling in Brompton Regis. • Construction of an agricultural worker's dwelling near Wheddon Cross. • Outline application for a proposed agricultural worker's dwelling in Dulverton. • Proposed dwelling for a rural worker in Lynton. • Erection of a luminaire column to provide lighting for emergency air ambulance helicopter night-time landings in Lynton. • An agricultural worker's dwelling in South Molton.
	U11	0	
No. of telecommunications masts and other antennae permitted.	U11	0	

TRAFFIC AND TRANSPORT

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

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

TABLE 8.15: TRAFFIC & TRANSPORT

	Policy	Result	Comment
Volume of traffic - volume of HGV traffic	TR1 - TR9	See table 8.15a below	
Car & cycle parking provision in new development	TR10		4 applications directly specified parking arrangements However applicants do have to specify existing and additional parking requirements if applicable to their proposal.
Proportion of new businesses, houses, and facilities accessible by public transport.	TR11	30%	Completed dwellings within 400m of a bus stop with a daily service running Mon-Sat throughout the year and providing five return journeys per day.
No. of settlements with daily bus service.	TR11	7	Based on Exmoor National Park bus timetable (Explore Moor) and applies to a Mon-Sat service serving a settlement at least 5 times a day.
Length of public right of way (PROW) adversely affected by development.	TR12	0	

TABLE 8.15a AVERAGE ANNUAL DAILY HGV TRAFFIC

Road	Location	2011	2012	2013	2014	2015	2016
A39	Culbone Stables	20	20	20	20	20	20
A39	East of Headon Cross	40	50	70	80	70	70
A396	Avill Farm	40	40	50	60	50*	80
A396	North of Dunster	40	40	40	40	30*	60
B3190	Raleghs Cross	60	50	50	70	90	100
B3223	Red Deer Farm	30	40	50	50	50	50
B3223	North of Simonsbath	10	10	10	10	10	20
B3224	Goosemoor	50	50	70	70	80	70
B3224	West of Wheddon Cross	20	20	20	20	20	40
B3358	West of Simonsbath	20	20	20	20	20	20

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

- 8.127 Charts 8.16 and 8.17 (p.67) illustrate the average daily traffic flows on the main transport routes within the National Park.
- 8.128 The roads with the highest average daily traffic in the National Park are principal routes including the A396 and A39. August traffic flows continue to be substantially higher than average annual daily flows, particularly on the A39, resulting in some congestion experienced in settlements during these peak periods, including Dunster and Porlock.
- 8.129 Heavy Goods Vehicles (>7.5 tonnes) traffic levels recorded at specific points across the West Somerset area of the National Park remain at a similar level to previous monitoring years at the majority of locations. However, this monitoring year saw a continuation of an increase in the average daily HGV traffic at Raleghs Cross and an increase at west of Wheddon Cross. HGV traffic is directed for local access via Machine Cross, Heathpoult Cross, Raleghs Cross and Sticklepath to avoid restrictions at Dunster and difficult turning at Wheddon Cross (Table 8.15a, p.56).
- 8.130 In terms of housing completed during 2016/17, 6 out of 18 completed dwellings (gross housing completions – see Appendix 1 for further information) were accessible by a regular daily public transport service (at least Monday to Saturday).
- 8.131 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 close to the National Park boundary). Bus services such as the 398/399, 309/310, 10 and 25 serve a number of settlements on Exmoor on a regular daily basis (Monday to Saturday) throughout the year. This enables residents to access services and facilities at larger centres outside the National Park. However a number of smaller villages may only receive a weekly bus service or no service at all.
- 8.132 Many villages no longer have a regular timetabled bus service. However, there are some community and demand responsive transport services available, but these do not necessarily fulfill a community's transport needs, particularly the needs of an aging population who may no longer have access to their own transport.



The number 25 bus service operates between Taunton and Dulverton.

