

**Preferred Approaches**  
**for the**  
**Peak District National Park Core Strategy**

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**Peak District National Park Authority**  
**October 2009**

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## **PART 1**

# **A Spatial Strategy for the Peak District National Park**

## 1. Introduction & context

### **Local Development Frameworks and Spatial Planning**

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of development plans in England and new procedures for their preparation. The old system, comprising regional planning guidance, structure plans and local plans has been replaced. The new system comprises regional spatial strategies (RSSs), produced by regional planning bodies, and local development frameworks (LDFs) produced by local planning authorities. In the interim, the LDF will be supported by saved policies in the Local Plan<sup>1</sup>.
- 1.2 LDFs comprise a series of documents, some of which are administrative, such as the Local Development Scheme (LDS) and Statement of Community Involvement, and some of which are Development Plan Documents (DPDs). Together with the East Midlands Regional Spatial Strategy (known as the East Midlands Regional Plan), these will form the statutory development plan for the Peak District National Park.
- 1.3 These new style plans have a wider remit than old style land-use plans, and are now concerned with the concept of spatial planning. Spatial plans consider the relationships between land-use matters and other plans and programmes. Spatial planning can refer to other powers and mechanism available, in addition to development management, to help achieve the agreed aims and objectives for an area. They are also locally distinctive in that they react and plan for the specific issues and circumstances arising in the locality. To achieve spatial planning in the National Park, the LDF works alongside the National Park Management Plan (NPMP) and the Sustainable Community Strategies (see paragraph 1.18). We intend to produce the following DPDs:
- Core Strategy
  - Development Management Policies
  - Proposals map
- 1.4 We also intend to review and develop a series of Supplementary Planning Documents (SPD). The Peak District Design Guide SPD was adopted in 2007, and will be supplemented by a series of more technical design notes. A programme for reviewing supplementary guidance for locally needed affordable housing, renewable energy and sustainable construction, and farm buildings will be agreed in a revised LDS.

### **What is the Core Strategy and what will it seek to achieve?**

- 1.5 This Core Strategy provides the broad spatial aims and objectives for the area of the Peak District National Park. It identifies the main issues and needs of the area, and shows how spatial policies can help to address them. A spatial plan should consider how these issues combine to define this special place and develop the most appropriate strategy in all circumstances. In the Peak District these circumstances are defined by legal purposes which underpin the designation of the area as a national park. The Peak District Core Strategy is the spatial expression of our National Park Management Plan 2006 -2011 (NPMP)<sup>2</sup> which establishes the vision for the area - explaining how it intends to support the conservation and enhancement of the Peak District, and how it will promote the enjoyment and understanding of the National Park's valued characteristics. Within this context the Core Strategy will also show how spatial policies can play a key part in responding to the needs of local communities and supporting the rural economy of the area. To realise these aims, the plan also includes core policies to assist the sensitive management of development in this much valued National Park.

<sup>1</sup> PDNPA. (2001). Peak District National Park Local Plan. PDNPA

<sup>2</sup> PDNPA (2007) Peak District National Park Management Plan. PDNPA

- 1.6 Recent changes to PPS12 restated the concept of 'soundness' in plan making. To be 'sound' a Core Strategy must be '*justified*' (founded on a robust and credible evidence base), '*effective*' (deliverable, flexible and monitorable), and '*consistent with national policy*'.

### **Status, coverage and timeframe of the Core Strategy**

- 1.7 The Core Strategy is the most important document in the Peak District National Park LDF. It sets out the overarching strategy and framework for land-use and development across the area, and shows how these relate to other important matters such as land management, community and economic development, transport provision, communications and carbon management. Importantly, Core Strategies as spatial plans should show how all these elements combine to describe the essential characteristics and pressures defining a place and its needs. This plan covers a range of themes:
- General Spatial Policies – cross cutting policies covering
    - National Park Purposes
    - Major Development
    - Sustainable Development Principles for the National Park
    - Overall Development Strategy for Landscapes and Settlements
    - Sustainable Design and Construction
    - Planning Benefit
  - Landscapes and Conservation
  - Visiting and Enjoying the National Park
  - Climate Change and Natural Resources
  - Homes and Communities
  - Economy
  - Traffic, Travel and Accessibility
  - Minerals
- 1.8 The plan shows how each of these themes interrelates to the others across the landscapes of the National Park to present distinctive issues and objectives for the different areas. The policies that flow from this approach then demonstrate how the plan aims to respond to the issues of the area and deliver the vision by 2026.
- 1.9 In some places detailed criteria have emerged in support of Core approaches to highlight where there is a need for the avoidance and reduction of adverse impact and harm to the National Park. Where this is the case they are presented as "**Indicative Development Management Criteria**". In drafting the submission version we will consider where there is value in retaining any criteria to clarify the strategic principles. Similarly where criteria are too detailed for the Core Strategy they may be held in reserve for the subsequent Development Management Policy Document. In several cases elements of saved Local Plan policy will continue to be applied until detailed criteria can be reviewed and adopted in the subsequent Development Management DPD

### **Legislative context of the Core Strategy**

#### **National Park designation and purposes**

- 1.10 The Peak District National Park was designated in 1951. The purposes of National Parks were set out in the National Parks and Access to the Countryside Act 1949 and updated in the Environment Act 1995<sup>3</sup>, for:
- "conserving and enhancing the natural beauty, wildlife and cultural heritage of the area..."; and
  - "promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public".

<sup>3</sup> Environment Act, (1995) Environment Act. Sections 61-62. HMSO

- 1.11 In pursuing these purposes we 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".

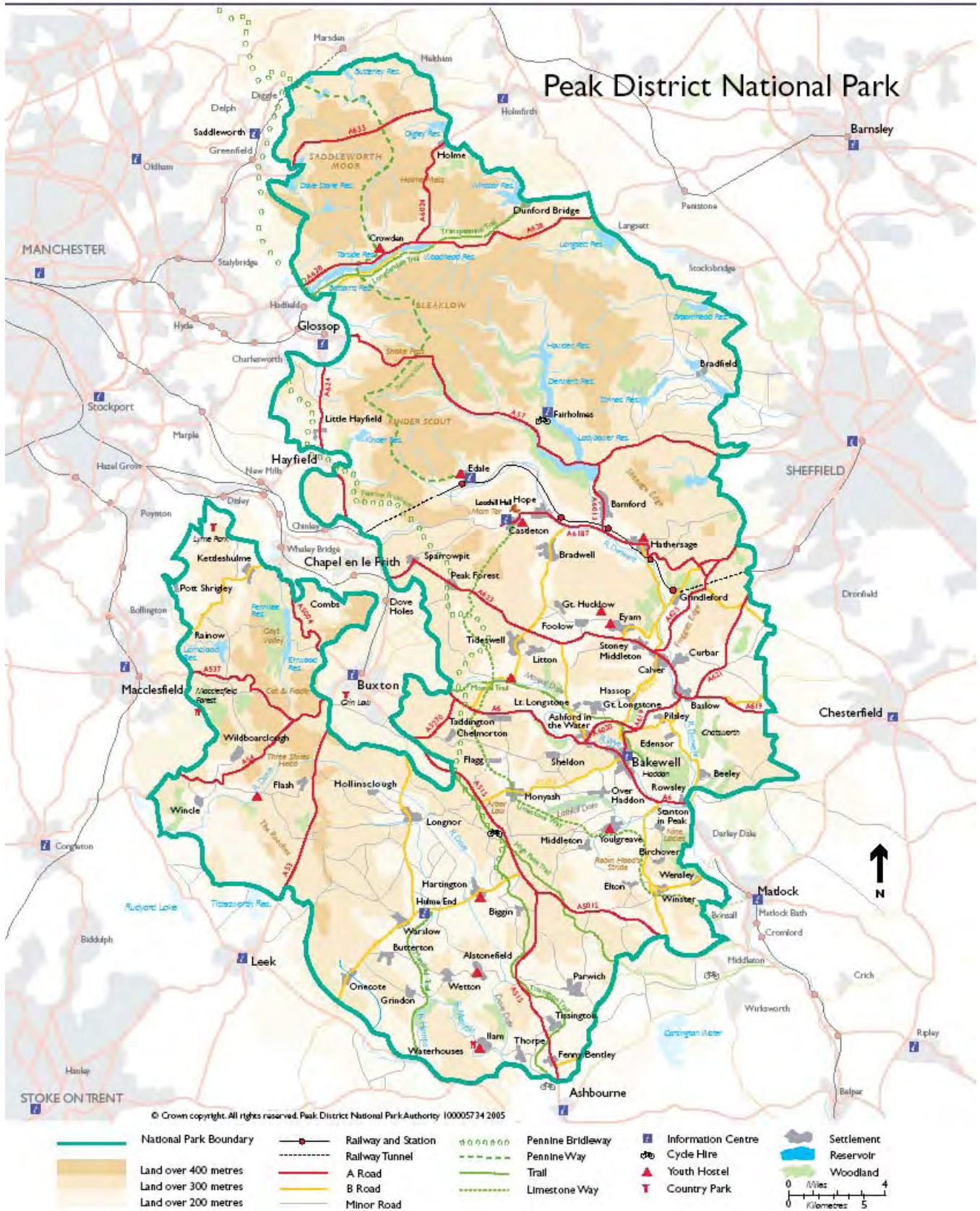
Partner role and section 62

- 1.12 The planning context for the National Park is complex. Management and spatial planning functions lie with the National Park Authority while other responsibilities (such as housing and social services) lie with constituent authorities. Partnership working is long-standing and enables effective approaches to statutory planning and monitoring requirements, such as through joint evidence gathering with Derbyshire Dales District Council and High Peak Borough Council.
- 1.13 The Environment Act 1995 also emphasises that all relevant authorities:  
"...exercising or performing any functions in relation to, or so as to affect, land in a National Park..." should "...have regard to..." the National Park purposes and "...if it appears that there is a conflict between those purposes, shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area comprised in the National Park" (section 62).

Geographical context of the Core Strategy

- 1.14 Located at the southern tip of the Pennines, the Peak District National Park extends over 1438 sq km. Much of the National Park is covered by special designated categories, providing additional protection for wildlife, heritage and geological features. The map below clearly shows the close relationship to the major conurbations of Sheffield and Manchester, and with many other important service centres outside the National Park. It also highlights the many towns and villages inside the boundary, cross-park transport routes, and recreational facilities which collectively display the opportunities and tensions which contribute to defining this nationally important area as a living landscape.
- 1.15 The National Park is a very special place. People come to find solitude in a landscape of stark contrasts, from dramatic, craggy uplands to meandering river valleys. The environment supports rare and varied wildlife. Alongside the nature there is a wealth of heritage and culture with attractive traditional villages, historic houses and important archaeological sites. 38,000 people are proud to call the Peak District home – they live here, work here, make their mark on the landscape with their farms and buildings, and many help care for the countryside. This is an area of international importance, and we work with residents and scores of organisations to conserve its natural beauty and heritage.
- 1.16 The Peak District is one of most visited National Parks in the world, which says a great deal, not only about the wealth of things to see and do, but also about its accessibility. The National Park is at the heart of the country, and with many major cities on its boundaries; a visit involves less than an hour's travel for a third of the population of England.

