



2013 - 2028

The Lyn Plan



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1 Introduction

1.1.1 This is the Neighbourhood Plan for the parish of Lynton & Lynmouth, containing the settlements of Lynton, Lynmouth and Barbrook¹. We are a strong, self-reliant, living and working community on the Exmoor coast, fortunate to live in a stunning local environment. The parish is relatively remote, yet has the largest population of any parish on Exmoor. It is a centre for employment and services for those who live and work here, and for smaller surrounding settlements. We know the importance of and are well used to looking after ourselves and solving our own problems. This Neighbourhood Plan is an important way of doing this.

1.2 The Plan

1.2.1 We need to secure a strong future for ourselves. Supporting the local economy and providing more affordable homes for local people are our priorities. We need to retain and attract more young people and families, and be somewhere new businesses come to. A strong community and local economy underpins the services we rely on.

1.2.2 This is a positive Plan for our future. We need sustainable development and growth to meet the needs of local people, businesses, and our many visitors, to underpin and add to the assets the community needs and values. We need to create opportunities for the community and local economy to be stronger and to prosper.

1.2.3 The Plan will enable the change we need whilst protecting what we hold dear about this place. It is a Plan specifically for this parish, put together from what local people and businesses have said that they need and want.

1.2.4 We live and work in a National Park. This means that large scale new development is not allowed and that the environment around us is strongly protected for us and visitors. This means that we need to make the best use of the more limited opportunities we have for development and growth. The environment around us is also one of our greatest assets and we need to find new ways of capturing its benefits for the community and economy.

1.2.5 Lynton, Lynmouth and Barbrook are special, beautiful places to live and work. New development and growth should enhance these qualities, making positive contributions and maintaining a good mix of uses. New development should provide things we need and want but not mean that we lose things of existing value and importance to use – overall we should gain.

1.2.6 The Plan has three sections:

Environment

Economy

Community

1.2.7 However the Plan is based on the central understanding that they are all closely linked. The local environment is our greatest asset. Without a strong economy we cannot

¹ Referred to in the Plan as 'the settlements'

have a sustainable community and, if the community cannot meet its needs, the economy will suffer. We are a small community and all see these linkages every day. Sustainable development here will meet our needs and create opportunities that are good for our economy, community and environment at the same time.

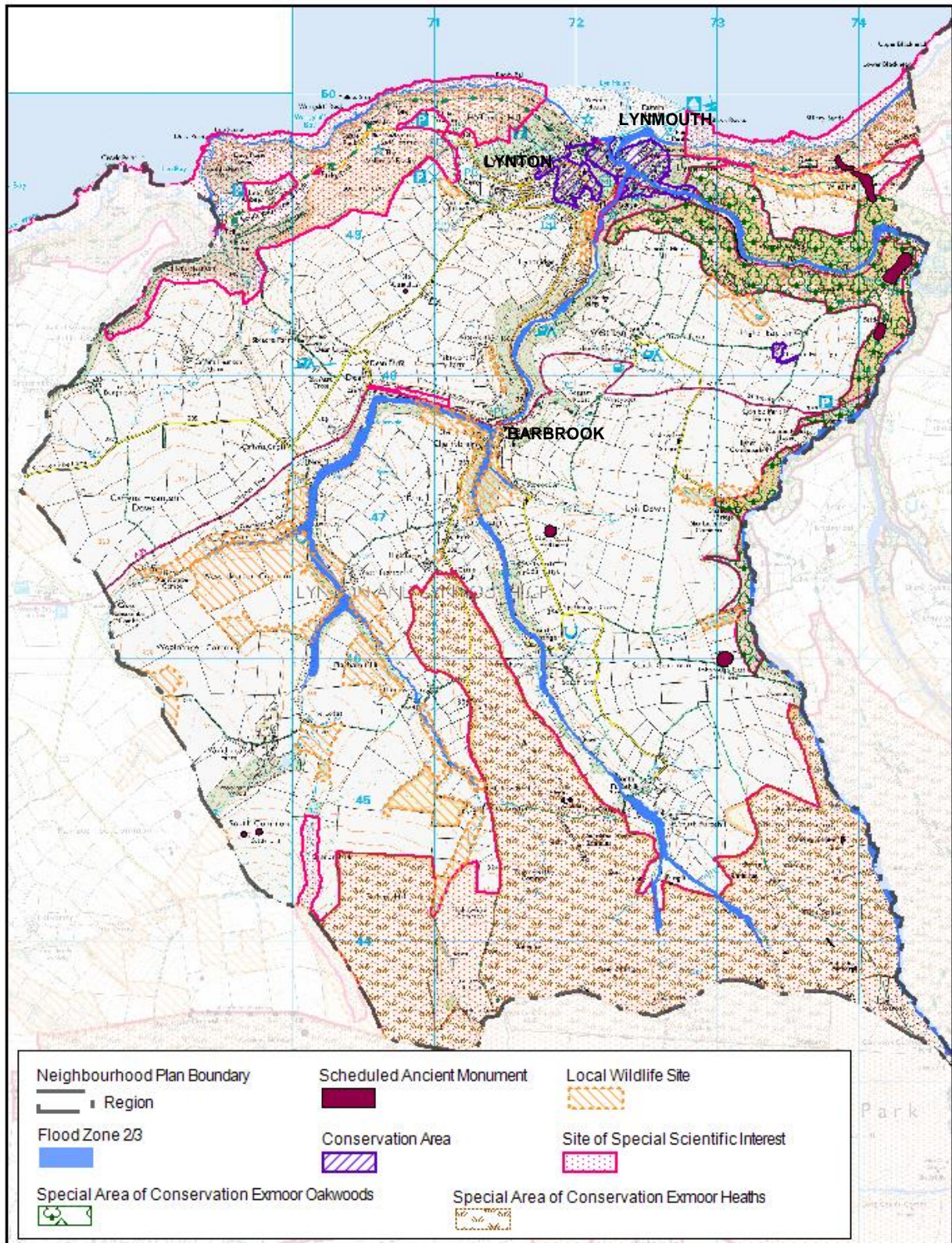
1.2.8 This Neighbourhood Plan will have effect over the 15 year period 2013–2028. A map of the area (Map 1) covered by the Neighbourhood Plan is below.

1.2.9 The Plan contains detailed policies addressing issues of importance for the local economy and local community, because we need some different policies here to those in force in the rest of the National Park². However, it does not contain similar detailed policies for the protection of the local environment. This is because the Plan is able to rely upon the current adopted Exmoor National Park Local Plan and the emerging Local Plan regarding the protection and enhancement of the natural environment, cultural heritage and the historic environment, and tackling and mitigating climate change (including reducing greenhouse gas emissions and taking account of flood risk), as these are issues we share with the rest of the National Park.

² The development plan for the National Park includes the adopted Exmoor National Park Local Plan 2001-2011. The emerging Local Plan, once adopted, will supersede the current Local Plan.

Map 1 Lynton & Lynmouth Neighbourhood Plan Area

Historic and Environmental Features



Local Wildlife Site designation as defined by Devon Biodiversity Records Centre (October 2012) - for up to date information enquiries should be directed to DBRC.

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1.3 Objectives

1.3.1 The diagram of the Lyn Plan Objectives captures the Plan's overall objectives for the local economy, the community and the local environment which all development and growth is expected to support. These objectives are embodied in the primary policy of the Plan – P 1 – which sets out what new development³ in Lynton & Lynmouth should make positive contributions to.