Chart 8.16 Average Daily Traffic Figures

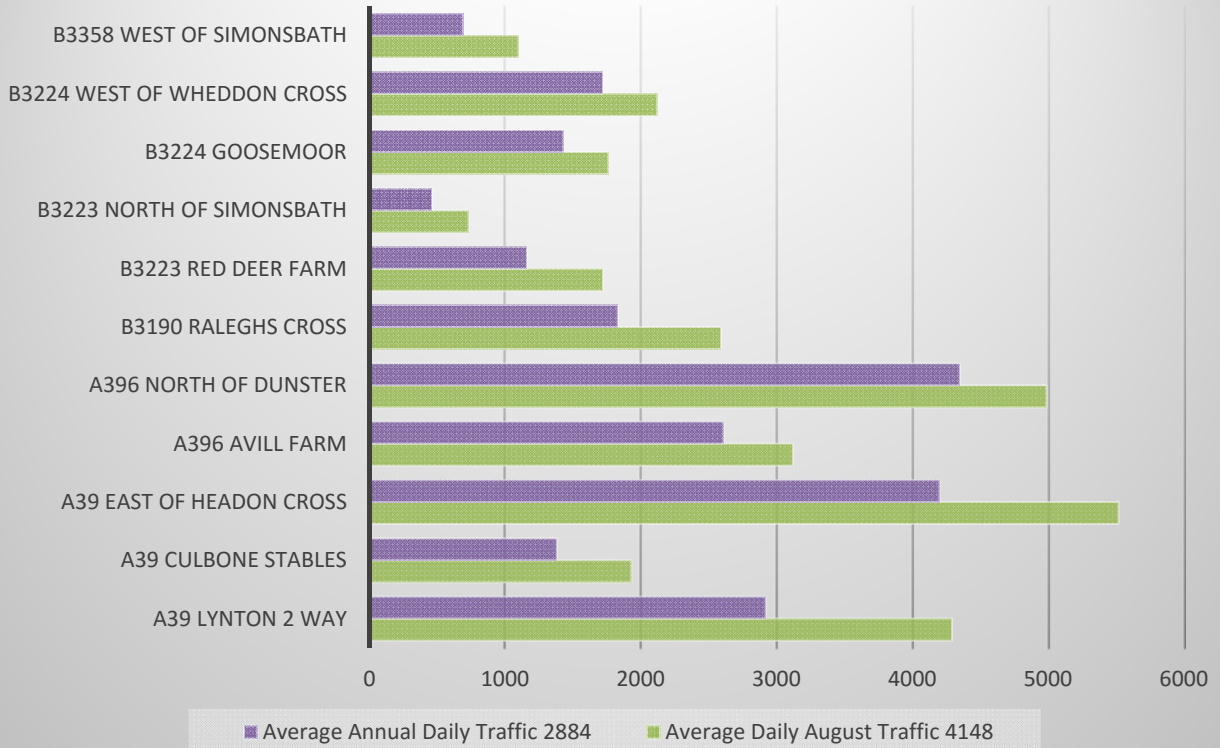
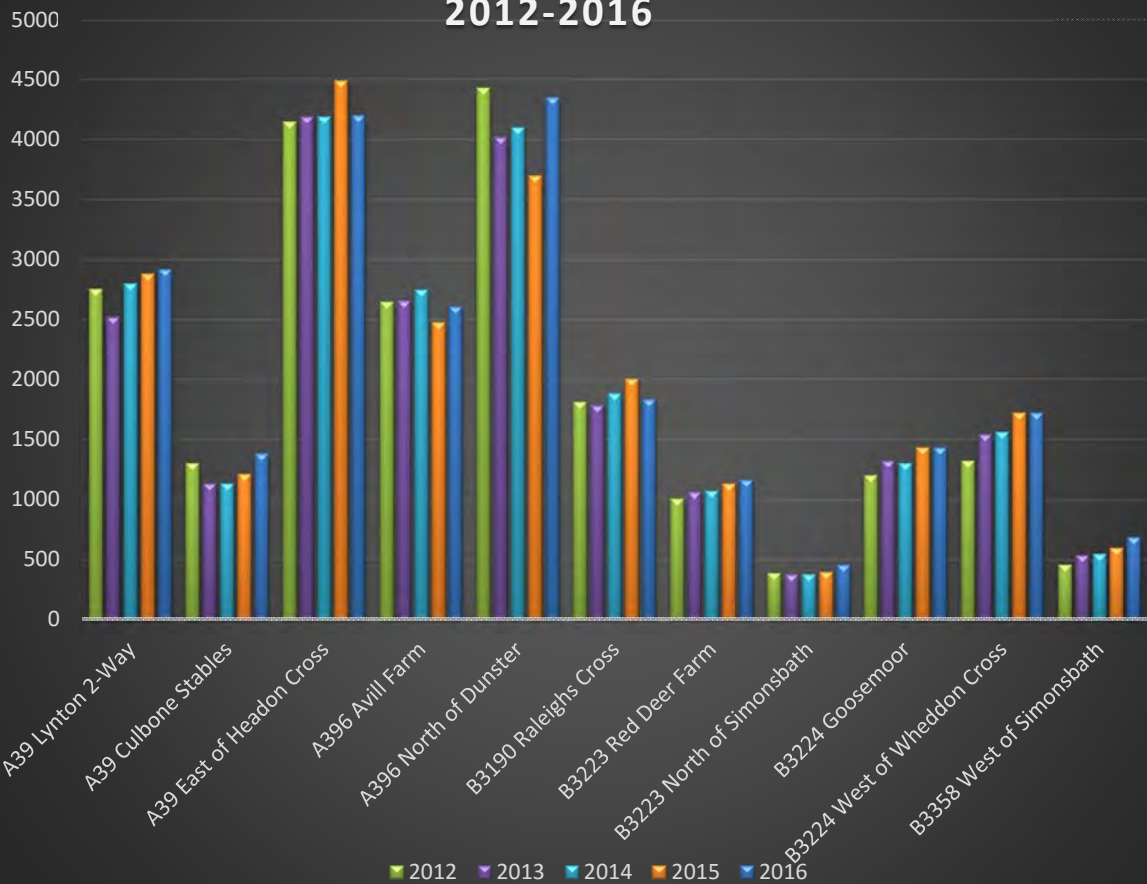