1.17 Map showing the geographical context of the Peak District National Park





**Local administrative and political context, and the spatial implications of Sustainable Community Strategies**

- 1.18 Well evidenced, 'spatial' policies ensure that plans are locally responsive and distinctive. Documents within the Local Development Framework (LDF) should reflect those elements of Sustainable Community Strategies (SCS) that relate to the use and development of land and are compatible with the purposes of National Parks and the East Midlands Regional Plan<sup>4</sup>. Constituent local authorities produce SCS for their areas, and these are at various stages of development. The Government Office for the East Midlands (GOEM) has confirmed that the NPMP can be regarded as a proxy SCS for the National Park, for the purposes of meeting the requirements of Planning Policy Statement (PPS) 12<sup>5</sup>, and subject to testing through the LDF process.
- 1.19 The map at paragraph 1.25 illustrates the various constituent and regional authorities that overlap the National Park area.
- 1.20 SCSs indicate that the fringe areas shared with Oldham, East Cheshire, Kirklees, Sheffield, Barnsley, North East Derbyshire and Manchester are valued for the contrast they provide with neighbouring urban areas. There is pride in the role these areas played in enabling mass access to wilder remote landscapes, whilst the high quality of the built environment is valued by those who live in the moorland fringe villages. Access and recreational opportunities are vital for large urban authorities challenged with improving their residents' health and well being and improving community cohesion.
- 1.21 Those authorities and communities that share larger areas of the National Park (High Peak, Derbyshire Dales and Staffordshire Moorlands) also recognise the environmental quality and recreational value of the National Park, but place more emphasis on the merits of having a strong rural economy, better balanced communities, better access to affordable decent homes; improved accessibility to jobs and services; safer communities; a more positive attitude to natural resource management; and a greater ability to reduce carbon footprints and generate more energy from renewable sources.
- 1.22 We respect all these aspirations and will seek to address them in conserving and enhancing the National Park. This is illustrated in appendix 16.

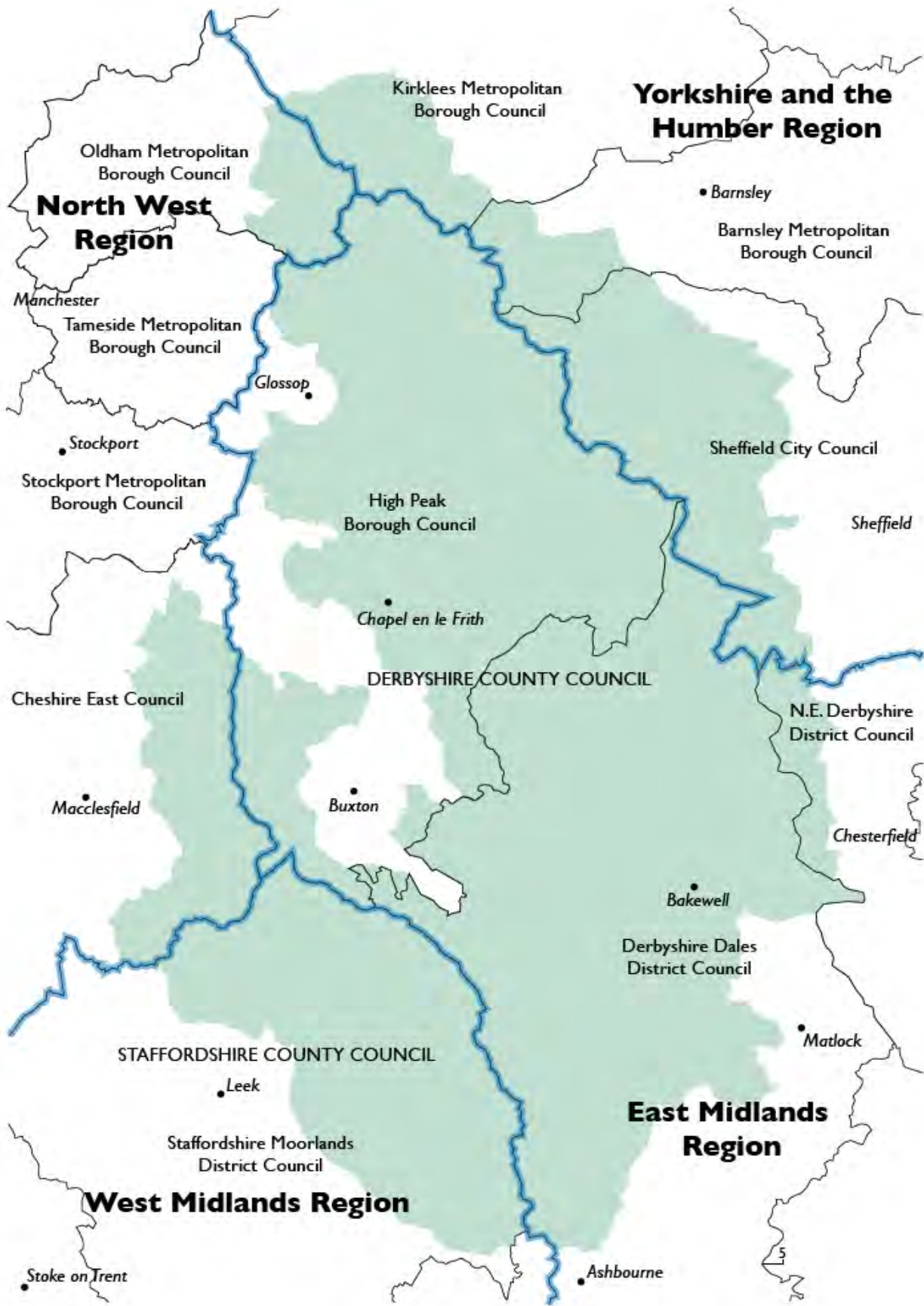
**The East Midlands Regional Plan and the Peak Sub-area**

- 1.23 The National Park extends over parts of 4 regions: East Midlands, West Midlands, North West, and Yorkshire and Humber. However, for spatial planning purposes the entire National Park is included in the East Midlands Regional Plan area, which forms a key part of the Development Plan for the area. The National Park is included within the Peak Sub-area, which also covers the remaining areas of Derbyshire Dales and High Peak outside the National Park. The Peak Sub-area of the Regional Plan is also a Housing Market Area for the purposes of regional planning, used to determine housing provision at a district level (see Homes and Communities chapter).
- 1.24 Derbyshire Dales District Council and High Peak Borough Council are in the process of developing a joint Core Strategy for the remainder of the Peak Sub-area. This responds to the joint working already in place via the Derbyshire Dales and High Peak Local Strategic Partnership and their recently published joint Sustainable Community Strategy for 2009 to 2014.

<sup>4</sup> GOEM. (2009). East Midlands Regional Plan. TSO

<sup>5</sup> DCLG. (2008). Planning Policy Statement (PPS) 12: Local Spatial Planning. TSO. Para 4.52

1.25 Map showing Local and Administrative Context



## The National Park Management Plan

- 1.26 Section 66 of the Environment Act (1995) requires us to prepare a National Park Management Plan (NPMP). The current NPMP 2006-2011<sup>6</sup> is the overarching strategy document for the management of the area and is coordinated and integrated with other plans, strategies and actions in the National Park. It provides a strategic context for the LDF and indicates how the purposes and duty will be delivered through sustainable development.
- 1.27 Although the majority of the outcomes and actions set out in the NPMP are not specifically related to the control of development, the LDF is the spatial expression of this higher level strategy. It describes the relationship between land use planning and delivery via our strategies, programmes and action plans and those of our partners. This wider relationship is described most clearly in the delivery plan (see Appendix 15), which shows where the role of other partners can contribute to meeting our spatial aims.
- 1.28 Importantly, since the Core Strategy follows a process set out by regulation and includes public examination to scrutinise its soundness, it has more legal weight than the National Park Management Plan or Sustainable Community Strategies. In the event of any conflict between these plans in determining planning applications, the Core Strategy prevails.

## National Park Management Plan Vision and Outcomes

- 1.29 The NPMP has provided the strategic context for the LDF through its vision and outcomes.

### The Vision

- 1.30 The Peak District National Park is a special place whose future depends on all of us working together for its environment, people and the economy. Our vision is for:
- ***A conserved and enhanced Peak District where the natural beauty and quality of its landscapes, its biodiversity, tranquillity, cultural heritage and the settlements within it continue to be valued for their diversity and richness.***
  - ***A welcoming Peak District where people from all parts of our diverse society have the opportunity to visit, appreciate, understand and enjoy the National Park's special qualities.***
  - ***A living, modern and innovative Peak District that contributes positively to vibrant communities for both residents and people in neighbouring urban areas, and demonstrates a high quality of life whilst conserving and enhancing the special qualities of the National Park.***
  - ***A viable and thriving Peak District economy that capitalises on its special qualities and promotes a strong sense of identity.***

### The Outcomes

- 1.31 The aim is for the NPMP Vision to be delivered by the achievement of 10 strategic outcomes, delivered by implementing strategies and action plans (including the policies of the LDF). The Outcomes cover:
- Biodiversity
  - Cultural Heritage
  - Natural Beauty
  - Climate Change and Natural Resources
  - Mineral Extraction
  - Traffic, Travel and Accessibility
  - Recreation and Tourism
  - Understanding the National Park
  - People and Communities
  - Economy

<sup>6</sup> See reference 2 above.

**How the Core Strategy was prepared**

- 1.32 The LDF must be undertaken in accordance with the Regulations<sup>7</sup> which set out the various stages that must be followed. The early stages of preparation are centred on 'front loading' the process, with evidence gathering and early consultation on key issues and options for policy. Authorities must then test these options and develop a preferred strategy, continuing to consult and involve key organisations throughout the development of the policies.
- 1.33 A range of consultations have taken place since 2005, in accordance with the Statement of Community Involvement<sup>8</sup> which have helped to inform the development of the LDF:
- **Help Shape the Future 2005<sup>9</sup>**. Early work on development of the Core Strategy was combined with consultation on issues and options for the NPMP.
  - **Consultation on draft National Park Management Plan 2006**. We prioritised the completion of this document, which is the overarching strategy document for the National Park. It gives a clear direction for future plans, strategies and actions to follow, including the LDF.
  - **Issues and Options for the Core Strategy 2007**. This was the first development of defined options for the spatial plan. A series of community workshops was run alongside the public consultation on issues and options.
  - **Refined Options for the Core Strategy 2009**. This was a further opportunity to refine the options for the spatial plan, based on joint evidence gathering undertaken with the District Councils in the Peak Sub-area. A full day workshop for stakeholders was run in September 2008, and community workshops took place during October 2008 in Kettleshulme, Hathersage, Hayfield, Warslow, Bakewell, Bradfield and Holme.
  - **Preferred Approaches for the Core Strategy 2009**. This stage shows how preferred approaches for policy have now been selected, and gives communities and key agencies the opportunity to influence the plan prior to the Submission phase.