POLICY P 1 – OVERALL OBJECTIVES FOR NEW DEVELOPMENT

New development will be expected to make positive contributions to the following overall objectives:

- a) delivering sustainable development and growth to enhance the self-reliance of the local community and economy;**
- b) meeting economic and social needs;**
- c) creating opportunities for the local community and economy to be stronger and to prosper;**
- d) underpinning and adding to the assets of the community; and**
- e) making the most of and protecting the special environment in which we live – for residents, visitors and local businesses.**

1.3.2 We are relatively isolated so, if we can meet our needs better and create opportunities which will help us prosper, we can become more self-reliant to better secure our future. Building up our assets is a critical part of this. Appreciating that our local

³ New development includes new build, change of use and conversions.

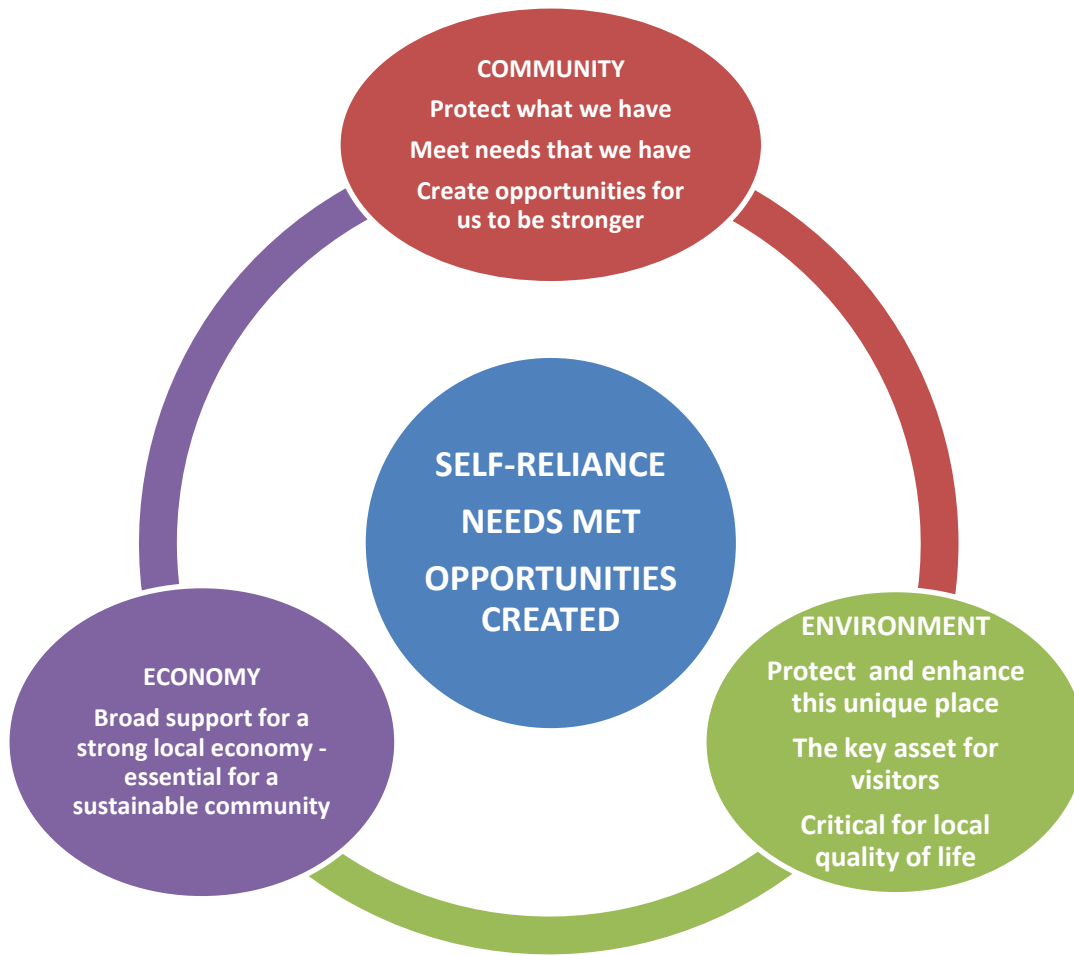
environment is central to our quality of life, and one of the main reasons why visitors and businesses come here, means that we need to protect and enhance it for us to enjoy and to increase the ways our visitors can enjoy it too, which will also support the local economy.

1.3.3 How best to meet these objectives will vary from site to site and over time. This Plan needs to be flexible and responsive enough to take account of this to ensure that the development we want and need is viable and deliverable to allow positive progress.

1.3.4 Each section of the Plan – Environment, Economy and Community – contains additional specific objectives and policies for different sorts of development which add detail to the Plan's overall objectives. If a particular proposal is not well covered by the detailed objectives and policies of the Plan then reference should be made to the Plan's primary policy – P 1⁴.

⁴ And the policies of the Exmoor National Park Local Plan.

Lyn Plan Objectives



COMMUNITY

- HOUSING
- affordable homes for locals
- living homes
- accommodation for staff and seasonal workers
- no more second homes
- opportunities for younger people
- viable development proposals
- SERVICES/ FACILITIES
- protect / enhance what we have
- underpin and add to community assets



ENVIRONMENT

- Reuse and infill
- Protect community open spaces



ECONOMY

- Flexibility
- Responsiveness
- Innovation
- TOURISM
- strengthen
- diversify
- consolidate
- BEDROCK/CRAFTS
- better/flexible business space
- storage
- New Enterprise

2 Viability and Deliverability

2.1.1 For the Plan to positively bring forward the development we need and want, proposals need to be viable and deliverable. For the Plan to be flexible and responsive enough to promote sustainable development and growth consideration of the viability and deliverability of development needs to be built into the Plan's overall approach and detailed policies.

2.1.2 Viability is about whether proposals are financially able to proceed. Viability therefore varies from site to site, and development to development, and over time.

2.1.3 Deliverability is about whether proposals are practically capable of proceeding.

2.2 Viability

2.2.1 The viability of development is a simple concept – if the cost of development (including the price of the land and necessary borrowing) is less than the value of the development (sales, the value of rental streams and any available grant or other funds) then the development is viable and likely to go ahead.

2.2.2 For a given site the mix of types of development has a strong impact on viability. Affordable rented housing and new development for community use generally have low values. Housing for sale and commercial development have higher values. What combination of uses is sought can therefore determine whether the development of a site is ultimately viable. For sites with existing uses and

development this is particularly important as these increase the existing value of the site and so the overall cost of its redevelopment.

2.2.3 The approach this Plan takes to the viability of a development is that to be acceptable it should be **fair to all parties** – the landowner should be fairly rewarded, the developer should make a fair profit, and the benefits the community receive are also fair. This last point is an important one. In certain cases more profitable types of development may only be allowed because they can provide cross subsidy (2.3) to enable the development the community needs. It is therefore of central importance that the maximum amount of such profit is received by the community whilst the land owner and developer also receive a fair reward.

2.2.4 This can be ensured through an **open book** approach to viability – where the viability assessment is available to be checked by all as a central part of the planning application. Local planning authorities are able to insist on this.

2.2.5 With this approach everyone can be satisfied a proposal should be allowed because it maximises benefit to the community and local economy and is also financially capable of proceeding. Alternatively everyone can also see when a proposal should not be allowed because there would be insufficient benefit for the community and local economy, or because the land owner and/or developer are expecting levels of return which are too high – this would not be fair for the community.

2.2.6 Policies E2 and H3 in the Plan rely on this open book approach to

viability in order to determine the acceptable type and mix of development within proposals.

2.2.7 Detailed guidance on the open book approach to viability required by this Plan is contained in separate viability assessment guidance to be published alongside the Neighbourhood Plan.