Chart 8.17 Average Annual Daily Traffic Flows 2012-2016



MINERALS AND WASTE

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

TABLE 8.18: MINERALS & WASTE

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

9 EVALUATION OF PLANNING APPLICATIONS

2016/17 PLANNING STATISTICS

- 9.1 During the AMR period the Development Management Team **received 320** planning applications and **determined 294** applications. An analysis of the number of applications received in each monitoring year from 2005/06 should take account of changes to the way that planning applications are counted by statistical returns to the Department of Communities and Local Government and means which means that certain types of application determined by the Authority are no longer included in the reporting (e.g. certificates of lawful use, notifications, and applications for non-material minor amendments).
- 9.2 The 2016/17 monitoring year saw an increase in the number of applications submitted and consequently an increase in the planning fee income when compared to previous years. The high level of fee income in the previous monitoring year can be explained by the submission of 10 major applications (which attract a higher planning fee), compared with the other monitoring years.

TABLE 9.1 - PLANNING FEE INCOME

	£	No. of applications received
2005/06	£61,588	311
2006/07	£57,262	350
2007/08	£55,478	385
2008/09	£58,747	250
2009/10	£73,078	282
2010/11	£75,903	317
2011/12	£71,898	329
2012/13	£74,625	306
2013/14	£61,785	352
2014/15	£68,492	259
2015/16	£101,473	248
2016/17	£95,170	320

- 9.3 In February 2017, the government's white paper "Fixing our broken housing market" included proposals to boost local authority capacity and capability to deliver by improving the speed and quality with which planning cases are handled.
- 9.4 The proposals included an increase to the nationally set planning fees to allow local authorities to increase fees by 20% if they committed to invest the additional fee income in their planning department. In March 2017, the Authority Committee resolved to confirm to DCLG that Exmoor National Park Authority accepted the offer to raise planning application fees by 20% on the basis that this will be invested in the Authority's planning services.

9.5 Planning applications received by the Authority are classified as:

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

TABLE 9.2: NUMBER OF APPLICATIONS DETERMINED DURING 2016/17

Major	3	1.02%
Minor	159	54.08%
Other	132	44.90%

9.6 The highest proportion of applications determined during 2016/17 is for either minor or 'other' typologies (see Table 9.2 above). The percentage of delegated decisions (i.e. determined by officers) at 90% is the same as the previous monitoring year. Of those applications decided by the Authority Committee, on two occasions the Committee's decision was contrary to the Officers' recommendation. These decisions were made in circumstances where Committee Members judged that, on balance and in the particular circumstances of the application, the evidence supported their final conclusion.

9.7 The proportion of applications approved during 2016/17 continued to be high (96%), reflecting time spent by Officers in pre-application discussions with potential applicants, including weekly planning surgeries held at Lynton and Porlock. Three major applications were approved during the monitoring period. Determination of major, minor and other applications exceeded nationally set targets (see Table 9.3).

TABLE 9.3 – DEVELOPMENT MANAGEMENT - NATIONAL TARGETS

APPLICATION TYPE	PERCENTAGE
% Major Applications within 13 weeks ⁴⁵ or agreed time limit (target 60%)	100%
% Minor applications within 8 weeks or agreed time limit (target 70%)	96%
% Other Applications within 8 weeks or agreed time limit (target 80%)	95%

9.8 The Planning Performance Guarantee came into force on 1 October 2013⁴⁶ and was introduced by the government as a mechanism for monitoring the planning service being delivered. Since then, local planning authority performance tables have been published based on the speed (i.e. dealt determined within the statutory determination period) and the quality of planning decisions (i.e. the extent to which decisions are overturned at appeal) in relation to major applications.

9.9 The Housing and Planning Act 2016 allowed the Secretary of State to include non-major development in the monitoring of the planning service. Towards the end of 2016 the Department for Communities and Local Government published revised criteria and removed the exemption that applied to authorities dealing with small numbers of applications (usually major applications).

⁴⁵ Statutory period for determining applications extends to 16 weeks if an application is subject to an Environmental Impact Assessment.

⁴⁶ The Town and Country Planning (Fees for Applications Deemed Applications, Requests and Site Visits) (England) (Amendment) Regulations 2013

9.10 A planning authority may be designated as poorly performing if it fails to achieve the percentage threshold for applications determined within the statutory determination period, or exceeds the percentage threshold for applications overturned at appeal.