**Sustainability Appraisal and Strategic Environmental Assessment**

- 1.34 The Planning and Compulsory Purchase Act 2004<sup>10</sup> requires Sustainability Appraisal (SA) to be undertaken, to ensure that Local Development Documents conform to the principles of sustainable development. Within the SA process, authorities are also required to consider the environmental impacts of plans and programmes in accordance with European Directive on Strategic Environmental Assessment (SEA)<sup>11</sup>. SA seeks to ensure that the five principles and four agreed priorities for sustainable development as set out in '*Securing the Future*':

***Principles:***

- living within environmental limits
- ensuring a strong, healthy and just society
- achieving a sustainable economy
- promoting good governance
- using sound science responsibly

***Agreed priorities:***

- sustainable consumption and production
- climate change and energy
- natural resource protection and environmental enhancement
- sustainable communities

- 1.35 The SA's role is to assess the extent to which emerging Core Strategy policies will help to achieve environmental, social and economic objectives, and to consider ways in which the plan can contribute to improvements in conditions. It can also identify and address any adverse effects that draft policies might have, to inform revisions to the plan.

<sup>7</sup> Town and Country Planning (Local Development)(England) Regulations 2004 (SI 2004/2204)

<sup>8</sup> PDNPA (2006). Statement of Community Involvement. PDNPA

<sup>9</sup> PDNPA. (2005) Help Shape The Future. PDNPA

<sup>10</sup> The Planning and Compulsory Purchase Act (2004). Section 19, HMSO

<sup>11</sup> European Directive 2001/42/EC on Strategic Environmental Assessment.

- 1.36 In the National Park it is essential to make sure that all policy development (including the use of tools such as SA/SEA appraisal) focuses on and prioritises the purposes of National Parks and the duties of National Park Authorities set out in the Environment Act 1995, since they guide strategic policy in the NPMP and the LDF. This approach has been supported consistently by national planning policy and by Inspectors presiding over development plan policy.
- 1.37 To help ensure that LDF policies are environmentally, economically and socially sustainable, the following sustainability objectives were developed from themes suggested in the SEA directive:
1. To protect, maintain and enhance the landscape and townscape of the National Park
  2. To protect, enhance and improve biodiversity, flora and fauna and geological interests
  3. To preserve, protect and enhance the National Park's historic and cultural environment
  4. To protect and improve air, water and soil quality and minimise noise and light pollution
  5. To minimise the consumption of natural resources
  6. To develop a managed response to climate change
  7. To achieve and promote sustainable land use and built development
  8. To increase understanding of the special qualities of the National Park by target groups, young people (14-20 years); people from disadvantaged areas, with disabilities and from ethnic minority backgrounds
  9. To promote access for all
  10. To promote good governance
  11. To help meet local need for housing
  12. To encourage better access to a range of local centres, services and amenities
  13. To promote a healthy National Park wide economy
  14. To reduce road traffic (especially private cars and freight), traffic congestion and improve safety, health and air quality by reducing the need to travel, especially by car
- 1.38 Many points made during the SA process have related to style and clarity in the way options and emerging policies are presented in order to remove uncertainties over the kind of impact that an emerging policy might result in. We have sought to deal with these where possible in the preferred approaches now shown but there is still a need for more work. Some negative matters identified for particular policy areas have been dealt with by other areas of the plan, e.g. the sustainability of design of housing or employment sites can be addressed via the Preferred Approach CC1 on Sustainable Design and Construction.
- 1.39 The conclusion of the supporting report on the SA and SEA suggests that the Preferred Approaches to the Core Strategy are likely to have a positive effect on the SA Objectives and the SEA Directive topics. There are relatively few significant adverse effects expected as a result of the Preferred Approaches, and these adverse effects are likely to be relatively small scale, localised and the result of policies that deliver significant benefits to other SA Objectives. Nevertheless, these impacts will be looked at further when drafting the Submission version of this plan.

### **Appropriate Assessment**

- 1.40 Emerging policies are also tested to consider the potential impact they may have on Natura 2000 sites. Natura 2000 is a Europe-wide network of sites of international importance for nature conservation established under the European Council Directive 'on the conservation of natural habitats and of wild fauna and flora' (92/43/EEC; 'Habitats Directive'). The network comprises Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). SPAs are classified for the protection of wild birds and their habitats; SACs are particular habitats and/or species identified as being of European importance. Policies must first undergo a screening stage under the European Union Habitat Regulations<sup>12</sup> to assess where there is a need for full Appropriate Assessment of the policies.

<sup>12</sup> The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007. HMSO Statutory Instrument 2007 No. 1843.

- 1.41 The draft Appropriate Assessment of the preferred approaches concludes that uncertain effects remain for six of the nine Natura 2000 Sites, in relation to air quality and potential disturbance due to human activity. Further discussions will help to clarify the avoidance and mitigation measures that are practical and achievable in each case, which will help to refine the content of the Core Strategy at the next stage.

### **Evidence**

- 1.42 DPDs are tested on whether they are justified and if they will be effective. It is essential that the Core Strategy is based on a robust and credible evidence base, to ensure that policies are responsive to the needs and circumstances of the area. A wide range of information sources have been used to inform and develop policy concepts, including:
- Legislation, national policy and guidance
  - NPMP and its associated strategies, such as Biodiversity Action Plan, Landscape Character Assessment and Strategy, and Climate Change Action Plan
  - Community Strategies for constituent local authorities, and strategies of other key agencies
  - Key stakeholder forums, community and Parish council meetings
  - Responses to public consultation
  - State of the National Park data and recorded tensions on policy highlighted in the Annual Monitoring report
- 1.43 In addition to this, a series of studies have also informed policy. These have been jointly commissioned by Derbyshire Dales District Council, High Peak Borough Council and the National Park Authority, to cover the whole Peak Sub Area:
- Housing Market Assessment
  - Strategic Housing Needs Survey
  - Strategic Housing Land Availability Assessment
  - Employment Land Review
  - Strategic Flood Risk Assessment
  - Open Spaces, Sport and Recreation Study
  - Retail and Town Centre Study
  - Renewables and Low Carbon Technology Potential study
  - Gypsy and Traveller Accommodation Assessment
- 1.44 Other studies have focused more specifically upon the National Park, including visitor surveys, population, household and labour force projections, Bakewell traffic surveys, and the camping and caravanning survey.

### **Implementation and monitoring**

- 1.45 The second key test of DPDs is whether the plan will be effective: does the plan deliver on its stated vision and objectives? In most parts of the country, Core Strategies set out a framework to show how an agreed scale of development can be delivered in the right places for the people and businesses that need it. In a National Park the spatial objectives must be related to delivering statutory purposes, and the approach to delivery is different. The overall amount of development is consequently very low, with the focus on addressing the needs of the National Park's communities.
- 1.46 The key drivers for the LDF are the strategic outcomes of the NPMP<sup>13</sup>, and the strategies and action plans that help to deliver it. These demonstrate clearly the fact that we must work closely with a range of partners to help achieve our spatial aims and objectives.
- 1.47 Throughout the Core Strategy there are references to key delivery issues, outlining where key partners have an important role to play in delivering the strategy. A summary of these issues is

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<sup>13</sup> PDNPA (2006) Peak District National Park Management Plan Pages 3 to 13. PDNPA.

included in the Appendix 15. It clarifies how the plan will be delivered and the impact that policies will have on the different areas of the National Park.

- 1.48 The key function as a planning authority is to set the spatial planning framework and determine applications for development in accordance with that plan and our statutory purposes. From this base we will monitor the way we are working towards our objectives, by setting targets and indicators which will tell us whether we are on track and where future review may be needed.

### **What does the Core Strategy replace?**

- 1.49 The Core Strategy will replace the strategic policies in the Structure Plan<sup>14</sup> and some key spatial policies (such as the designated settlements policy) from the Local Plan<sup>15</sup>. With a small number of exceptions, the Secretary of State agreed to 'save' the majority of both Structure Plan and Local Plan policies. Subsequently the entire Structure Plan has now been replaced by the East Midlands Regional Plan. PPS12 clarifies that policies in the Local Plan will continue to be saved for 3 years following the adoption of the Core Strategy.
- 1.50 We intend to bring forward further, criteria-based development management policies following the adoption of this Core Strategy. This will give us the opportunity to fully replace the former development plan with the new style of documents in the Peak District National Park Local Development Framework.
- 1.51 To ensure continuity, it is important that this new Core Strategy reflects upon the key principles that were established in the Structure Plan, and shows how new agendas and spatial concepts have led to important changes included in this document.

### **Key influences and drivers of spatial planning in the National Park**

#### **Status of National Parks**

- 1.52 Government advice has consistently confirmed the role of National Park Authorities in taking responsibility for all aspects of statutory planning, so National Park purposes are embedded into spatial planning and can be used to ensure a rigorous approach to development management.
- 1.53 Circular 12/96<sup>16</sup> sets out national policy on National Parks arising from the Environment Act. It states that "*The Government regards National Park designation as conferring the highest status of protection as far as landscape and scenic beauty are concerned*". Furthermore Circular 12/96 confirms that while it replaces the earlier Circular 4/76, an Annex to that document provides an important contribution to the development of policy. The Annex explains that:  
*"In the face of growing pressures stricter development control policies need to be applied in the National Parks. Such policies are already more stringent in the National Parks than in the countryside generally but a further opportunity for strengthening them, where this is thought necessary, will be provided in structure plans.... and in local plans."*
- 1.54 Planning Policy Statement (PPS) 7<sup>17</sup> has reiterated that landscapes with national and international designations (e.g. National Parks) should receive the highest level of protection.

#### **Sustainable development**

- 1.55 Planning Policy Statement (PPS) 1<sup>18</sup> states that "*sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations*". One of the Government's

<sup>14</sup> PPJPB. (1994). Peak District National Park Structure Plan. PPJPB

<sup>15</sup> PDNPA. (2001). Peak District National Park Local Plan. PDNPA

<sup>16</sup> DoE. (1996). Circular 12/96 - Environment Act 1995, Part III: National Parks.

<sup>17</sup> ODMP. (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO.

<sup>18</sup> DCLG. (2005). Planning Policy Statement 1: Delivering Sustainable Development. TSO.

objectives for the planning system is that planning should “*facilitate and promote sustainable urban and rural development by protecting and enhancing the natural and historic environment and the quality and character of the countryside.*”

- 1.56 Sustainable development is one of the underpinning principles running through the National Park Management Plan<sup>19</sup>, alongside partnership working to ensure the delivery of our strategies. We believe this is compatible with Government’s objectives for spatial planning.
- 1.57 We have undertaken sustainability appraisal of options, and considered where Strategic Environmental Assessment is a requirement. It has set sustainability objectives to represent our intent to move further towards sustainable development whilst ensuring that LDF policies can achieve National Park purposes and duty.