2.3 Cross Subsidy

2.3.1 Cross subsidy is where a more profitable form of development is allowed in order to subsidise a less profitable, but necessary, type of development. This can happen on a single site, as explained in the viability section above, but can also happen where development on one site subsidises development on another site in order that both can proceed. This is called off-site cross subsidy.

2.3.2 This Plan takes a positive approach to cross subsidy on the same site, through the open book viability approach, and also to off-site cross subsidy. Where the community and local economy would receive greater overall benefits through sites being linked through cross subsidy, this can be supported by the Plan, using the same open book approach to viability, covering all sites concerned and aspects of their development. It will normally be required that all parts of this 'package' will be linked and delivered through a coordinated approach. In exceptional circumstances payments ('commuted sums') may be accepted for the delivery of off-site community benefits instead of them being delivered as part of a 'package'⁵.

⁵ This will be achieved through use of a S106 legal agreement.

2.4 Deliverability

2.4.1 For proposals to be deliverable the site has to be available and practical obstacles to its development, such as service connections, ground conditions and highway access need to be capable of being overcome.

2.4.2 If a site is failing to bring forward the development we need and want the Plan will support the delivery of that development on alternative sites if available.

3 Environment

3.1.1 The natural environment that surrounds us, our cultural and historic heritage and the built environment of our settlements are some of our greatest assets – for our community, visitors and the local economy. The Plan strongly supports their protection and enhancement. Sustainable development has to be good for our economy, community and environment at the same time. New development and growth should respect and enhance all aspects of the environment we live and work in, making positive contributions when possible, and maintaining a good mix of uses.

3.1.2 The protection of the natural, cultural, historic and built environment is an aspect of planning policy, nationally and for the National Park as a whole, which is well established and which the Plan does not need to repeat. This section of the Plan, therefore, concentrates on two issues: the location of development and opportunities for enhancement of the local environment.

3.1.3 The local environment includes natural, cultural, historic and built features of recognised importance, as are areas of flood risk, which new development should avoid. Important historic and environmental features are identified on Maps 1, 2 and 3 in the plan. Areas of important open space of value to the community are identified on the Exmoor National Park Local Plan proposals map.

3.2 Location of Development & Enhancement of the Local Environment

3.2.1 Policy ENV 1 is an overarching policy for the whole Plan, directing development to the most suitable sites, and making sure that new development enhances the local environment where it can.

3.2.2 The community and local businesses strongly support new development on sites within the existing extent of the settlements that have been previously developed – 'brownfield' sites. This includes sites which are currently disused or still in use.

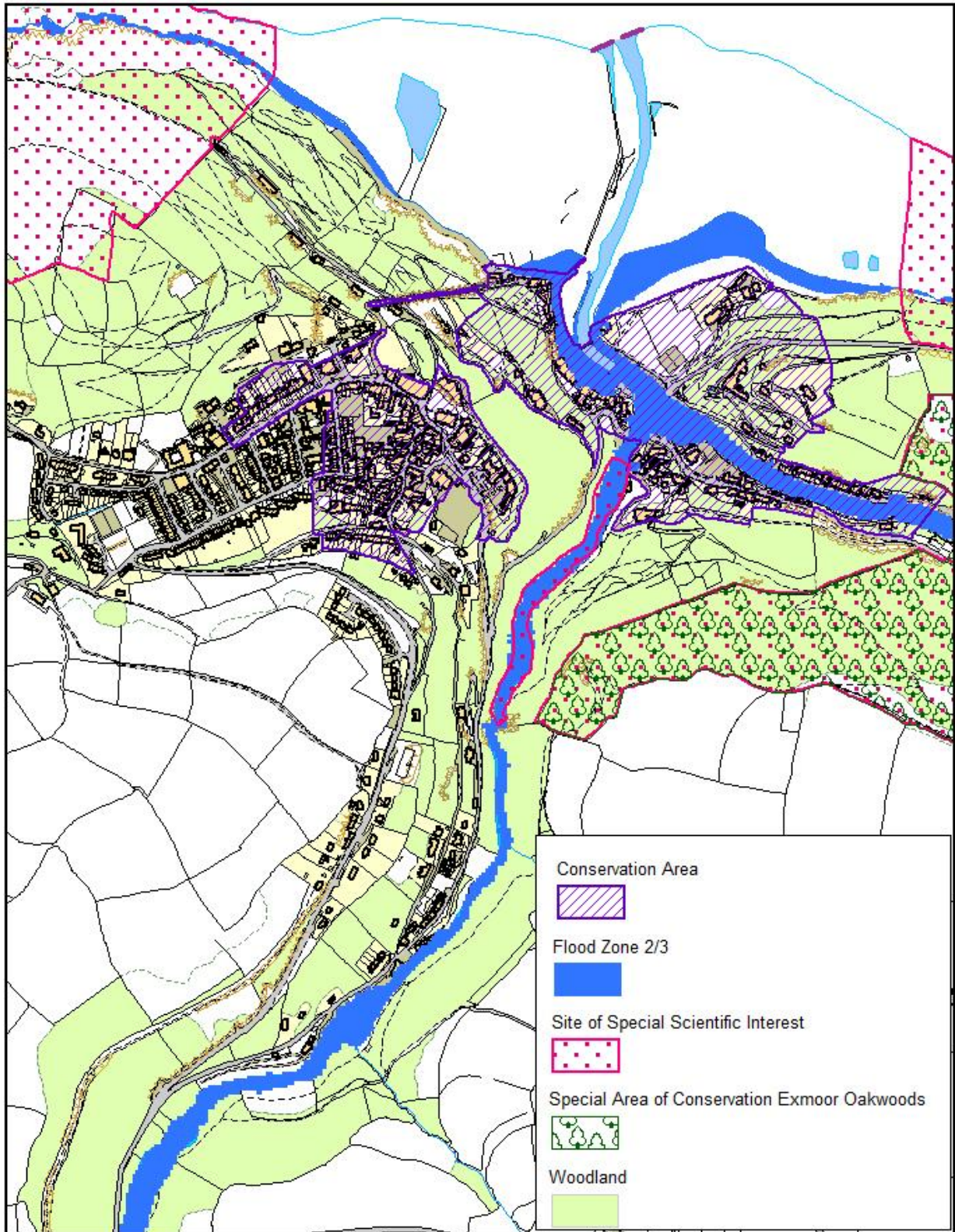
3.2.3 New development on sites which have not been previously developed – 'greenfield sites' – beyond the existing extent of the settlements is not well supported, nor is the development of greenfield sites within the existing extent of the settlements that are of value to the community as open spaces.






3.2.4 On this basis the Plan will prioritise development of brownfield sites within the existing extent of the settlements⁶. The development of greenfield infill sites within the settlements will also be acceptable where they have no existing community use and are not important to the character and quality of the local environment. Proposals should demonstrate how their particular site meets the priorities for locating new development, set out in ENV1.