9.11 At the end of September 2016, the Authority's monitoring results as published by DCLG were as follows:

Measure and Type of Application	Number of applications	Performance		Threshold and assessment period
Speed of major development	9 applications determined	9 applications determined within 13 weeks or extension of time agreement	100%	60% (Oct 2015 to Sept 2017)
Quality of major development	6 major development applications determined	0 overturned on appeal	0%	10% (Apr 2015 to Mar 2017)
Speed of non-major development	413 applications determined	398 applications determined within 8 weeks or extension of time agreement	96.4%	70% (Oct 2015 to Sept 2017)
Quality of non-major development	441 applications determined	6 overturned on appeal	1.36%	10% (Apr 2015 to Mar 2017)

9.12 In relation to major applications, the Authority was equal first with 13 other local planning authorities, out of a total of 336. In relation to non-major applications, the Authority was 11th out of 336 local planning authorities and the best performing National Park Authority.

9.13 In April 2016, the Authority considered the government's consultation on introducing competition to the processing, but not the determination, of planning applications, with the aim of improving effectiveness and efficiency of the planning system. The proposals would aim to set a competitive market for the processing of planning applications with the applicant choosing an approved provider (including from the private sector) to process the application. The approved provider would then make a recommendation to the planning authority which would have the final decision. In response to the consultation, the Authority raised concern that any such measures could in fact have a detrimental impact on the integrity of the planning services and the quality of planning applications and also that the transparency of the existing planning process could be diminished. At the time of publication of this report, the government's proposals have yet to be taken forward.

APPEALS

9.14 Seven appeals were determined by the Planning Inspectorate during the 2016/17 monitoring year, one of which was an appeal against an enforcement notice. In five instances the Inspector upheld the decision of the Authority and dismissed the appeal.

Application No. Appeal No.	Parish & Appeal Details	Proposal / Breach	Appeal Type	Inspector's Decision
Application No. 6/2/9/15/113 APP/F9498/D/15/3137342	Dulverton: Amendment to planning application 6/9/08/113 – roof of garage to be raised to create first floor	Against refusal of permission	Written Representation	Dismissed 24/02/16
Application No. 6/25/15/101 APP/F9498/W/15/3134763	Roadwater: Proposed erection of two holiday bunk houses	Against refusal of permission	Written Representation	Dismissed 11/04/16
Application No. 62/41/15/018 APP/F9498/W/15/3132325	Lynton & Lynmouth: Change of use of former cottage hospital and conversion to become two principal residence dwellings, including partial demolition of rear extension to become walled gardens and construction of single garage	Disputed conditions of planning permission relating to character and appearance and in relation to occupancy restriction	Written representation	Dismissed 30/06/16
Application No. 6/9/15/109 APP/F9498/X/15/3137442	Dulverton: Certificate of lawful use or development for the erection of a new agricultural tied dwelling house	Against refusal of Certificate of lawful use or development	Written Representation	Dismissed 29/07/16
Application No. 6/20/16/102 APP/F9498/D/16/3132284	Luxborough: Proposed re-roofing over garage and office	Against refusal of permission	Written Representation	Allowed 17/08/16
Enforcement Notice ENF/0121/15 APPF/F9498/C/16/3145918	Brompton Regis: Breach of planning control in relation to erection of building with concrete base not in accordance with the application and undertaking of engineering operations	Against Enforcement Notice	Written Representation	Allowed 08/11/16
Application No. GDO16/04 APP/F9498/W/ 6/3158885	Roadwater: Proposed agricultural steel building	Against refusal of permission	Written representation	Dismissed 31/01/17

CHANGES TO THE PLANNING SYSTEM

9.15 **Alterations to the General Permitted Development Order:** The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016 took effect from 6 April 2016. Changes to the General Permitted Development Order which are most relevant to the National Park Authority include:

- The existing temporary permitted development right to change buildings in office use to dwellinghouses is made permanent, with a condition to allow the local planning authority to consider certain noise impacts in addition to transport and highways, contamination risks and flood risks being taken into consideration. Development must be completed within 3 years of prior approval. A statement specifying the net increase in dwelling houses proposed by the development must be submitted with the application.
- New rights to allow for the change of use of launderettes and B1(c) light industry premises to residential use. The latter will be temporary and will not come into force until October 2017, allowing local planning authorities to introduce an article 4 direction to remove those rights in areas where residential is not suitable.
- New permitted development rights allowing the drilling of boreholes for the purposes of carrying out groundwater monitoring, carrying out seismic monitoring or locating and appraising the condition of mines, which is preparatory to potential petroleum exploration. Such development is not permitted where any operation would be carried out within a National Park, an area of outstanding natural beauty, a site of archaeological interest, a site of special scientific interest or the Broads.
- Part 16 Class A of the GPDO 2015 permits *"the installation, alteration or replacement of any electronic communications apparatus"* (including masts), subject to various limitations and conditions. This Class also permits *"the use of land in an emergency ... to station and operate moveable electronic communications apparatus"* and *"development ancillary to radio equipment housing"*. In relation to electronic communications, in November 2016, a statutory instrument introduced the following changes:
 - The period for which land may be used in an emergency is extended from 6 to 18 months.
 - A new requirement is established to notify Natural England of development undertaken in an emergency on land which is a site of special scientific interest.
 - A new permitted development right to install masts of up to 20 metres on article 2(3) land, including National Parks. The installation is subject to prior approval from the local planning authority
 - A new permitted development right to alter or replace masts on article 2(3) land including National Parks is added, subject to the limitations including any increase in height to the greater of the height of the existing mast or 20 metres.
- In relation to small antenna and small cell systems, no limitations now apply to the installation, alteration or replacement of antenna/small cell systems on buildings which are not dwellinghouses, or within the curtilage of dwellinghouses, although this type of development remains subject to conditions.