### **Climate change**

- 1.58 The Climate Change Act 2008<sup>20</sup> sets legal binding targets for the UK to reduce its carbon dioxide emissions. The Planning and Energy Act 2008<sup>21</sup> establishes a legal basis that enables local planning authorities to set requirements for energy use and efficiency in DPDs. PPS1 outlines the environmental issues to be taken into account, which include:
- reduction of greenhouse gas emissions and the use of renewable energy;
  - protection of the wider countryside from development and the promotion of biodiversity;
  - avoiding new development in flood risk areas; and
  - managing waste in ways that protect the environment.
- 1.59 The Supplement to PPS1<sup>22</sup> sets out how regional and local planning can best support major reductions in carbon emissions from domestic and non domestic buildings. The LDF takes its lead from, and must be in accordance with, the East Midlands Regional Plan<sup>23</sup> which contains policies that address all these environmental issues.
- 1.60 On the issue of climate change and its impact on natural resources, NPMP Outcome 4 requires that: “*by 2011 the natural resources of the National Park are being managed sustainably so that we reduce our adverse impact on climate change, [so that] future generations are better able to manage, mitigate and adjust to changes that are starting to take place; we are better placed to hand on a diverse, healthy and resilient natural environment to future generations; and that we retain and improve the National Park’s natural resources as the basis for our survival, well-being and prosperity.*” A Climate Change Action Plan<sup>24</sup> has been produced to highlight the broader range of actions that need to be prioritised to tackle this major issue.
- 1.61 The spatial plan needs to highlight this wider perspective and show how physical development that has an impact on carbon levels needs to be considered alongside other areas of the plan, such as biodiversity, traffic and travel, communities and minerals operations.

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<sup>19</sup> See reference 2 above.

<sup>20</sup> Climate Change Act. ( 2008). OPSI.

<sup>21</sup> Planning and Energy Act. (2008). OPSI.

<sup>22</sup> DCLG. (2007). Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1. TSO.

<sup>23</sup> CLG. (2009). East Midlands Regional Plan. TSO.

<sup>24</sup> PDNPA ( 2009) Peak District National Park Climate Change Action Plan 2009-2011. PDNPA



## 2. Spatial Analysis

### Valued Characteristics of the Peak District National Park

- 2.1 Valued characteristics are defined as those qualities which the National Park Authority chooses to conserve and enhance and which underpin our work to promote understanding and enjoyment of the area. They were originally listed in the Structure Plan<sup>25</sup> as:
- quiet enjoyment;
  - wildness and remoteness;
  - landscape, wildlife and plants;
  - clean earth, air and water;
  - its cultural heritage of history;
  - archaeology;
  - customs and literary associations; and
  - any other features which make up its special quality.
- 2.2 Since then, other plans and strategies have added detail to this original list. The Local Plan<sup>26</sup> re-affirms the list and adds geology and geomorphology. The National Park Management Plan<sup>27</sup> adds yet more detail including:
- the distinctive character of villages and settlements;
  - opportunities for quiet enjoyment, outdoor recreation and adventure;
  - environmentally friendly methods of farming and working the land; and
  - the special value attached to the National Park by surrounding urban communities.
- 2.3 The Refined Options consultation listed Valued Characteristics as follows:
- Outstanding natural beauty and character of the landscape;
  - significant geological features;
  - sense of wildness and remoteness;
  - clean earth, air and water;
  - importance of wildlife and the area's unique biodiversity;
  - thousands of years of human influence which can be traced through the landscape;
  - distinctive character of hamlets, villages and towns;
  - wealth of historic buildings, gardens and parks;
  - opportunities for quiet enjoyment;
  - opportunities for outdoor recreation and adventure;
  - easy accessibility for visitors from surrounding urban areas;
  - vibrancy and sense of community;
  - customs, legends, traditions and arts;
  - environmentally friendly methods of farming and working the land;
  - craft and cottage industries;
  - special value attached to the national park by surrounding urban communities
- 2.4 The recently adopted Landscape Character Assessment (LCA)<sup>28</sup> is described as “a tool for identifying what makes one place different from another. It identifies what makes a place distinctive. It provides a framework for describing an area systematically, ensuring that judgments about future landscape change can be made based on knowledge of what is distinctive”. The assessment does not place a value on landscapes, but establishes 8 broad landscape areas called Regional Character Areas:
- Dark Peak;
  - Eastern Moors;

<sup>25</sup> Peak Park Joint Planning Board. (1994). Structure Plan. PPJPB.

<sup>26</sup> PDNPA. (2001). Peak District National Park Local Plan. PDNPA.

<sup>27</sup> PDNPA. (2006). Peak District National Park Management Plan 2006 - 2011. PDNPA.

<sup>28</sup> PDNPA. (2008). National Park Landscape Character Assessment. PDNPA.

- Dark Peak Yorkshire Fringe;
- Dark Peak Western Fringe;
- White Peak;
- Derwent Valley;
- White Peak Derbyshire Fringe;
- South West Peak.

These underpin the 3 broad spatial areas defined in the preferred approaches for the Core Strategy.

- 2.5 Three further Regional Character Areas define adjoining landscapes which help to describe the nature of the wider landscape setting:
- South Pennines;
  - Manchester Pennine Fringe;
  - Cheshire and Staffordshire Plain;
- 2.6 Greater definition is provided through a series of 20 detailed landscape character types.
- 2.7 The Biodiversity Action Plan<sup>29</sup> adds more detail to some valued characteristics described in the Structure Plan (wildlife and plants). It describes plans to conserve, re-create or expand a particular range of habitats or species.
- 2.8 The Cultural Heritage Strategy<sup>30</sup> (CHS) adds detail to other valued characteristics described in the Structure Plan (cultural heritage or history; archaeology; customs and literary association) and those added in the Local Plan (the distinctive character of villages and settlements; the wealth of historic building; gardens and parks; and customs, legends traditions and arts). The CHS states that *“the cultural heritage of the Peak District National Park includes all evidence of past human activity, as well as the associations that can be seen, understood and felt. It includes landscapes, buildings, sites, monuments and objects, records, archives and collections, as well as local customs, legends, traditions and arts”*.

### **Socio-economic profile**

- 2.9 The profile of the population can be summarised as follows:
- Population density is far lower than the average for the East Midlands or England.
  - In 2001 the average age of residents was 43 years, 4.5 years higher than in England - due to proportionally fewer children and young adults, but more people aged 60 and over.
  - Population projections indicate that the average age of the population will increase. There is likely to be a decline in the working age population and a significant increase in people aged 60 and over, because change within the existing 17,000 homes by far outweighs the influence that varying rates of new building might have. This trend of an ageing population is predicted for all England but it is likely to be more extreme within the National Park.
  - The proportion of residents with a limiting long-term illness was slightly lower than that of the region and England.
  - There is a relatively low proportion of residents who are non-white British compared to the country as a whole.
  - Economic activity rates in the Peak District are higher than the national average and unemployment is lower.
  - Due to the rural nature of the area, cars are an essential requirement for residents. A larger proportion of households have access to a car than in England as a whole.
  - There are a higher proportion of households with multiple car ownership.

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<sup>29</sup> Peak District National Park Authority. (2007). A Living Landscape – Growing Together: Peak District Biodiversity Action Plan Mid Term review 2001 -2007.

<sup>30</sup> PDNPA. (2006). Cultural Heritage Strategy. PDNPA.

2.10 The profile for dwellings and households can be summarised as follows:

- In 2007/08 there were an estimated 17,000 dwellings and over 800 holiday homes.
- There were 17,196 household spaces, of which 3.2% were vacant (the same as the average for England as a whole) and 4% were second residences or holiday homes (significantly higher than the average of 0.6% for all England).
- There were 15,949 households.
- The average number of rooms per household increased from 5.6 in 1991 to 6.1 in 2001. It remained higher than the national average (5.3 rooms per household in 2001).
- There was an average of 2.34 people per household, similar to the figure for England. This has decreased since 1991, but the number of rooms per household has increased.
- The proportion of pensioner households was higher than in England; the proportion of households consisting of couples with children was about the same; and the proportion of lone parent families was far lower.
- The proportion of residents who owned their homes outright was much higher than in England as a whole.

2.11 The economy can be summarised as follows:

- It is closely related to the surrounding areas.
- Around half of the working population travelled to jobs outside the National Park and 4 out of 10 jobs in the National Park were filled by workers who lived outside.
- The majority of businesses are within the service sector. Tourism plays an important role, with 19% of businesses being hotels and restaurants. This reflects the attractiveness of the National Park and its geographical position with 16 million people living within 1 hour's drive time of the National Park. However only 10% of jobs were in hotels and restaurants, and the largest employers are manufacturing, electricity, gas and water supply.
- Agriculture accounts for 19% of businesses.
- Businesses tend to have fewer employees than regionally or nationally and wages tend to be lower.

**Values and Challenges which define the Spatial Portrait of the National Park**

2.12 The collation of evidence, including that recorded in discussion with local communities across the National Park, has enabled us to present a series of annotated maps which begin to define the spatial portrait of the National Park. The series of maps and texts below give an indication of what people value and the challenges faced.

**Dark Peak and Moorland Fringes Values**

**Landscapes and Conservation**

- Relatively wild, expansive and unenclosed upland landscape and historical landscape patterns and townscapes
- Moorland restoration projects and changing management approaches, e.g. Moors for the Future, the North Peak ESA and more sustainable approaches to moorland management by moorland owners
- Important cultural heritage and historic settlements: peat cutting relics, tracks, hollow-ways and the Edale Booths

**Minerals**

- No current mineral workings but relict quarries are important landscape features

**Climate Change and Sustainable Building**

- The landscape may be a key resource for sequestering carbon alongside other land uses through an ecosystems goods and service model
- Scope for water storage facilities and protect landscapes and communities downstream.

**Economy**

- Economic mainstays: upland farming and grouse moor management
  - Tourism is an important economic contributor often associated with recreational opportunities
- Landscape itself is an important attractor of business for local authorities around the area.

**Homes and Communities**

- Residents can enjoy easy access to the landscape for recreation and access to nearby cities for work and facilities
- Lower demand for new affordable housing and holiday or second homes than elsewhere in the National Park

**Visiting and Enjoying the National Park**

- Landscape accessible to millions of people includes large swathes of open access land, southern section of the Pennine way, central section of the Trans-Pennine Trail
  - Opportunities for active recreation including walking, mountain biking and climbing
  - Opportunities to experience tranquility, peace and solitude
- Opportunities to encourage healthy living programmes and increase understanding of the National Park.

**Traffic, Travel and Accessibility**

- Good road and rail access to surrounding conurbations, particularly Manchester and Sheffield



## Dark Peak and Moorland Fringes Challenges



### Landscapes and Conservation

- Management practices and atmospheric pollution can degrade peat bogs
- Loss of heath species, unimproved pastures and wet pasture is possible in Upland Pasture areas
- Coniferous plantation woodlands in the Wooded Reservoir Valleys can isolate patches of ecologically valuable broadleaved and ancient woodlands
- Soil erosion, wildfires and inappropriate management threaten cultural heritage features and areas
- The open undeveloped character is particularly sensitive to renewable energy infrastructure, telecommunications masts, agricultural buildings, post and rail fencing and stable blocks.
- There is a worrying decline in quality of field walls and field barns and heathland vegetation.
- Maintaining views of the landscape from existing settlements is important to both settlement and landscape

### Understanding and Enjoyment

- Increasing demand for large events could damage landscapes
- Pressure for new development may increase with the legitimate desire for improved facilities at popular sites.
- Pressure from large numbers of nearby urban visitors walking, horse riding and mountain biking causes some damage to footpaths, bridleways, field boundaries and crops.
- Numbers of car borne visitors at honeypot areas such as the Upper Derwent and Dovestones periodically create parking problems.