⁶ Subject to the approach defined in the Viability and Deliverability section of the Plan

Map 2 Lynton & Lynmouth

Historic and Environmental Features



- Conservation Area

- Flood Zone 2/3

- Site of Special Scientific Interest

- Special Area of Conservation Exmoor Oakwoods

- Woodland


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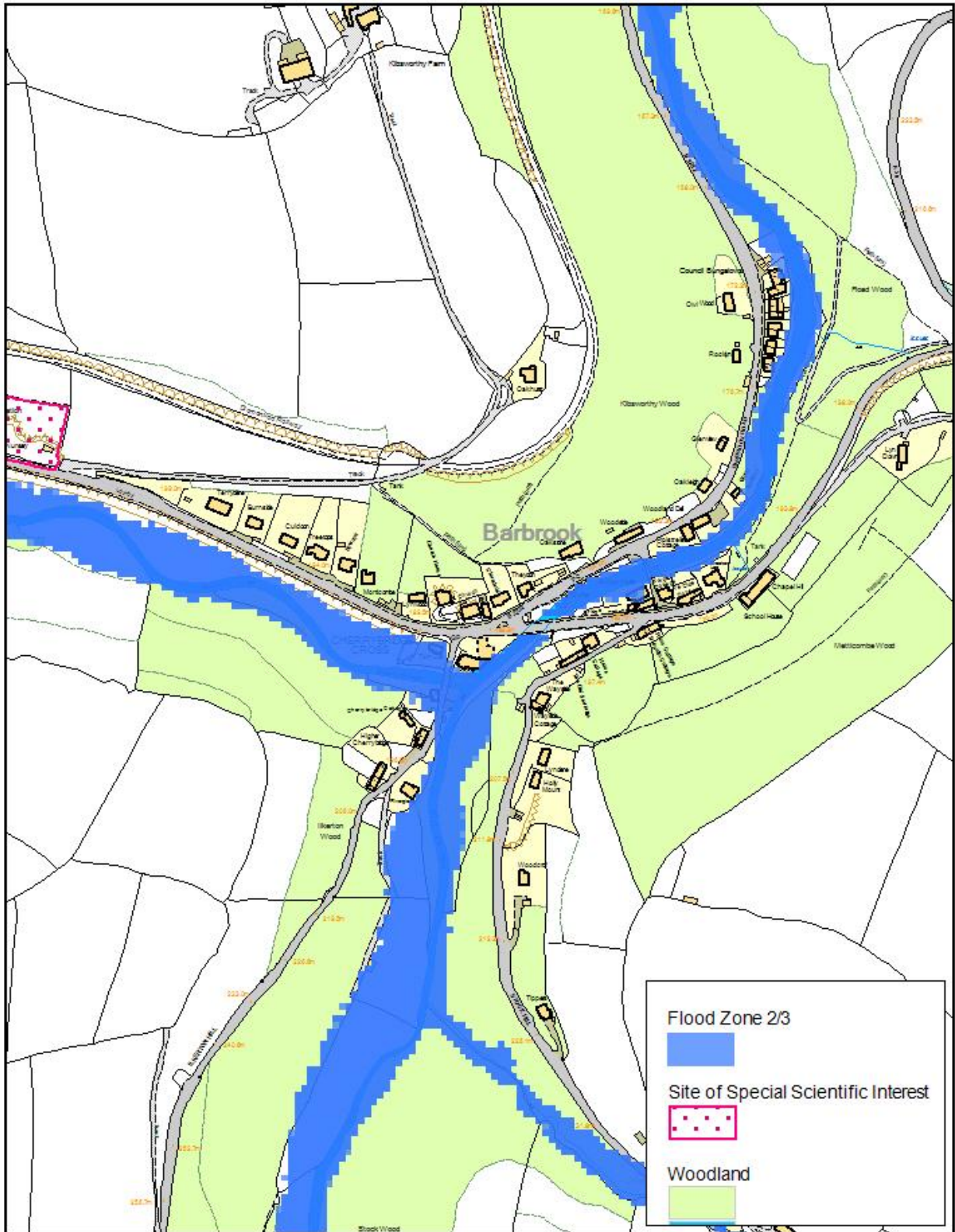
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Extent of mapping
within Exmoor National Park

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Map 3 Barbrook

Historic and Environmental Features



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Scale 1:4000

Extent of mapping
within Exmoor National Park

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3.2.5 The extension of the settlements on to adjoining greenfield sites is not generally supported by the Plan whilst the preferred sites within the settlements remain available. The exceptions to this are:

- i. Supporting the development of new business and storage space adjoining the settlements (Policies E7 & E8) – because sites for these types of development may be harder to find within the settlements and also because some uses of this type may not make good neighbours for residential development
- ii. Supporting the commercial reuse of rural buildings and land in commercial use outside the settlements – to give additional support to the local economy within the parish
- iii. Supporting the provision of accommodation for staff and seasonal workers at business premises outside the settlements – as a better option than off-site accommodation.

ENV 1 – LOCATION OF DEVELOPMENT & ENHANCEMENT OF THE LOCAL ENVIRONMENT

Previously developed sites within the existing extent of the settlements of Lynton, Lynmouth and Barbrook are the preferred locations for development.

The development of greenfield infill sites within the settlements will also be supported subject to the following criteria:

- a) **the proposals would not result in the loss of open space used by and of value to the community; and**
- b) **the proposals would not result in the loss of open space that is important to the character and quality of the local environment.**

The extension of the settlements onto adjoining greenfield sites will not be permitted whilst brownfield and greenfield infill sites within the settlements remain available, unless the proposals are covered by policies E7 and E8 (business and storage space), E9 (rural buildings and land in commercial use outside the settlements) and H4 (staff & seasonal workers).

New development should preserve or enhance the local environment, both through the development's own attributes and how it integrates with its surroundings.

4 Economy

4.1.1 Because of our relative remoteness and the need for self-reliance the strength of our local economy and of our community go hand in hand and have to be addressed together. Supporting the growth of a stronger local economy is a central concern of the Plan.

4.1.2 The key to this is clear broad support for a strong local economy – greater positivity, flexibility, responsiveness and encouraging innovation. We are a unique place where the right sorts of businesses should grow and flourish.

4.1.3 Support for existing local businesses is vital. Their needs should be accommodated wherever possible and they should be encouraged to stay and grow. We also want to attract new enterprises here to boost and diversify the local economy.

4.1.4 Economic development proposals should be seen as unacceptable only if they would have significant harmful impacts on other matters agreed to be locally important such as the needs of the community, the needs of visitors and the local environment.

4.1.5 The core of the local economy is tourism. This needs broad support to make the changes needed to secure its future. Meeting the needs of local trades such as construction and maintenance, gardening and other local services is also critical. Many local businesses are very small and this should be taken into account. We also want to attract all sorts of new enterprises including those in the

knowledge and technology sectors and craft and food businesses.

4.1.6 Some of the existing business premises are seen as poor quality or unsuitable. There is a need for new and replacement premises both within the centres of the settlements and elsewhere such as workshops, storage units, higher quality offices and a business 'hub'.

4.1.7 On this basis the Plan's objectives for the local economy are:

- i. to give broad, positive support for the development and growth of the local economy through flexible and responsive planning and to encourage local economic innovation. Support will not be given to proposals benefiting only the local economy where they would conflict with the needs of the community, visitors, or harm the local environment
- ii. to give specific support to the local visitor economy to allow it to become stronger, to diversify, and to consolidate its resources where necessary
- iii. to meet the needs of the range of local businesses, including for quality workspace and storage
- iv. to encourage new enterprises to move to the area to boost and diversify the local economy and create new jobs.

4.1.8 Policy E 1 is an overarching policy for the whole of the economy chapter of the Plan. The policies dealing with specific issues sit beneath it.

E 1 – LOCAL ECONOMY

Proposals for economic development and premises for business will be supported, subject to the following criteria:

- a) proposals should not have significant harmful impacts on the local community or prevent them meeting their needs;**
- b) proposals should not have significant harmful impacts on visitors and visitor attractions and facilities; and**
- c) proposals should not have significant harmful impacts on the natural and historic environment of the area or the built environment of the settlements.**

alternative uses bring other benefits to the local economy and community.