- Subject to conditions, the installation, replacement or alteration of small antennas may now be undertaken on dwellinghouses on article 2(3) land, including National Parks.
- In respect of the installation, alteration or replacement of antenna (other than small antenna and small cell systems) on a building other than a mast, limitations are lifted where the building is over 30 metres high. Where the building is on article 2(3) land including National Parks, the requirement for prior approval is lifted although specific limitations continue to apply in relation to the size and height of the antenna.

10 APPENDIX 1: HOUSING COMPLETIONS 2016/17

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

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

- 20 Completions (Gross)
- 18 Completions (Net)
- 85% were on previously developed land (PDL)
- In terms of dwelling density as the number of dwellings per hectare (dph):
 - 55% of the sites had a density of less than 30dph
 - 5% had a density of 30-50dph
 - 40% had a density of over 50dph

10.3 **Principal Residence Dwellings:** As the housing policies of the Publication Draft Local Plan can be considered to carry weight in the determination of planning applications, the policies relating to Principal Residence housing have been used in relation to three proposals:

- Proposed change of use from service accommodation to a principal residence dwelling in Dunster.
- Proposed change of use from unit of private residential accommodation (C3) to a mixed use of private residential accommodation (with principal residence condition) and containing a single unit of self-contained holiday accommodation, to include a flexible permission to allow conversion back to a guest house (C1) without the need for further consent in Winsford.
- Proposed change of use and sub division of existing guest house into two principal residence dwellings, Lynton.
- Proposed sub-division of ancillary annex from main dwelling to form principal residence dwelling together with a two storey extension, Parracombe.

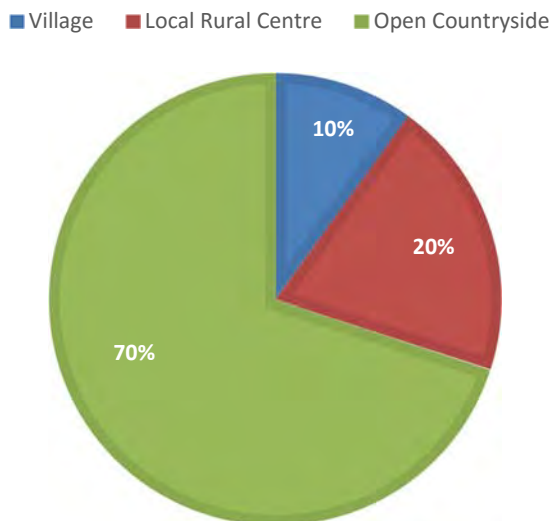
10.4 Extended Family Dwellings

- Proposed variation of condition to allow a unit of holiday let accommodation to be used as both a holiday let and an extended family dwelling, Brompton Regis
- Proposed Variation of Condition 2 to allow holiday accommodation to be used by family members as an extended family dwelling and as a holiday let, Bury, Dulverton
- Proposed change of use from holiday let to extended family dwelling together with the erection of a single storey side extension, Parracombe.

10.5 In terms of housing completions, the net figure is the overall increase in the number of dwelling units within the National Park. The gross figure relates to the number of dwelling units recorded as 'completed' during the monitoring year. For example, this monitoring year saw the demolition of an existing dwelling and the construction of a replacement dwelling in Exmoor parish and the construction of a replacement dwelling in Brompton Regis. The dwellings constructed by these applications are recorded as part of the gross number of dwellings completed but did not result in any net gain in the number of dwellings.

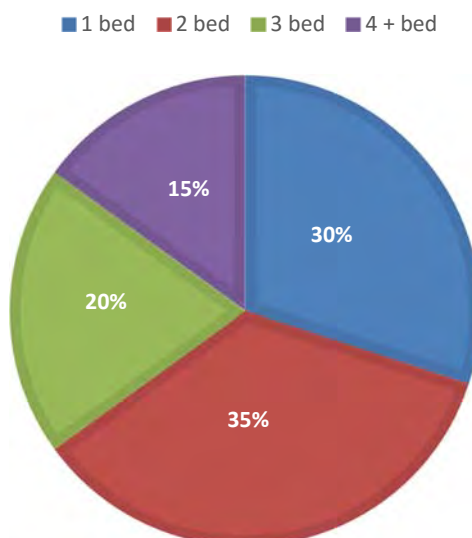
- 10.6 For some monitoring years, the gross and net dwelling figures may be the same – where no existing dwelling units are lost or altered through demolition, change of use, or subdivision.
- 10.7 There are three Local Rural Centres in the National Park (Dulverton, Porlock and Lynton & Lynmouth). Four of the 18 dwellings completed during the monitoring year were located in the Local Rural Centre of Lynton & Lynmouth.