### Climate change and Sustainable Building

- Fire risk, peat desiccation and erosion, changing moorland management practices, decline of grouse, and changing recreational pressures can all harm upland landscapes, particularly those with peaty soils,
- Lower lying land may experience a decline in water quality and increased flood risk
- Pressures from increased demand for renewable energy schemes particularly wind and water power sources

- Current national energy requirements are associated with a visual impact of existing infrastructure e.g. substations and overhead electricity cables.
- High volumes of CO<sub>2</sub> from cross park heavy traffic threaten the ability of the area to mitigate the conditions that exacerbate climate change.

### Homes and Communities

- Recognised need for affordable homes, services and access to services but few settlements with capacity to accommodate them..
- Pressure from day visitors from nearby urban areas of high population can spoil residents' living and working environment

### Economy

- The economy is dependant on marginal upland farming and tourism so is relatively susceptible to changes in grant regimes and visitor spending patterns

### Minerals

- No current mineral workings but relict quarries are important landscape features.
- The quarrying and movement of ganister creates localised problems in the Low Bradfield area.

### Traffic, Travel and Accessibility

- Significant impacts of road and air traffic on tranquillity.
- Car and lorry use damages walls and verges on the western moorland fringe and road signage associated with road safety is often a negative visual impact on the landscape

- 2.13 People particularly value the contrast with adjacent urban areas. Stakeholders from surrounding areas fondly describe the National Park as "our back yard". The quality of landscape and built environment is particularly important, as are tranquillity, peace, solitude and dark skies. People also value the historic landscape and how the uniformity of buildings emphasises the history of the area. The diversity of people and skills and the strength of community spirit is valued highly everywhere, as is the relatively crime free environment.
- 2.14 The large urban population and local authorities around the National Park value good access and the excellent walking and climbing opportunities. Local people take pride in the area's role in the Mass Trespass and the subsequent designation of the area as a national park. In places like Bradfield, Holme, Hayfield and Edale, people value the fact that their environment is relatively safe from new development; but they also value good access to facilities and services in larger towns and cities.
- 2.15 For High Peak, the key issues are maintaining sustainable communities, providing affordable housing, employment and access to services. However, the Borough Council feels it is important to maintain the landscape and natural environment, and it values the National Park as a resource for tourism and recreation. It also values the opportunities it gives for young people and others to become healthier, and the environment as an attractor to business. It asks us to recognise the cross-boundary links with adjacent settlements.
- 2.16 For Oldham, the National Park contributes to a high quality environment and helps to attract businesses to the Borough. It also contributes to the tourism economy. The Council values the leisure and recreation opportunities available to residents and visitors, which are important in improving health and well-being. It feels that National Park designation is important for the protection it provides to biodiversity, as the area is part of the South Pennine Moors Special Protection Area.
- 2.17 For Sheffield City Council, the National Park adds to the city's attraction as a place to live and work, and is very important as a leisure resource. Road transport links are important in both directions, and footpath and bridleway network links are vital for non motorised access.
- 2.18 Kirklees Metropolitan Council recognises that its economy is supported by the attractive, high quality environment of the National Park, offering the best of rural and urban living.
- 2.19 North East Derbyshire District Council recognises that it is important to have easy access to open countryside to encourage healthy lifestyles. The council wants to develop sustainable transport into the National Park (walking and cycling routes). They feel it is important to conserve and enhance the built and natural environment because this attracts inward investment. They would welcome more affordable homes in the western parishes.
- 2.20 Derbyshire County Council feels that traffic management across the National Park is important. They also feel that connectivity of greenways and an improved rights of way network is important, and want to see greenways linked to green economy tourism. They want to capitalise on opportunities to improve peoples' health and encourage young people to enjoy the area. They recognise that people enjoy and value the attractiveness of the area as a place to live and work. They support the biodiversity and carbon management that is so important in the landscape, and want to retain the local distinctiveness of the community of the National Park.

# White Peak and Derwent Valley Values

## Landscapes and Conservation

- Important cultural heritage features include the largely intact field patterns, field barns and industrial heritage remains
- More settled and less remote than elsewhere in the National Park but people still value peace, quiet, and solitude and the variety and beauty of the farmed landscapes
- The character and charm of Bakewell and the many small villages remains intact

## Minerals

- Quarrying provide valuable local jobs
- The industry is to some extent valued for the contribution it has made to the culture heritage of the area for example the style of some lead mining settlements and the contrast with farm dominated settlements
- The supply of good quality building stone provide materials to conserve the character of buildings

## Climate Change and Sustainable Building

- Opportunities for improving the self sufficiency of individual properties, farms and communities by seeking good sustainable design on renewable energy infrastructure
- Potential for community level projects which promote sustainable lifestyles and carbon reduction by using the natural resources of the area such as river systems and small scale hydro schemes

## Homes and Communities

- The area is characterised by a large number of very small settlements ranging from clusters of houses to towns such as Bakewell each with strong communities and a good community spirit.
- There is a relatively good range of essential services and a level of public transport that is valued in areas such as Hope Valley

## Visiting and Enjoying the National Park

- The extensive footpaths, bridleways, cycle networks and a network of small 'C' roads make it good for gentler activities such as walking, horseriding, and cycling
- The network of towns and villages attracts visitors; some such as Bakewell, Ilam, Tissington and Hartington are especially popular
- Chatsworth Estate is a major attraction and other areas like Castleton, Monsal Dale, Lathkill Dale, Dovedale and Manifold Valley also have iconic status

## Traffic, Travel and Accessibility

- The road network include significant north south and east west arterial roads and gives good access to and from nearby urban areas for jobs, leisure, and services.

## Economy

- Moderately intensive pastoral farming is the basis of the economy
- A large number of small businesses across a large number of small settlements provides a basis for the rural economy.



## White Peak and Derwent Valley Challenges



### Landscape and Conservation

- Fragmentation and loss of habitats: semi-natural grassland and limestone heath usually on steeper slopes and poorer soils e.g. limestone dales
- Important cultural heritage and historic landscape features are in poor condition or under threat from reworking mineral resources and agricultural improvement
- Redundant field barns and walls are at risk from abandonment and material robbing
- Views of the landscape from existing settlements are important to conserve
- Legitimate desire for improved facilities at 'recreation sites' may pressure landscape.
- Changes in land management cause unwanted scrub encroachment on moorland edges, decline in amount and quality of unimproved grassland, unwanted loss of field walls and reversion of good farmland to rough grassland
- Poor management of inaccessible but valuable woodlands
- Cumulative impact of large agricultural buildings threatens sensitive landscapes

### Visiting and Enjoying the National Park

- Increasing demand for large events to damage landscape
- Visitor pressures can degrade residents' quality of life.
- Affordable and accessible recreation increases visitor pressure in the Derwent Valley.
- Motorised off road vehicles can damage historic rights of way and habitats

### Climate Change and Sustainable Building

- Drier summers make limestone waterways more seasonal
- Climate change may lead to changes in agricultural practice such as increased arable crops or increased demand for winter housing for livestock
- Increased pressure for renewable energies, e.g. wind turbines, hydro electric power, and biomass plants, could damage landscape character, the setting of historic features, amenity value and tranquillity
- Potential increased demand for floodwater storage in the riverside meadows
- Fire risk may increase in the Derwent valley moorland fringes

### Homes and Communities

- There is a need to address a backlog of need for affordable housing but limited capacity for new build in many settlements
- Cumulative changes of use and enlargements to buildings is damaging landscapes and settlements and compounding earlier poor post world war II ribbon developments

### Economy

- Within settlements small business sites are often under-occupied and there is pressure to release them to housing
- Pressure to permit business diversification types in the open countryside away from traditional farming activities
- Changes of land management (for example to horse pasturing) threaten valued landscape character and

### Minerals

- This area contains most of the Peak District quarries: quarry numbers are declining but the active area of quarrying has increased
- Visual landscape impact of quarrying and the associated impact of heavy vehicle movements is a persistent problem for some communities and environmental bodies.

### Traffic, Travel and Accessibility

- Cars and lorry use causes damage to smaller rural roads because they are not designed to carry them
- Cars and lorry use have led to increased signage, damage to walls, hedges and verges and an increased demand for car parking facilities and better facilities at rail stations
- Good accessibility to essential services and facilities requires public transport levels to be maintained and improved.
- There are pockets of communities with poorer accessibility to essential services and facilities



- 2.21 People in the Bakewell and Hathersage areas highlighted the beauty and variety of the landscapes created by farming. They highly value the townscape and traditional village street scene, and the fact that places like Bakewell still have an agricultural feel in keeping with its surrounding area. People value the excellent access to the countryside and opportunities to experience solitude, peace and quiet.
- 2.22 People also value strong village and town communities, with good community spirit and a range of services and support networks. There was support for the relatively good bus services and the usefulness of the train service particularly for the Hope Valley communities. They also value schools, GPs, post offices, convenience shops and village halls as essential parts of the village or town scene. Residents in the central areas seem to place less importance on access to the countryside than communities on the National Park fringes, perhaps reflecting the fact that people in these areas live in the countryside rather than being between towns and cities and open landscapes.
- 2.23 Derbyshire Dales District Council feels that communities are vital for a sustainable National Park, and they would value appropriate development of affordable homes and jobs.
- 2.24 Derbyshire County Council wants to retain the local distinctiveness of the community of the National Park. They feel that traffic management across the National Park is important. They feel that connectivity of greenways and improved rights of way network is important to the area's development, and they want to see greenways linked to green economy tourism. They want to capitalise on opportunities to improve peoples' health and provide opportunities for young people to enjoy the area. They recognise that people enjoy and value the attractiveness of the area as a place to live and work, and support biodiversity and carbon management because it is so important to the landscape of the National Park.

## South West Peak Values

### Landscape and Conservation

- Ancient woodland is associated with the wooded slopes and valleys, in the Dane Valley and around Gun Hill there is consistent woodland cover.
- Residents value the rugged landscape and the connection it provides to the past as well as the quality of tranquillity.

### Homes and Communities

- Dispersed settlement pattern is unique to the area and valued in landscape terms
- Relative isolation of the many small settlements has fostered a strong ethos of self help within communities and a strong community planning network.

### Minerals

- One local quarry provides local building stone that helps, conserve the local character of buildings

### Climate Change and Sustainable Building

- The upland landscape may be a key resource for sequestering carbon; this benefit can be managed alongside other land uses to ensure it helps maintain the integrity and health of ecosystems within the landscape
- Riverside Meadow landscapes can provide flood storage facilities, which could protect landscapes further downstream

### Visiting and Enjoying the National Park

- Much valued by residents for the excellent recreation opportunities.
- Key sites such as Roaches and the Goyt continue to be popular visitor destinations
- Road network is valued by cyclists

### Traffic, Travel and Accessibility

- Good road access to and from surrounding towns such as Leek Buxton and Macclesfield.