POLICY E 2 – CHANGE OF USE OF HOTELS & GUEST HOUSES

The change of use of hotels and guest houses (C1) to other uses will be supported subject to the following criteria:

- a) the proposed alternative use would also support local tourism, including self-catering accommodation;**
- b) the proposed alternative use would otherwise support the local economy by providing employment; or**
- c) the proposed alternative use would contribute to the needs of the community – including providing affordable and principal residence housing – either on-site or through contributions to development on other sites, and the proposals are justified by an open book assessment of viability as defined by this Plan.**

Where the hotel/guest house use provides employment in addition to the proprietors then it will be necessary for an independent assessment to demonstrate that the premises are non-viable in their current business use, or for the premises to be marketed for 12 months at reasonable value.

4.2 Tourism

4.2.1 Tourism is the core of the local economy. Strengthening, diversifying and consolidating the tourist sector is strongly supported by the Plan. Policy E 1 provides broad support for tourism.

Change of Use of Hotels & Guest Houses

4.2.2 Hotels and guest houses⁷ can be sources of valuable local employment. It is important to retain flexibility so that some premises can change their use as market conditions change, but might return to hotels or guest houses in future should there be demand. The Plan, therefore, supports change of use from and to hotels and guest houses and also requires that

⁷ Hotels and guesthouses are classified as use class C1 - Town and Country Planning Use Classes Order 1987 (as amended)

High Street Uses

4.2.3 The Plan supports the vibrancy and vitality of the centres of Lynton and Lynmouth, as they are essential for the local economy and also important for the community.

4.2.4 For a premises to change use from a shop (A1) to any other use requires planning consent. Change of use of a restaurant/café (A3) to a shop or bank/estate agent etc. (A2) does not normally require specific planning permission, but change of use to any other use does⁸.

4.2.5 Most shops, restaurants and cafés here serve mainly visitors, though some are also important for local people. The loss of shops, restaurants and cafés to other uses should be resisted due to their contribution to the local economy and community. However, the Plan believes that a flexible and responsive approach where the market decides whether units should be used as shops, restaurants or cafés is best here. The Plan therefore supports changes between these 'high street' uses unless there would be harmful impacts on neighbouring residents as a result of the change.

4.2.6 The loss of pubs and bars (A4) and takeaways (A5) should also be resisted. Their change of use to A1, A2 or A3 uses does not normally require specific planning permission⁸.

POLICY E 3 – LOSS OF HIGH STREET USES

The loss of business premises used for A1, A2, A3, A4 and A5 uses to other uses will not be permitted unless:

- a) it can be demonstrated that the use of the premises for these purposes is no longer viable; or**
- b) the proposed alternative use would provide benefits for the local economy and community equal to or greater than the current use.**

POLICY E 4 – CHANGE OF USE OF SHOPS

The change of use of premises used for A1 purposes to A2, A3, A4 and A5 uses will be supported provided that the change of use would not result in significant harmful impacts on the amenities of neighbouring residents.

Other Tourist Facilities

4.2.7 Tourists also make use of other facilities – commercial and non-commercial – such as information centres, exhibitions and museums. The loss of such facilities to other uses should be resisted due to their contribution to the local economy and visitor experience.

⁸ The Town and Country Planning (Use Classes) Order 1987 (as amended) provides further information relating to use classes A1 (shops/retail), A2 (financial and professional services), A3 (food and drink), A4 (drinking establishments) and A5 (hot food takeaways).

POLICY E 5 – LOSS OF TOURIST FACILITIES

The loss of tourist facilities to other uses will not be permitted unless:

- a) it can be demonstrated that the tourist facility is no longer viable; or**
- b) the proposed alternative use would provide equal or greater benefits for the local economy and community.**

Temporary Uses

4.2.8 The use of buildings and open spaces for temporary purposes in connection with organised events means that we can offer more to our visitors and residents. This is therefore supported by the Plan provided that the temporary use would not be harmful to the wider visitor experience or have harmful impacts on neighbouring residents.

POLICY E 6 – TEMPORARY USES

The temporary use of buildings and open spaces for organised events will be supported provided that the temporary use would not have significant harmful impacts on the wider visitor experience or on the amenities of neighbouring residents.

4.3 The Wider Economy

4.3.1 In addition to the broad support for the wider economy given by policy E 1 the following detailed policies are also necessary.

Business Space

4.3.2 We have a shortage of business space of a good standard.

The Plan supports the provision of additional business space and the replacement or upgrading of existing business space within the settlements, and adjoining them if no suitable site is available within them. The Plan will prevent any net loss of business space.

POLICY E 7 – BUSINESS SPACE

The provision of new business space within and adjoining the settlements will be supported subject to the following criteria:

- a) the proposals would not have significant harmful impacts on the amenities of surrounding residents and other activities; and**
- b) the proposals would not have significant harmful impacts on the surrounding rural landscape and landscape setting of the settlement.**

The loss of business space will not be permitted unless:

- 1) it is to be replaced with business space of an equal or higher quality on the same site or another site within the parish; or**
- 2) the proposed alternative use would overall provide equal or greater benefits to the local economy and community.**

Storage

4.3.3 Adequate storage space is important for local businesses and residents. We have a shortage of storage space for both. The Plan supports the provision of additional storage space within the settlements, and adjoining them if no suitable site is available within them. The Plan will prevent any net loss of storage space.

POLICY E 8 – STORAGE

The provision of new storage space within and adjoining the settlements will be supported subject to the following criteria:

- a) the proposals would not have significant harmful impacts on the amenities of surrounding residents and other activities; and**
- b) the proposals would not have a significant harmful impact on the surrounding rural landscape and landscape setting of the settlement.**

The loss of storage space will not be permitted unless:

- 1) it is to be replaced with storage space of an equal or higher quality on the same site or another site within the parish; or**
- 2) the proposed alternative use would overall provide equal or greater benefits to the local economy and community.**

4.4 Rural Buildings and Land in Commercial Use Outside the Settlements

4.4.1 Opportunities to meet the premises needs of existing businesses and provide opportunities for new businesses also occur outside the settlements. This includes tourism businesses. The reuse of farm and rural buildings, and development of land already in commercial use, can strengthen the local economy, as it is better to make provision in the parish rather than further away, or not at all.

4.4.2 In particular, such sites can offer opportunities for commercial and storage uses which may be more

difficult to accommodate within the settlements due to the lack of suitable premises or sites, and potential impacts on neighbouring residents and other uses.

4.4.3 The reuse of rural buildings or development of land in commercial use in the open countryside needs to be sensitive to its rural location. It should not have significant harmful impacts on the surrounding rural landscape. This may mean that isolated or prominent buildings will not be suitable for conversion. Proposals should not cause traffic problems on rural roads, or conflict with agriculture and other land-based activities.

4.4.4 To be suitable for reuse, rural buildings should not require substantial rebuilding or extension in order to accommodate the proposed new use(s). In addition the proposed reuse should not have a harmful impact on the historic and architectural importance of traditional buildings.

4.4.5 New development will only be allowed on land already in commercial/business use (other than agriculture and other land-based businesses) when it would deliver environmental enhancement of the site and/or result in the overall landscape impact of the site being reduced.

POLICY E 9 - RURAL BUILDINGS AND LAND IN COMMERCIAL USE OUTSIDE THE SETTLEMENTS

The reuse of farm and rural buildings outside the settlements for business purposes will be supported subject to the following criteria:

- a) the proposed reuse would not have significant harmful impacts on the surrounding rural landscape;
- b) the proposed reuse would not have unacceptable impacts on the local road network;
- c) the proposed reuse would not cause unacceptable conflicts with agriculture and other land-based activities;
- d) the proposals would not have significant harmful impacts on the amenities of neighbouring residents and other uses; and
- e) the buildings concerned would not require substantial rebuilding or extension.