CHART 9.1: LOCATION OF COMPLETED DWELLINGS 2016/17



- 10.8 The percentage of dwellings in the open countryside is as a result of the completion of a rural worker’s dwellings and following permission granted for a number of Certificates of Lawful Use in relation to existing dwellings.
- 10.9 The majority (17) of the 20 completed dwellings were between 1 and 3 bedrooms in size (six 1-bedroom, seven 2-bedroom and four 3-bedroom). Three larger dwellings were completed: one resulting from the change of use from serviced accommodation to a principal residence dwelling; and two resulting from an application for the change of use and sub division of existing guest house into two principal residence dwellings

CHART 9.2: DWELLING SIZE (NO. OF BEDROOMS) COMPLETED DWELLINGS 2016/17



- 10.10 **Dwellings under construction:** At the end of the reporting period there were 47 dwellings under construction to give an eventual net gain (when complete) of 42 dwellings, including 15 affordable homes:
- In Brompton Regis – 1 local needs affordable dwelling
 - In Cutcombe - 2 self-build serviced plots are available
 - In Dunster - the change the use of an existing garage to 1 affordable dwelling
 - In Exford – the conversion of storage space above stables 1 affordable home
 - In Exton – 1 affordable dwelling with workshop
 - In Luxborough – 1 local needs affordable unit
 - In Porlock – 1 self-build affordable home
 - Lynton - the conversion of a barn to 1 local needs affordable home
 - In Lynmouth - alteration of former guesthouse to include 2 local needs affordable homes; and the change of use of part of hotel to 8 dwellings (including 4 local needs affordable dwellings)
- 10.11 **Dwellings not started:** Eighteen dwellings with extant planning permission had not started at 31 March 2016. Two are proposed replacement dwellings and one will result from the proposed subdivision of an existing dwelling, therefore a net gain of 15 dwellings will be achieved; two of which will be affordable homes for local people in housing need and one will be an extended family dwelling.
- 10.12 **Expired:** Two planning permissions expired during 2016/17; one for a replacement dwelling in Exford; and one for alterations to Lynton Post office to create first floor accommodation. An application for the conversion of a St Luke's Mission Church, Roadwater into 3 affordable homes was superseded by an application for change of use to a shop.

Table 10.3 Dwelling Completions 2016/17

Parish	Change of Use			Subdivision			New Build			CLEUD	LNAH	PDL	Bedrooms				
	P.S	R.P	Losses	P.S	R.P	Losses	P.S	R.P.	Losses				1	2	3	4+	
Brayford										1		1			1		
Brendon & Countisbury										1		1			1		
Brompton Regis	3						1		1			4	1	3			
Combe Martin							1								1		
Cutcombe										1		1			1		
Dulverton										1		1			1		
Dunster	1											1					1
Exford										1		1					
Exmoor	1						1		1			3	1	1	1	1	
Kentisbury										1		1					
Lynton & Lynmouth	4											3	2				2
Martinhoe	1																1
TOTAL	10	0	0	0	0	0	3	2	7	0	17	6	7	4	3		

KEY:

P.S. Private Sector housing

LNAH Local needs affordable housing

PDL Previously developed land

Table 10.4 Dwellings Under Construction 2016/17

Parishes	Change of Use/Conversion			Sub Division			New Build			LNAH	PDL	Bedrooms						
	P.S.	R.P.	Losses	P.S.	R.P.	Losses	P.S.	R.P.	Losses			1	2	3	4			
Brendon & Countisbury							1		1					1				
Brompton Regis							1			1					1			
Challacombe							1		1									
Cutcombe							2			2							2	
Dulverton						1										1	1	
Dunster	1									1						1		
Exford	2									1						2		
Exton										1							1	
Luxborough										1								
Lynton & Lynmouth	17						2			7					11	5	3	
Martinhoe	1																1	
Old Cleeve	2					1									3	3	1	
Parracombe	1						1								1	1		
Porlock										1					1	1		
Trentishoe	1																1	
Winsford							3										1	2
TOTAL	25	0	0	5	0	2	17	0	3	15	37	3	19	18	7			

KEY:

P.S. Private Sector housing

R.P. Registered Provider/Housing Association

LNAH Local needs affordable housing

PDL Previously developed land

CLEUD Certificate of lawful use or development

Table 10.5 Dwellings Not Started 2016/17

Parish	Change of Use/Conversion		Subdivision		New Build			LNAH	PDL	Bedrooms		
	P.S.	R.P	P.S.	R.P	P.S.	R.P	Potential Loss			1	2	3
Brompton Regis	3				1				3	2	1	1
Cutcombe					1			1			1	
Exmoor	1								1	1		
Lynnton & Lynmouth			2		2		1	1		1	2	1
North Molton					1							1
Porlock					4		1				1	3
Twitchen	2								2		2	
Winsford					1		1		1		1	
TOTAL	6	0	2	0	10	0	3	2	7	4	6	2

KEY:

P.S. Private Sector housing

R.P. Registered Provider/Housing Association

LNAH Local needs affordable housing

PDL Previously developed land

CLEUD Certificate of lawful use or development

11 APPENDIX 2: UPDATES MADE TO THE STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT

Monitoring of the SHLAA was undertaken to provide an update at the end of the financial year (31 March 2017) based on an analysis of planning permissions for dwellings and housing completion data.