### Economy

- Core moorland landscapes are in relatively good condition
- Grouse shooting moors exist but operates at a smaller scale than elsewhere
- Closure of the local MOD base has reduced activity on the moorland and enhanced tranquillity
- Residents value the good links between businesses operating in the area.

## South West Peak Challenges



### Landscapes and Conservation

- Past drainage and agricultural improvement has reduced the extent of blanket bog and heath
- Grazing pressures, poor woodland management, coniferous plantation woodlands and the invasion by Rhododendrons have reduced woodland biodiversity creating isolated semi-natural woodland patches
- Large woodland plantations in the Goyt Valley are untypical features of the moorlands
- Field barns are often redundant and at risk from abandonment and material robbing

### Visiting and Enjoying the National Park

- Challenges exist to communicate the presence of the National Park in the wider area through partner organisation's facilities e.g. Severn Trent visitor facilities at Tittesworth
- Significant opportunities exist for active sports e.g. mountain biking, climbing and motorised off road vehicles

### Climate Change and Sustainable Building

- Upland landscapes, particularly with peaty soils, are likely to be affected by increased fire risk; peat desiccation and erosion; changing moorland management practices, decline of grouse and changing recreational pressures
- Lower lying land will likely experience a decline in water quality and increased flood risk
- Pressures from increasing demand for renewable energy schemes particularly wind and water power sources

### Homes and Communities

- There is pressure for second homes and holiday homes e.g. in the Upper Hamps Valley area

- Lack of settlements of any significant size requires us to address backlog of affordable housing in a manner sensitive to the remote character of the area and each settlement within it.
- Challenge of joining up service provision

### Economy

- Some historical degradation of the moorland in the northern half of the area
- Fragmented post war land ownership has created low viability farms with limited tourism diversification and therefore an emphasis on diversification such as haulage
- Commercial property is dominated by industrial opportunities with limited interest in office space and subsequent under-occupied business parks
- Challenge to realise the potential for tourism and visitor related business

### Minerals

- Pressure to re-open quarries for local building repair.

### Traffic, Travel and Accessibility

- Recent increases in visual intrusion of communications infrastructure, including telecommunications masts
- Road safety issues have created pressure for more signage in remote moorland locations.
- In places high levels of vehicle use are increasing damage to roads, walls, hedges and verges leading to a loss of historic features.
- In places the lack of parking causes access to property and roads to be blocked and creates tension between residents and visitors.
- Need for better transport networks and connectivity.

- 2.25 People in the Warslow area value the continuity of landscape as a visible connection to the past. They value the "rugged gobsmacking" landscape of great diversity, the excellent access to great recreational opportunities, and the simple quality of tranquillity. The area is valued as a great place to live and work, with strong communities and good links between businesses. The potential for renewable energy, both wind-generated and water-driven, is seen as a valuable asset.
- 2.26 In the Kettleshulme area, people value the landscape and industrial heritage, particularly the many landscape variations within a small area. They value the great recreational possibilities available, notably the Goyt Valley and the touring network in from the wider Cheshire area. The safe, quiet, relatively crime-free environment is valued, and there is a strong sense of community in attractive village environments. This is supported by a good range of services and support for small business such as that provided by Business Link and schemes like the Environmental Quality Mark and Live and Work Rural.
- 2.27 The local authorities particularly value the high quality environment, the recreational opportunities and the quality of life the area offers. They feel that balanced communities are important, and consider that it is important to encourage people to live and stay in the National Park. They feel that there is a need for smarter delivery, because whilst there are wealthy communities there are pockets of deprivation, poverty and isolation. They feel that it is not just about development, but about joined up agency thinking and delivery.
- 2.28 For Macclesfield Borough the visual appearance and recreation opportunities are important, so it is vital to prevent inappropriate development. The high level of cross-park traffic is seen as a problem. They also feel that rural isolation from services is becoming more apparent. They feel that the settlement hierarchy could be based on communities and their zones of influence, given the large settlements just outside the National Park. They feel that housing should be provided where sites are allocated rather than simply where need arises, provided that allocations are in sustainable locations.

### **3. Spatial Aims and Objectives**

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#### **Spatial Aims for the Peak District National Park**

By 2026 ...

- The valued characteristics and natural beauty of the National Park will be conserved and enhanced in accordance with landscape strategy guidelines, Conservation Area management plans, Biodiversity Action Plan and Cultural Heritage Strategy.
- A network of high quality, sustainable sites and facilities will have encouraged and promoted increased enjoyment and understanding of the National Park by everybody including its residents and surrounding urban communities.
- The National Park will have responded and adapted to climate change in ways that have led to reduced energy consumption, reduced CO<sub>2</sub> emissions, increased proportion of overall energy use provided by renewable energy infrastructure, and conserved resources of soil, air, and water.
- The National Park's communities will be more sustainable and resilient with a reduced level of affordable housing need and improved access to services.
- The rural economy will be stronger and more sustainable, with more businesses contributing positively to conservation and enhancement of the valued characteristics of the National Park whilst providing high quality jobs for local people.
- The adverse impact of mineral operations will have been mitigated.
- Transport sustainability for residents and visitors will be improved in ways that have safeguarded the valued characteristics of the National Park.

**How the plan seeks to achieve its aims across the National Park**

- 3.1 The spatial aims reflect National Park purposes and duty, and the National Park Management Plan (NPMP) 2006 – 2011 outcomes<sup>31</sup>. By aligning the spatial aims to the NPMP outcomes, the core strategy clearly shows how planning helps to deliver the agreed required outcomes of National Park management. These aims are broken down into a series of objectives that show how we intend to meet them across the different areas of the National Park. Moreover, the extent to which each spatial objective can be achieved varies from area to area. For example most of the National Park communities live in the White Peak, so it is inevitable that the spatial objectives for Homes and Communities will have more application in this area. Similarly the bulk of mineral activity is in the White Peak, so the spatial objectives for minerals will have greater relevance to this area. In recognition of this, the following three maps illustrate how the objectives translate for each of three broad spatial areas.
- 3.2 The approach to defining broad spatial areas is driven by our statutory purpose to conserve and enhance the natural beauty, wildlife and cultural heritage of the area, and uses the newly adopted Landscape Character Assessment<sup>32</sup> as its basis. For the purpose of spatial planning we have grouped various Regional Character Areas together, where they demonstrate common characteristics in terms of landscape and their relationship to National Park communities. In this way, we have defined three broad spatial areas covering **the Dark Peak and Moorland Fringes, the White Peak and Derwent Valley** and **the South West Peak**.
- 3.3 It must also be noted that some issues cross-relate. For example, improved access to services has the potential to reduce peoples' need to travel by private car and thus reduce CO<sub>2</sub> emissions. This helps achieve the aims for communities and mitigation of climate change impacts as well as leading to more sustainable travel patterns and use of transport alternatives. Furthermore, there are also many key relationships that occur across the National Park boundary into surrounding landscapes and the towns and cities that lie within them.

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<sup>31</sup> PDNPA 2006-2011 National Park Management Plan Pages 4-13 Peak District National Park Authority.

<sup>32</sup> PDNPA Peak District Landscape Character Assessment March 2008. Peak District National Park Authority

# Dark Peak and Moorland Fringes Spatial Objectives

## Landscapes and Conservation

We will:

- Protect the tranquillity, remoteness and wild and open character of landscapes.
- Protect and manage the tranquil pastoral landscapes and distinctive cultural character of the Yorkshire Fringe.
- Protect and manage the settled areas, cultural heritage, and biodiversity of the western fringes.
- Resist development in the Natural Zone.

## Minerals

We will:

- Resist pressure to re-open small building stone quarries.

## Climate Change and Sustainable Building

We will:

- Support design and construction which respect the built tradition and helps to reduce carbon emissions.
- Protect peatland and promote its role as a 'carbon sink'.
- Resist wind turbine development of all size in the open moorland landscapes.
- Support other types of discreetly sited, small scale renewable energy installations, on farms, dwellings and other buildings.
- Manage floodplain landscapes to increase flood storage and enhance biodiversity.
- Enable sensitively designed and located hydro electric development.

## Economy

We will:

- Support the agricultural and land management industries.
- Support a tourist economy focussed on key visitor sites.
- Support tourist accommodation which is particularly suited to wilder and quieter areas common to this area e.g. farm based tent and caravan sites.

## Homes and Communities

We will:

- Enable affordable housing for local need by new build, or change of use in places shown on the key diagram.
- Work with communities to find housing sites in places shown on the key diagram where there is insufficient capacity to adequately address affordable housing need.
- Support the provision and retention of community facilities and services across places shown on the key diagram.
  - Support co-location of home and jobs to reduce local peoples' need to travel to work.

## Visiting and Enjoying the National Park

We will:

- Enable development of facilities in settlements and key sites in areas such as the Hope Valley, Stanage Edge, Upper Derwent Valley, and Langsett.
  - Restrict development to low key facilities such as appropriately designed signage and interpretation in transition zones shown in the recreation and working with people and communities strategies
  - Enable sensitively designed and located facilities that improve and promote recreation opportunities close to the boundary of the National Park, e.g. via close partner working at Dovestone and Langsett.
  - Improve sustainable travel options into and around the area
  - Help other councils to use the potential of the area for improving health, and equality of opportunity amongst their residents

## Traffic, Travel and Accessibility

We will:

- Support innovative and sustainable ways to alleviate traffic problems in villages along the A628.
- Support opportunities to improve public transport particularly if it improves access to recreational and leisure activities for residents and visitors.
- Retain the continuity of the Trans-Pennine Trail, irrespective of any future rail use, by realignment if required.
- Seek delivery of utilities in ways that help conserve landscapes, e.g. by undergrounding electricity pylons, or e.g. by using one telecommunications mast to hold two or more companies' equipment.



## White Peak and Derwent Valley Spatial Objectives

### Landscapes and Conservation

We will:

- Protect and manage the distinctive historic character of the settled, agricultural white peak landscapes.
- Conserve and enhance the network of settlements as an important part of the landscape.
- Enhance the wild character and diversity of remoter areas.
- Protect and manage the settled, agricultural character of the Derwent valley landscapes.
- Enhance wooded character, cultural heritage and biodiversity.
- Protect and manage the tranquil pastoral landscapes and distinctive cultural character of the Derbyshire Peak Fringe.
- Resist development in the Natural Zone.

### Minerals

We will:

- Resist further land allocation for working of mineral for aggregates, limestone and shale for cement manufacture; and limestone for industrial and chemical products.
- Continue to allow underground working of fluorspar ore from Watersaw and Milldam Mines.
- Resist the working of fluorspar ore by opencast methods across the area.
- Resist all proposals to work land for building and roofing stone.
- Restore sites to an amenity after use, such as wildlife habitat or recreation.
- Achieve Appropriate Assessment if needed for Topley Pike subject to submission of consolidating applications at Birchover, Stanton Moor, Topley Pike, Shining Bank and Barton Hill.
- Negotiate the consolidation of old mineral permissions at Topley Pike/Ivonbrook, Birchover and Stanton Moor/New Pilhough, and other sites as necessary; and serve prohibition orders where necessary.