New business development on land already in commercial use outside the settlements will be supported subject to the following criteria:

- 1) the scale and nature of the proposals would enhance the overall environment of the site and reduce the overall impact of the site on the surrounding rural landscape;
- 2) the proposal would not have unacceptable impacts on the local road network;
- 3) the proposal would not cause unacceptable conflicts with agriculture and other land-based activities; and
- 4) the proposal would not have significant harmful impacts on the amenities of neighbouring residents and other uses.

4.5 Parking

4.5.1 At certain times of the year the capacity of available parking and its management is a problem in Lynton and Lynmouth for visitors and residents. There are three types of parking – on-street, public car parks and private areas of parking provided for commercial premises or housing. The Plan will maintain our overall parking capacity to allow us to cope with the peak demands for parking. It also supports the provision of additional temporary parking.

4.5.2 However, the Plan anticipates that overall parking capacity might be provided in more efficient and better managed ways and that new development may offer opportunities to do this. Parking concerns need not hold up otherwise beneficial proposals and new development need not reduce parking capacity or the efficiency of its use.

POLICY E 10 – PARKING

Development proposals resulting in a loss of parking capacity of all types, except for areas of informal parking, will not be permitted unless:

- a) for on-street and public car parks, equivalent or better capacity is provided elsewhere in the settlement;
- b) for private car parks, equivalent or better capacity is provided elsewhere or the need for the private parking capacity can be shown to be reduced as a result of the development proposals.

Proposals for new development will be expected to demonstrate how any additional parking requirements generated would be accommodated. New parking should not significantly increase the risk of flooding.

POLICY E 11 – TEMPORARY PARKING

Proposals for the temporary provision of additional parking capacity will be supported subject to the following criteria:

- a) the proposal would not have significant harmful impacts on the wider visitor experience;**
- b) the proposal would not have significant harmful impacts on the amenities of neighbouring residents and other uses;**
- c) the proposal is for a specified temporary period; and**
- d) the proposal would not significantly increase the risk of flooding.**

4.6 Lynton & Barnstaple Railway

4.6.1 The reinstatement and development of the Lynton & Barnstaple Railway is supported by the Plan. The return of the railway could give a tremendous economic boost to Lynton & Lynmouth. It could bring new visitors to us and could also contribute to our parking capacity through the provision of further parking at Blackmoor Gate from which visitors will be able to park-and-ride. The Railway aspires to reinstate all of the route from Blackmoor Gate to Lynton within the lifetime of the Plan.

4.6.2 The location of the new Lynton station and the route of the track to it will partly be determined by what is cost-effective and technically feasible. It is also important that there should be an effective way of getting from the station to the centre of Lynton and then on to Lynmouth. This may be on foot or by other means.

4.6.3 The Lynton station and the track to it, and the link from the station to the centre of Lynton, should not have unacceptable impacts on the wider visitor experience or on residents and other neighbouring uses.

4.6.4 On the approach to Lynton through the parish the railway will pass through the open countryside where other types of development in this Plan would not be supported. The reinstatement and development of the railway should take account of this and not have significant harmful impacts on the local landscape including other environmental features and assets.

POLICY E 12 – LYNTON & BARNSTAPLE RAILWAY

The reinstatement of the Lynton & Barnstaple Railway, including the provision of a new Lynton station and the link from the station to the centre of Lynton will be supported, subject to the following criteria:

- a) the proposals should be demonstrated to be technically feasible;**
- b) the proposals should include an effective means of accessing the centre of Lynton for passengers;**
- c) the proposals would be in keeping with the heritage characteristics of the former railway;**
- d) the proposals would not have significant harmful impacts on the wider visitor experience;**
- e) the proposals would not have significant harmful impacts on the amenities of residents and other neighbouring uses; and**
- f) the proposals would not have significant harmful impacts on the local landscape including other environmental features and assets.**

5 Community

5.1.1 We are a strong, self-reliant community which steps up to take care of its responsibilities and problems. For us to prosper, as well as needing a strong local economy we also have to meet the needs of the community and add to the assets it needs and values.

5.1.2 We want local people to want to stay here because there are high quality homes for them that they can afford, and because their quality of life, including local services, is good. We also want to attract new people to live and work here, to add to our community and strengthen the local economy.

5.1.3 The delivery of affordable housing for local people has been insufficient here in recent years, and has delivered only smaller units and flats. We have not met our affordable housing needs and some people have moved away and others are living in unsatisfactory housing conditions. This is an important way in which opportunities for younger people to live and work in the area can be secured. The Plan will tackle this.

5.1.4 We have also been failing to meet the needs of some local people, principally older people, wishing to 'downsize'. The main consequence of this is that they remain in houses which are too big for them. If they were able to move to more suitable homes their existing homes could be 'freed up' for different households. The Plan will give better support to 'downsizing'.

5.1.5 Provision of more accommodation for staff and seasonal workers in the hospitality sector is a specific issue the Plan will also address.

5.1.6 The community is rightly concerned about the creation of more second

homes. For existing houses, without any occupancy ties, there is little which can be done about this. However, it can be ensured that all new dwellings cannot be used as a second home.

5.1.7 Services are good for a community of this size but many services remain borderline and vulnerable to public sector cuts and market forces.

5.1.8 The 'virtuous circle' linking the community and its housing needs, the local economy and the local environment is important here. Services, both public and private, need people as customers. People need somewhere to live and many households also need to find employment. To protect and enhance local services and facilities we need to strengthen the community and the local economy as a whole. We need the Plan to help retain service premises by not allowing their loss to other uses, but we also need to reinforce their ongoing use.

5.1.9 On this basis the Plan's objectives for the community are:

- i. to meet the housing needs of local people – for affordable housing, to 'downsize', and to bring greater balance and mix to the local housing market by rebuilding the missing rungs of the parish's housing ladder
- ii. to create new opportunities for people to live and work here, to strengthen our community and the local economy
- iii. to meet the particular housing needs for staff and seasonal workers in the hospitality sector
- iv. to ensure that no new housing can be used as second homes now or in future, and to return existing second homes and empty homes to local housing where practical and viable

- v. to protect and enhance the services we rely on and enjoy, and add to the community assets we need and value.

needs of local people, and bring greater balance and mixture to the local housing market.

5.2 Housing

5.2.1 The Plan supports the development of two types of housing:

- i. affordable housing – housing for sale or rent at reduced price, available only to people with a local connection and unable to meet their needs in the open market
- ii. 'principal residence' housing which has to be used as the principal residence of the household living in it, but without price controls or any local connection requirement.

5.2.2 **The greatest priority for housing in the Plan is the provision of affordable housing.**

5.2.3 **Principal residence housing is supported by the Plan only in order to provide cross subsidy for affordable housing or other development directly benefiting the community.**

5.2.4 **The Plan does not support the development of open market housing without any restrictions on occupation that could be used as a second or holiday home.**

5.2.5 Meeting our housing needs and creating new opportunities for people to live and work here through principal residence housing on sites within the existing extent of the settlements is most likely to take the form of relatively small scale developments. Developments may only be viable if they contain a mix of affordable and principal residence housing, but for both types of new housing it is important that there is the right mix of types of housing to meet the housing

5.2.6 It is also important that new housing should be as environmentally sustainable as possible in construction and use, to reduce its environmental impact and costs to occupiers. Where new housing includes open space and/or gardens, opportunities to enhance local biodiversity and green infrastructure should be taken.