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

A. Progress with delivery of development on sites with planning permission			
Site Reference	Site Status	Action	Yield ⁴⁷
SHA/BRR/8	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/COM/1	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/EXM/20	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/LYN/43	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/LYN/45	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/MAR/2	Total yield of development completed on site	Site archived in the SHLAA	-1
SHA/BRR/9	New deliverable site with planning permission	Site entered 2016-17	+3
SHA/BRR/10	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/DUL/32	New deliverable site with planning permission	Site entered 2016-17	+2
SHA/EXF/23	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/EXM/21	New deliverable site with planning permission	Site entered 2016-17	+1

⁴⁷ Minus sign indicates that dwellings have been completed and these are no longer recorded on the SHLAA deliverable sites. Plus sign indicates new sites with planning permission on the SHLAA database with the number of dwelling units recorded.

A. Progress with delivery of development on sites with planning permission			
Site Reference	Site Status	Action	Yield ⁴⁷
SHA/LUX/4	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/LYN/46	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/LYN/47	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/NOM/3	New deliverable site with planning permission	Site entered 2016-17	+1
SHA/TWI/1	New deliverable site with planning permission	Site entered 2016-17	+2

B. Planning applications that have been submitted or approved on sites and broad locations identified by the assessment			
Site Reference	Site Status	Action	Amended Yield (Former Yield)
N/A	N/A	N/A	N/A

C. Progress that has been made in removing constraints on development and whether a site is now considered to be deliverable or developable			
Site Reference	Site Status	Action	Yield
N/A	N/A	N/A	N/A

D. Unforeseen constraints that have emerged which now mean a site is no longer deliverable or developable, and how these could be addressed			
Site Reference	Site Status	Action	Yield
N/A	N/A	N/A	N/A

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

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

A total of **12** dwellings were completed during the 16-17 monitoring period as a result of applications submitted during 16-17 (seven certificates of lawful use, two changes of use to residential, and two variations of condition). These along with other completions highlighted in the SHLAA monitoring have been recorded in the Housing Land Availability figures.

The changes outlined above result in a supply of 56 deliverable sites (suitable and available) with capacity for 253 dwellings across the National Park.⁴⁸

SHLAA MONITORING	2014/15	2014/15	2015/16	2015/16	2016/17	2016/17
Site Status	Site Count	Yield	Site Count	Yield	Site Count	Yield
Deliverable (site promotions)	24 sites	202 dwellings	24 sites	202 dwellings	24 sites	202 dwellings
Deliverable (sites with planning permission – not started) ⁴⁹	16 sites	25 dwellings	11 sites	17 dwellings	9 sites	16 dwellings
Deliverable (sites with planning permission – commenced)	9 sites	22 dwellings	16 sites	31 dwellings	22 sites	37 dwellings
Total	49 sites	249 dwellings	51 sites	250 dwellings	56 sites	253 dwellings

SHLAA MONITORING	2014/15	2014/15	2015/16	2015/16	2016/17	2016/17
Site Status	Site Count	Yield	Site Count	Yield	Site Count	Yield
Developable Sites (suitable but not available)	50 sites	229 dwellings	49 sites	226 dwellings	49 sites	226 dwellings

⁴⁸ The figure of 253 includes a 15% discount applied to 9 sites (16 dwellings) with planning permission where development has not started, to reflect the possibility that not all the sites may be developed (resulting in 14 dwellings)

⁴⁹ Ibid.

12 APPENDIX 3: STATUS OF EXMOOR'S RIVERS AND STREAMS

River	Hydro-morphological status ⁵⁰	Water Body Classification	Ecological	Chemical
Upper Barle	Not designated artificial or heavily modified	Good	Good	Good
Middle Barle	Not designated artificial or heavily modified	Good	Good	Good
Lower Barle	Not designated artificial or heavily modified	Good	Good	Good
Sherdon Water	Not designated artificial or heavily modified	Good	Good	Good
Exe (source to Quarne)	Not designated artificial or heavily modified	Good	Good	Good
Exe (Quarne to Haddeo)	Not designated artificial or heavily modified	Good	Good	Good
Badgworthy Water	Not designated artificial or heavily modified	Good	Good	Good
West Lyn	Not designated artificial or heavily modified	Good	Good	Good
Aller	Not designated artificial or heavily modified	Good	Good	Good
Hawkcombe Stream	Not designated artificial or heavily modified	Good	Good	Good
Quarne	Not designated artificial or heavily modified	Moderate	Moderate	Good
Upper East Lyn	Not designated artificial or heavily modified	Moderate	Moderate	Good
Lower East Lyn	Not designated artificial or heavily modified	Moderate	Moderate	Good
Upper Haddeo	Heavily modified	Moderate	Moderate	Good
Lower Haddeo	Heavily modified	Moderate	Moderate	Good
Avill	Heavily modified	Moderate	Moderate	Good
Heddon	Not designated artificial or heavily modified	Moderate	Moderate	Good
Upper Washford	Not designated artificial or heavily modified	Moderate	Moderate	Good
Pulham	Not designated artificial or heavily modified	Moderate	Moderate	Good
Horner Water	Not designated artificial or heavily modified	Moderate	Moderate	Good
Danes Brooke	Not designated artificial or heavily modified	Moderate	Moderate	Good