### Climate change and Sustainable Building

We will:

- Support design and construction which helps reduce carbon emissions whilst respecting the built tradition.
- Support and encourage small scale renewable energy installations, on farms, dwellings and other buildings, in the context of an energy hierarchy.
- Support measures to increase flood storage and enhance biodiversity on floodplains.
- Support sensitively designed and located hydro electric development.
- Support individual farm scale biomass proposals.

### Homes and Communities

We will:

- Enable affordable houses in places shown on the key diagram
- Work with communities to find additional housing sites where it is suspected there is insufficient capacity to adequately address affordable housing need.
- Supplement new affordable housing by buying back existing buildings.
- Support the provision and retention of community facilities and services in places shown on the key diagram.
- Support co-location of home and jobs to reduce local peoples' need to travel to work.

### Visiting and Enjoying the National Park

We will:

- Support development of appropriate facilities in recognised visitor locations such as Bakewell, Castleton, Hope Valley and Dovedale.
- Enable appropriate low-key development and enhancement of facilities in recognised visitor locations where they enhance recreation opportunities and peoples' understanding of the National Park.

### Traffic Travel and Accessibility

We will:

- Enable residents to have better access to local services via foot, cycle or public transport
- Better integrate local bus and community transport with train services in the Derwent and Hope Valleys.
- Link up gaps in the rights of way network and ensure it is well maintained.
- Protect the recreational value of Manifold, Tissington, and High Peak Trails.
- Retain the continuity of the Monsal Trail and explore further potential.

### Economy

We will:

- Enable business development particularly where it creates high skill, high wage jobs in the places shown on the key diagram.
- Encourage small business start up, particularly where they capitalise on local produce and are related to the area.
- Support farm business diversification provided farmers continue to conserve and enhance the National Park landscape.
- Enable change of use of buildings to visitor accommodation.



## Bakewell Spatial Objectives

### Landscape and Conservation

We will:

- Protect the historic built environment and residential amenity.

### People and Communities

We will:

- Enable an appropriate supply of affordable housing.
- Support the provision and retention of services shops and community facilities.

### Traffic Travel and Accessibility

We will:

- Improve public transport for residents and visitors.
- Encourage better access for pedestrians and road users.

### Visiting and Enjoying the National Park

We will:

- Retain its role as a tourism centre in itself and a hub from which to explore other attractions.

### Climate Change and Sustainable Building

We will:

- Support design and construction techniques which respect the built character of the town whilst helping to reduce carbon emissions.
- Support subtle, unobtrusive, small scale renewable energy installations.

### Economy

We will:

- Retain its role as the only market town in the National Park.
- Retain its role as a centre for agricultural business.
- Enable a new hotel and allow bed and breakfast and self-catering holiday accommodation.
- Safeguard high quality employment sites but consider re-development of low quality employment sites for other uses, including mixed use.



## South West Peak Spatial Objectives

### Landscape and Conservation

#### We will:

- Protect and manage the distinctive and diverse historic character of landscapes.
- Seek opportunities to celebrate the diverse landscapes
- Enhance recreation opportunities, woodlands, wildness and diversity of remoter areas.
- Resist development in the Natural Zone.

### Understanding and Enjoyment

#### We will:

- Enable development of new facilities in recognised visitor areas such as the Goyt Valley, Macclesfield Forest, Tittesworth Reservoir and the Roaches

### Climate Change and Sustainable Building

#### We will:

- Support design and construction techniques which respect the built tradition of the National Park and help to reduce carbon emissions.
- Support subtle, unobtrusive, small scale renewable energy installations, on farms, dwellings and other buildings.
- Promote and protect the role of peatland areas as 'carbon sinks'.
- Increase flood storage and enhance biodiversity on floodplain landscapes.
- Enable sensitively designed and located hydro electric development

### People and Communities

#### We will:

- Encourage a network of sustainable locations for new development to support the needs of local communities.
- Enable locally needed affordable homes in those places shown on the key diagram by new build or change of use of traditional buildings.
- Support the provision and retention of community facilities and services across the settlements shown on the key diagram.
  - Support co-location of home and jobs to reduce local peoples' need to travel to work.

### Economy

#### We will:

- Enable appropriate agricultural diversification that supports land management industries whilst generating income.
- Resist the loss of employment sites unless a mixed use scheme is preferable.

### Minerals

- Resist pressure to re-open small building stone quarries

### Traffic, Travel and Accessibility

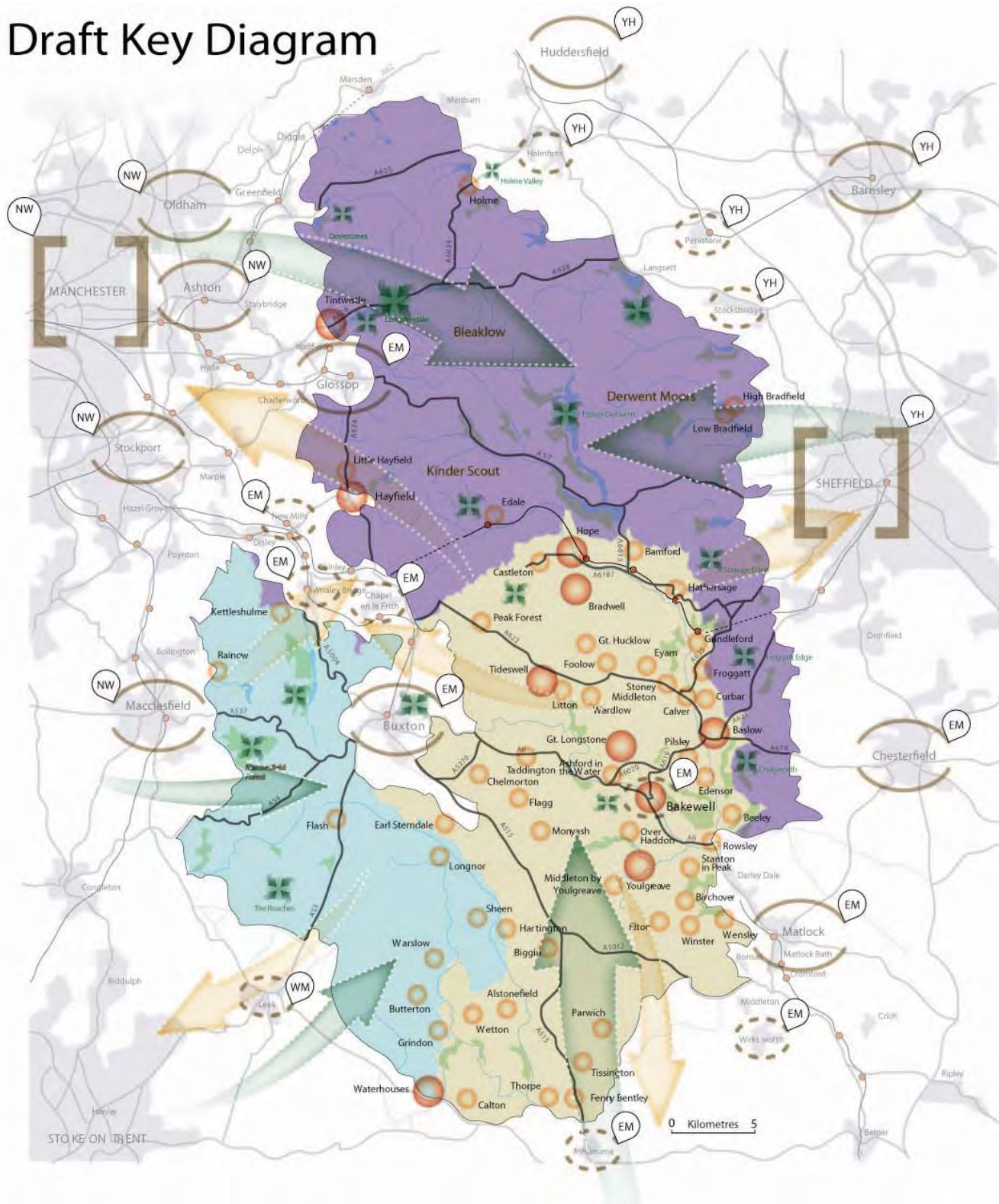
#### We will:

- Improve sustainable access for residents and visitors to key services, facilities and visitor places of interest.



### 4. Key Diagram

## Draft Key Diagram





City region: Sheffield and Manchester



Improved connectivity is an economic necessity

Yorkshire and Humber RSS : Development in the Peak District National Park must reflect environmental quality, facilitate recreation and tourism, meet local housing needs, and encourage small scale commercial activity to diversify local economies.



North West RSS: Plans, strategies, proposals and schemes should be informed by, and recognise the special qualities of the National Park and their settings.



Regionally significant small town



East Midlands Regional Plan Policy 40: Ashbourne & Wirksworth

It is regionally important to consolidate these market towns' roles providing for housing needs of the Peak Sub Area, Peak Dales and Peak Park HMA



Yorkshire and Humber RSS Policy YH5: Holmfirth, Penistone and Stocksbridge

Principal Towns such as these should be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities



West Midlands RSS Policy UR2: Leek

"Consolidate as principal service centre and meet housing and community needs of Leek and its rural hinterland"



Regionally significant medium-large town



East Midlands Regional Plan: Policies 3 & 7: Buxton, Glossop, Matlock & Chesterfield

strengthen the role of these sub regional centres for new jobs, services, housing and facilities

Policy 9: Peak District towns outside the National Park

Restrain new housing development except for modest growth to meet local need; enable indigenous firms to grow and encourage inward investment to support their own population and that of its rural hinterland



Yorkshire and Humber RSS Policy SY1: Huddersfield, Barnsley

Transform these sub regional towns particularly the town centres as vibrant, healthy, accessible, attractive and safe places where more people live, visit and work, and transform residential areas through housing market renewal and increased housing development"



North West RSS Policy RDF1: Oldham, Ashton, Stockport and Macclesfield

"Development in larger suburban centres should be of an appropriate scale and where transport routes connect and public transport accessibility is good.

## 5. Introduction to Core Policies

### The philosophy of sensitively managed change in the National Park

- 5.1 The spatial strategy set out in this plan provides:
- definition and clarity of protection to the valued characteristics reflected in National Park designation; and
  - an appropriate way in which opportunities to support local communities and businesses can be fostered alongside the pursuit of our statutory purposes.
- 5.2 As shown in the introduction, since the designation of National Parks there are other principles now underpinning the planning system. These facilitate and promote sustainable development, contribute to reducing emissions and stabilising climate change, taking unavoidable consequences into account<sup>33</sup>. So while the strategy has to be one of achieving our statutory purposes as a National Park, it also needs to show how small scale, sensitive development can contribute to meeting other national and global concerns.
- 5.3 Broad spatial objectives and policies aim to direct development and investment to those places most likely to help people and business, whilst giving the highest protection to the landscape and historic environment and promoting opportunities to understand and enjoy the area. This is a difficult challenge and may require some degree of compromise. The plan includes a blend of policies, providing strict protection in some areas with a reasonable level of appropriate development elsewhere in both open landscapes and in villages. To step beyond this would cause unacceptable harm: sometimes immediate, sometimes through gradual incongruous and cumulative damage over a longer period.
- 5.4 This new strategy benefits from a more detailed assessment and understanding of the various and complex landscapes that comprise the Peak District National Park. This will help to ensure that where development is acceptable in principle, it can be sited and designed in the best way possible to allow both the natural and traditional built characteristics of the area to be conserved and enhanced.