Affordable Housing

5.2.7 We need to provide more affordable housing for local people. The community supports this – nearly half of all householders responding to the consultation thought that the lack of affordable local housing was a big problem, and a further quarter a small problem. Respondents know local people in housing need, know people who have moved away unable to meet their housing needs, know that local wages mean that people cannot afford decent housing, know about the pressure staff and seasonal workers cause in the local housing market, and know about the number of second homes. Respondents also think that young people should be able to remain in the community.

5.2.8 People have relayed stories of local people unable to find an affordable home or suitable accommodation, despite having strong local ties. Parents still have grown-up children living at home, despite them having good jobs; others have had to help their children buy homes. It was also pointed out that people may have moved here some time ago and are contributing to the community but do not yet qualify for new affordable housing under the existing planning policies.

5.2.9 Starter homes and family homes with adequate gardens or shared greenspace

are priorities for the community as we need to retain and attract young families.

5.2.10 Businesses also highlighted that they have been unable to employ local people, as employees cannot find affordable housing, and so tend to employ people from further afield.

5.2.11 'Affordable housing' is a technical term, defined nationally. In summary it:

- i. is available only to households whose housing needs are not met by the market (with regard to their income and local house prices) and so is made cheaper to rent or buy than housing in the open market
- ii. can be rented housing either at 'social rent' which is around 50–60% of local open market rents, 'affordable rent' which can be up to 80% of local open market rents⁹, or 'intermediate rents' which may be higher but below open market rents
- iii. can be housing for sale at rates below market levels either on a 'shared equity' basis where households own part of their own house and pay rent on the rest, or sold at a reduced cost compared to the local open market value
- iv. has to remain as affordable housing for future eligible households.

5.2.12 In addition, all affordable housing allowed by the Plan will be subject to a local connection meaning that people with one of a number of local connections to the area are first in line to live in it.

5.2.13 In practice this means that proposals will be expected to deliver the maximum provision of affordable housing which is viable and deliverable¹⁰. What mix of

the types of affordable housing should be delivered should be determined by:

- i. the needs of the community to be met in terms of the sizes and types of dwelling
- ii. the needs of the community to be met in terms of the different levels of affordability which might be provided, and the mix of renting, shared equity, and affordable ownership
- iii. the nature of the site and how this affects what is deliverable.

Affordable homes for downsizing will be part of this.

5.2.14 Grant may be available for the delivery of affordable housing, and can greatly improve viability and so result in more affordable housing being delivered. Where grant may be available it should be pursued where it can be demonstrated that it will deliver the greatest benefit for the community in terms of addressing the affordable housing needs of local people.

5.2.15 Where affordable housing for owner occupation is provided privately it will also be subject to a size restriction of 90m², as a means of limiting the value of the property¹¹. Self-build is one way of providing affordable housing privately, as it can offer considerable savings in the provision of a new home, and so is supported by the Plan.

⁹ But not exceeding the Local Housing Allowance

¹⁰ As explained in the Viability and Deliverability section of the Plan

¹¹ Net internal floorspace

POLICY H1 – AFFORDABLE HOUSING

Proposals for affordable housing will be supported, subject to the following criteria:

- a) the proposals would contribute to meeting the affordable housing needs of the community in terms of types and sizes of dwelling, levels of affordability, and mix of tenures;
- b) the dwellings would be occupied by local persons in housing need in accordance with the definition in policy H2; and
- c) for owner occupied properties, the net internal floorspace would not exceed 90 square metres.

Local Connection

5.2.16 All affordable housing allowed by the Plan will be subject to a local connection meaning that people with a local connection to the area are first in line to live in it. To date the Exmoor National Park Local Plan has defined this as someone who:

- i. *has a minimum period of 10 years permanent and continuous residence in the parish or an adjoining parish*
- ii. *is not now resident in the parish or an adjoining parish but has a local connection with the parish including a period of permanent and continuous residence of 10 years or more within the last 20*
- iii. *has an essential need to live close to another person who has a minimum of 10 years permanent and continuous residence in the parish or an adjoining parish, the essential need arising from proven age or medical reasons*
- iv. *needs to live close to their place of work in the parish or an adjoining parish.*¹²

¹² Summary of Policy H2 Criteria for Occupancy of a Local Need Affordable Dwelling – Exmoor National Park Local Plan 2001 - 2011

5.2.17 If a qualifying person cannot be found then a 'cascade' takes place to find someone who meets the local connection criteria from a wider area. This cascade is slightly different for social rented properties than owner-occupied affordable housing. The cascade for social rented properties goes first to the North Devon part of the National Park, then the whole Park, and then to the whole of North Devon.

5.2.18 This Plan will change the cascade, such that people will be sought first with a 10 year local connection from this parish and adjoining parishes, then a five year local connection from this parish and adjoining parishes, and then a 10 year local connection from parishes wholly or partly within the National Park, adjoining the first set of parishes¹³. This is to better reflect the service and local economy roles of Lynton & Lynmouth for the surrounding area.

¹³ See Map 4 The Adjoining and Additional Adjoining Parishes

POLICY H2 – LOCAL CONNECTION

Affordable houses in the Parish shall only be occupied by persons (and their dependants) whose housing needs are not met by the market and:

- a) who have a minimum period of 10 years permanent and continuous residence in the parish or an adjoining parish; or
- b) who are not now resident in the parish or an adjoining parish but have a local connection with the parish including a period of permanent and continuous residence of 10 years or more within the last 20; or
- c) who have an essential need to live close to another person who has a minimum of 10 years permanent and continuous residence in the parish or an adjoining parish, the essential need arising from proven age or medical reasons; or
- d) who need to live close to their place of work in the parish or an adjoining parish.

Where such a person cannot be found, an affordable house may then be occupied by persons (and their dependants) whose housing needs are not met by the market and:

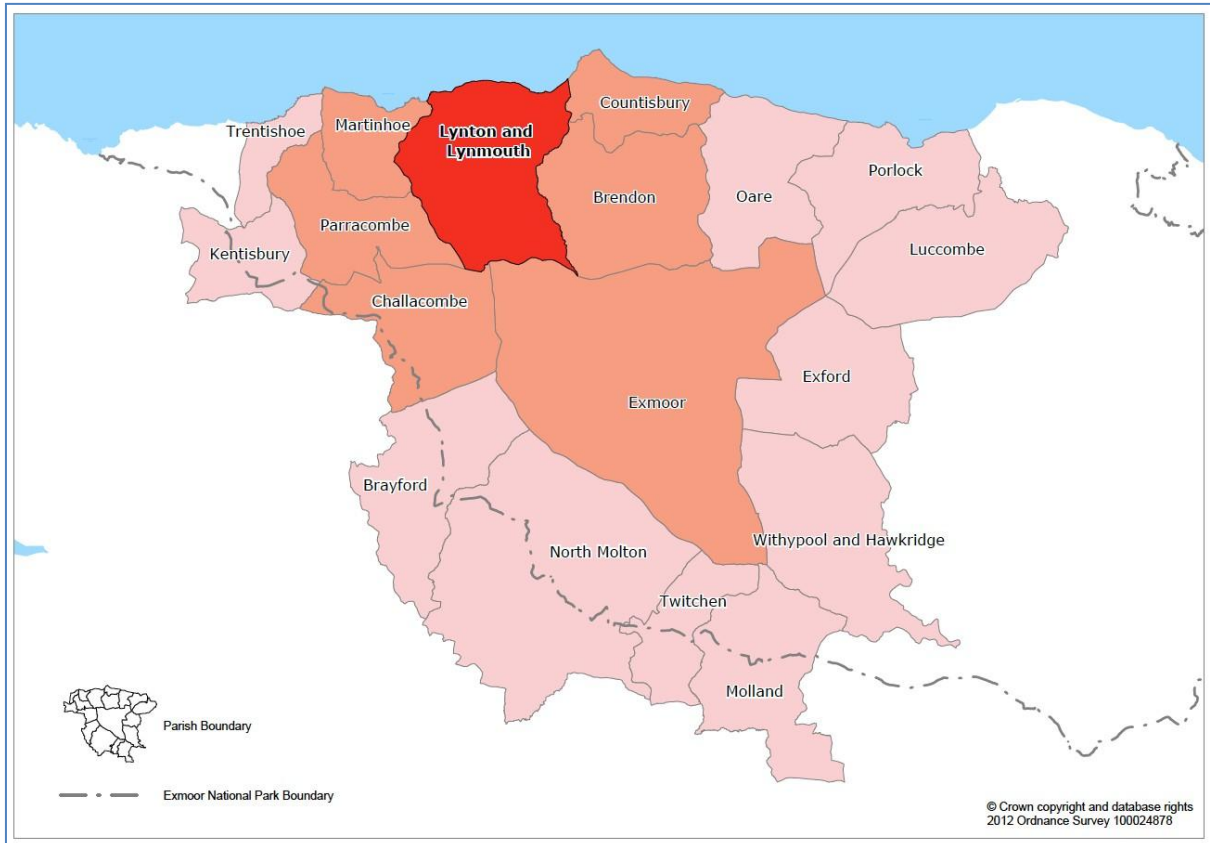
- 1) who have a minimum period of five years permanent and continuous residence in the parish or an adjoining parish; or
- 2) who are not now resident in the parish or an adjoining parish but have a local connection with the parish including a period of permanent and continuous residence of five years or more within the last 10; or
- 3) who have an essential need to live close to another person who has a minimum of five years permanent and continuous residence in the parish or an adjoining parish, the essential need arising from proven age or medical reasons.

Where such a person cannot be found, affordable homes may then be occupied by persons (and their dependants) whose housing needs are not met by the market and:

- A. who have a minimum period of 10 years permanent and continuous residence in the additional adjoining parishes listed below; or
- B. who are not now resident in the parish or an adjoining parish but have a local connection with the additional adjoining parishes listed below including a period of permanent and continuous residence of 10 years or more within the last 20; or
- C. who have an essential need to live close to another person who has a minimum of 10 years permanent and continuous residence in the additional adjoining parishes listed below, the essential need arising from proven age or medical reasons; or
- D. who need to live close to their place of work in the additional adjoining parishes listed below.

The additional adjoining parishes are:
Oare, Porlock, Exford, Withypool & Hawkridge, Luccombe, Molland, Twitchen, North Molton, Brayford, Kentisbury, and Trentishoe.

Map 4: The Adjoining and Additional Adjoining Parishes



Lynton & Lynmouth Neighbourhood area
 Adjoining parishes
 Additional adjoining parishes

Other Types of Housing

5.2.19 In order to meet the housing needs of local people, bring greater balance and mixture to the local housing market and create new opportunities for people to live and work here, to strengthen our community and the local economy, the Plan also supports the provision of 'principal residence housing'. This is new housing which has to be used as the principal residence of the household living in it, but does not have the price controls that affordable housing does, or any local connection requirement.

5.2.20 As for affordable housing it is important that the right mix of types of principal residence housing should be delivered based on meeting the housing

needs of local people, bringing greater balance and mix to the local housing market and creating new opportunities for people to live and work here. The nature of the site and how this affects what development is viable and deliverable may also influence what mix of housing would be supported. Principal residence homes for downsizing will be part of this, as will live/work units to meet the needs of small businesses.

5.2.21 The occupancy of any dwellings permitted as principal residence housing will be controlled by a planning condition to prevent these homes being occupied as second homes or holiday homes.

POLICY H3 – PRINCIPAL RESIDENCE HOUSING

Proposals for principal residence housing will be supported, subject to the following criteria:

- a) the proposals are necessary to provide cross subsidy for affordable housing or other development directly benefiting the community, on the same site or another site within the parish;**
- b) the proposals would either meet the housing needs of local people or bring greater balance and mixture to the local housing market by creating new opportunities for people to live and work here; and**
- c) the proposals are justified by an open book assessment of viability as defined in the relevant guidance published by the Exmoor National Park Authority.**

Open market housing without a restriction to ensure its occupation as a principal residence will not be permitted.

Staff and Seasonal Workers

5.2.22 The need to accommodate staff and seasonal workers, particularly arising from the tourism industry, can create pressure in the local housing market. Lack of such accommodation can mean that not enough workers are available to support the local economy in general and the tourism industry in particular.

5.2.23 Proposals for staff accommodation will be supported by the Plan where the need for them can be demonstrated. Outside the settlements additional staff accommodation needs to

be sensitive to its rural location in terms of scale and design. It should not have significant harmful impacts on the surrounding rural landscape, and be provided through an extension to the existing premises or conversion of an existing building unless this is not feasible. Should the need for the staff accommodation cease the accommodation should be offered for sale or rent as affordable housing instead.

POLICY H4 – STAFF AND SEASONAL WORKERS

Proposals for accommodation for tourism staff and seasonal workers will be supported, subject to the following criteria:

- a) the need for such accommodation can be demonstrated, in terms of the business needs and the lack of existing suitable accommodation;**
- b) the accommodation would be provided on the site of the business concerned - if this would not be feasible then the accommodation should be provided within or adjoining the settlements; and**
- c) the accommodation would be tied to the tourism business concerned for the purposes of staff accommodation.**

The restrictions above will normally be achieved by Section 106 agreements and/or planning conditions. The restrictions would not be removed unless alternative arrangements are made for the property to become affordable housing in accordance with policies H1 and H2.

5.3 Services and Community Assets

5.3.1 We are a strong, self-reliant community, which steps up to take care of its responsibilities and problems. Service provision is good for a parish this size, including a health centre, primary school, fire and police station, a library, a good range of shops and private services used by local people, a petrol station, thriving societies and churches, and the Town Hall and other assets owned by and available to the community including space for formal and informal recreation.

5.3.2 We need to protect all of this if we are to remain a strong community and continue to be able to meet our needs and prosper, often by finding community-led solutions through our own resources and efforts.

5.3.3 The need to strengthen the 'virtuous circle' linking the community, local economy, and the local environment through new development is an underlying theme of the Plan. In particular we need to create the right conditions to retain and attract younger people and families.

Services and Facilities

5.3.4 We need to protect the services and facilities we already have, and add to them where possible.

POLICY S1 - LOSS OF SERVICES AND FACILITIES

The loss of services and facilities of use to the community will not be permitted unless they are to be replaced with services and facilities of an equal or higher quality and value to the community on the same site or another site within the parish.

Where the existing services and facilities can be shown to be no longer needed or viable, any proposed alternative use should provide equal or greater benefits to the local economy and community, including through contributions to development on other sites.

POLICY S2 – IMPROVING EXISTING SERVICES AND FACILITIES AND THE PROVISION OF NEW SERVICES AND FACILITIES

Proposals for the improvement of existing services and facilities and the provision of new services and facilities of use to the community will be supported, provided that the proposals would not have significant harmful impacts on the amenities of residents or on other neighbouring uses.