Environment Agency information 2016 © Environment Agency.

⁵⁰ The Hydromorphological Designation of a water body, i.e. whether it is considered to be artificial or heavily modified by human activity. Chemical status

13 APPENDIX 4: FLOOD ZONE INFORMATION

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

Flood Zone	Application	Detail
Flood Zone 2	6/27/17/102	Removal and rebuilding of car park wall
	6/9/16/107	Repair work to re-cover the front and rear roof slopes
	6/9/16/129LB	Replace water main within the highway
	6/27/16/101	Householder – single storey rear extension
	6/29/17/102LB	Internal alterations to Grade II Listed Building
	6/27/16/110	Householder – two storey extension
	6/13/16/109	Replacement window
	6/34/16/102	Householder – single storey extension and adjustment to garage
	6/8/16/104	Retention of extension to existing agricultural/storage building
	6/9/16/110	Construction of a new parking bay
	6/3/15/112	Variation of Condition to allow use of holiday accommodation by family members as an extended family dwelling and as a holiday let.
	6/8/16/109	Householder – first floor extension
	6/13/16/102	Conversion of first floor storage area above stables into affordable home
	62/41/16/022	Dwelling for rural worker
	6/9/16/117	Householder - replacement of flat roof with pitch roof on detached garage
	6/24/16/102	Householder – detached garage
	6/40/16/115	Alterations to Coach House
	6/40/16/116LB	Alterations to Coach House
	6/24/16/103	New timber framed, timber clad, sloping roof field shelter
	6/23/16/105	Householder – detached car port
	62/43/16/003	Change of use of building to basic camping accommodation
	6/9/16/133LB	Repair to roof truss
	6/23/16/106	Householder - conservatory
	6/29/16/109	Change of use of paddock to equestrian all weather arena
	6/40/16/120	Householder – replacement sunroom and greenhouse
	Flood Zone 3a	6/27/17/102
6/9/16/107		Repair work to re-cover the front and rear roof slopes
6/9/16/129LB		Replace water main within the highway
6/27/16/101		Householder – single storey rear extension
6/29/17/102LB		Internal alterations to Grade II Listed Building
6/27/16/110		Householder – two storey extension
6/13/16/109		Replacement window
6/34/16/102		Householder – single storey extension and adjustment to garage
6/9/16/110		Construction of a new parking bay
6/13/16/102		Conversion of first floor storage area above stables into affordable home
62/41/16/022		Dwelling for rural worker
6/24/16/102		Householder – detached garage
6/40/16/115		Alterations to Coach House
6/40/16/116LB		Alterations to Coach House
62/43/16/003		Change of use of building to basic camping accommodation
6/9/16/133LB		Repair to roof truss

Flood Zone	Application	Detail
	6/40/16/120	Householder – replacement sunroom and greenhouse
	6/9/16/117	Householder - replacement of flat roof with pitch roof on detached garage
Flood Zone 3b	6/9/16/129LB	Replace water main within the highway
	6/29/16/109	Change of use of paddock to equestrian all weather arena
	6/29/17/102LB	Internal alterations to Grade II Listed Building
	6/26/16/101	Variation of Condition 2 to allow minor changes to the design of the workshop building
	6/13/16/109	Replacement window
	6/34/16/102	Householder – single storey extension and adjustment to garage
	6/9/16/110	Construction of a new parking bay
	6/13/16/102	Conversion of first floor storage area above stables into affordable home
	62/41/16/022	Dwelling for rural worker
	6/24/16/102	Householder – detached garage
	6/40/16/115	Alterations to Coach House
	6/40/16/116LB	Alterations to Coach House
	62/43/16/003	Change of use of building to basic camping accommodation
	6/40/16/120	Householder – replacement sunroom and greenhouse
	6/8/16/104	Retention of extension to existing agricultural/storage building
	6/3/15/112	Variation of Condition to allow use of holiday accommodation by family members as an extended family dwelling and as a holiday let
	6/8/16/109	Householder – first floor extension
	6/24/16/103	New timber framed, timber clad, sloping roof field shelter
	6/23/16/105	Householder – detached car port
6/23/16/106	Householder - conservatory	

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

14 GLOSSARY

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