### The hierarchy of policy

- 5.5 The approach set out above is the local definition of legislation and policy that stems mainly from the Planning Acts, the Environment Act and government policy. The Development Plan hierarchy for the National Park also includes the East Midlands Regional Plan<sup>34</sup>. The Local Development Framework, as the next level of the spatial plan, considers how development proposals will contribute to the spatial objectives and strategy. These explain the intention for different scales and forms of development across the three broad spatial areas identified in paragraph 3.2.
- 5.6 Core Development Policies will help to deliver the overall spatial strategy. They set out the strategic position for a range of generic development types appropriate to the National Park. These will be supplemented by further, more detailed, criteria-based Development Management policies to help interpret the intention of policy and give clear guidance to decision makers and applicants. The final layer of policy will be provided by Supplementary Planning Documents, which:
- supplement and interpret policy, giving detailed information on matters such as design and landscaping; and
  - provide descriptions on the operation of policy and how this informs the need for conditions and legal agreements to ensure that development achieves the stated intent of the strategy.

<sup>33</sup> DCLG. (2007). Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement 1. TSO, page 1.

ODPM. (2005). Planning Policy Statement: Delivering Sustainable Development. TSO. para 5.

<sup>34</sup> GOEM (2009) East Midlands Regional Plan TSO

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## 6. General Spatial Policies

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### Context and issues covered

#### Why we need to address this spatial theme

- 6.1 Put simply, general spatial policies set out a generic position for all proposals. They cover the overarching issues affecting the National Park and set out how we aim to pursue both National Park purposes and a broader approach to sustainable development within this special context. This section also covers the position with regard to landscapes and settlements, setting out the most appropriate places for development, the most appropriate forms of development, and the best means of achieving development in pursuing the statutory purposes of National Park designation.

#### Summary of the issues covered during the Refined Options stage

- 6.2 Of the issues dealt with here, the only issues presented at the Refined Options stage were those relating to landscapes (principles for the management of development across all National Park landscapes) and settlements (establishing the best pattern of development for the National Park and its communities).
- 6.3 The landscape theme centred around two key issues, one focused on the best means for conserving landscapes and creating an appropriate framework for future management of sensitive change; the other on the management of recreational development across National Park landscapes in order to fulfil the second core purpose of designation. As an outcome of the Refined Options consultation, we have split these themes out and created a more focused area of spatial policy dedicated to recreation development. This section is concerned with landscapes and conservation as a direct means of discharging our legal purpose to conserve and enhance the valued characteristics of the National Park.
- 6.4 The settlement theme considered how to achieve sustainable development in ways that conserve and enhance settlements and their contribution to their landscape setting. This is currently addressed by a Local Plan policy which directs new development to a range of settlements best able to accommodate it, and best provided with a range of services and facilities; these are called 'designated settlements'. The policy establishes a key spatial principle because it clarifies the scope for new development both inside and outside a range of settlements, and clarifies that outside these settlements the scope for new development is extremely limited.

**Preferred approach GSP1 - Securing National Park Purposes**

**Summary of options presented at the refined options stage**

6.5 No options were offered at the Refined Options stage, as it is a statutory function of a National Park Authority to pursue the purposes underpinning National Park designation.

**Preferred policy approach**

6.6 The following preferred approach confirms that spatial policy will seek to achieve the statutory purposes of the National Park, and in doing so also present a framework for sustainable development within its communities in line with its associated duty.

6.7 These purposes and duty, and the way we work with our partners and other stakeholders to achieve them, set the foundations upon which this Core Strategy is built. They are the most important underpinning element upon which its vision, objectives and policies are developed. Each element of the Core Strategy can be seen to have its ultimate justification as contributing towards improved achievement of those statutory purposes and duty. The Core Strategy must also satisfy the requirements of European Union Directives, United Kingdom law and national planning policies. However, these are generally supportive of the strategic objectives of National Park designation. We work within a very strong legal and policy framework which provides a clear mandate to prepare spatial policies which serve to help achieve the purposes and duty.

<p><b>GSP1 – Securing National Park purposes</b></p> <p><b><u>Proposals for development or use of land within the National Park will be considered in accordance with the policies of the Core Strategy.</u></b></p> <p><b><u>All policies within the Core Strategy work in combination towards furthering National Park purposes as established in the Environment Act 1995. They are:</u></b></p> <ul style="list-style-type: none"> <li>• to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and</li> <li>• to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.</li> </ul> <p><b>These objectives may not always be mutually supportive. Where, in determining proposals for development or the use of land within the National Park, it appears that a conflict between the statutory purposes may arise, the precautionary principle will be applied and the conservation of the National Park will be prioritised over its use as a recreation or educational asset.</b></p> <ul style="list-style-type: none"> <li>• Where National Park purposes are not compromised or can be secured, the Core Strategy will seek to permit development that will serve to meet the social and economic needs of the communities within the National Park.</li> </ul>
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**National and regional policy context**

6.8 The preferred approach conforms to national and regional guidance.

6.9 In England and Wales, National Parks were first established so that extensive areas of landscape, which are most valued for their natural beauty and the opportunities for open-air recreation that they offer, could be protected. It was considered to be of national importance to safeguard these special places from harm, and for them to be better managed for future generations to enjoy, even though most of their area would remain in private ownership. The Peak District National Park was the first English National Park to be established under the

National Parks and Access to the Countryside Act 1949<sup>35</sup>. The Act established twin objectives ('purposes') for all the National Parks, focused upon the conservation and enhancement of their special qualities, and the promotion of quiet enjoyment of them by the public. These principles remain as valid in the early 21<sup>st</sup> century as when they were enacted.

- 6.10 Following Government review of National Parks policy and practice in the early 1990s, the Environment Act 1995<sup>36</sup> formally updated the original principles for National Parks. It also led to the creation of National Park Authorities (NPAs), which have independent forward planning and development management functions and other executive powers.
- 6.11 The NPA (and many of its stakeholders and partners which are also public bodies) has a legal responsibility to further the achievement of the 'statutory purposes' for National Parks. The two statutory purposes set out within Section 61 of the Environment Act 1995 are:
- to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and
  - to promote opportunities for the understanding and enjoyment of the special qualities of the National Parks by the public.
- If there is a conflict between securing these two purposes, for example as a consequence of a planning or land management decision, greater weight is given to conservation than to recreational aspirations; this is known as the 'Sandford Principle'.
- 6.12 Section 62 of the Environment Act requires NPAs, in pursuing National Park purposes, to seek to foster the economic and social well-being of their local communities. This is a duty on NPAs in carrying out their core functions, but is not a purpose in itself. Planning Circular 12/96<sup>37</sup> provides advice on the interpretation and implementation of the 1995 Act. It notes that there is an expectation that NPAs will work with other bodies to help secure social and economic objectives, but not to incur significant expenditure in doing so.
- 6.13 Section 62 also places a duty on all public bodies and public utility companies to have regard to the purposes of designation in carrying out their work on land within or relating to the National Park. Those bodies are also expected to be able to demonstrate that they have fulfilled this duty.
- 6.14 To achieve positive environmental, social and economic benefits across the National Park, the Core Strategy will maintain the established approach of only meeting specific and identifiable local needs for development such as affordable housing and employment space, where these can be accommodated within the National Park's environmental capacity and need to be met locally. In this way, the special qualities of the National Park can be better protected from the harm that would otherwise be inevitable from meeting the demand, particularly for housing, arising from elsewhere. Only by adopting this approach can National Park purposes be achieved whilst also meeting socio-economic needs of the local communities in a sustainable way. This approach, which recognises the primacy of National Park purposes, is strongly supported by the East Midlands Regional Plan<sup>38</sup>

### **What our other evidence and analysis tells us**

- 6.15 In addition to the conservation purpose of the National Park, we recognise that economic and social well-being are fundamental elements of sustainable development, as embodied within the UK Sustainable Development Strategy<sup>39</sup>. Achieving (more) sustainable development is also a fundamental objective of the spatial planning system.
- 6.16 The Core Strategy must address the full spectrum of matters material to the planning process and local circumstances, including those focused upon social need and driving a healthy

<sup>35</sup> National Parks and Access to the Countryside Act (1949). UK Statute Law Database

<sup>36</sup> Environment Act, (1995) Environment Act.. HMSO

<sup>37</sup> DoE. (1996). Circular 12/96 - Environment Act 1995, Part III: National Parks

<sup>38</sup> GOEM. (2009). East Midlands Regional Plan. TSO

<sup>39</sup> UK Sustainable Development Strategy, 'Securing the Future' (2005)



economy. In the National Park, because of the primacy of purposes over the duty, this may occasionally give rise to real or perceived internal tensions or conflicts between otherwise valid sustainability objectives. When developing spatial policies, social or economic aspirations may appear to be incompatible with furthering National Park purposes. We consider that it is possible and highly desirable to try to meet many of the social and economic needs of communities in the National Park, whilst at the same time conserving and enhancing its special qualities and enabling opportunities for enjoying and understanding it.

- 6.17 There may also be tensions between securing National Park purposes and meeting sustainability aspirations related to matters concerning climate change. This Core Strategy gives significant priority to addressing the urgent issues of reducing the causes of climate change, and mitigating the impacts of changes to climate which are already affecting the National Park, and will increasingly do so over the next century, such as drought, flooding and changes to biodiversity and habitats. See GSP3 and chapter 9

### **Consultation response to options**

- 6.18 We have not previously sought views on this issue.

### **Previous coverage by the Development Plan**

- 6.19 The Structure Plan applied a general strategic policy (GS1), which sought to ensure that all development would be controlled so as to conserve and enhance the valued characteristics of the National Park. The policy also clarified the position in cases of irreconcilable conflict between the two statutory purposes, and included policy on major development in the National Park.

### **Discarded options**

- 6.20 There are no discarded options.

**Preferred approach GSP2 - Dealing with major development****Summary of options presented at the refined options stage**

6.21 No options were offered at the Refined Options stage.

**Preferred policy approach**

- 6.22 Our preferred approach is that the LDF should reaffirm the strong presumption against accepting major development within the National Park, whilst acknowledging the criteria to be met for making exceptions to that assumption. In accordance with national policy, consideration of such applications will include an assessment of the need for the development; the cost of, and scope for developing elsewhere (outside the National Park) or meeting the need in some other way; any detrimental effect on the environment, landscape and recreational opportunities, and how this could be moderated; and the impact of permitting or refusing it upon the local economy.
- 6.23 This policy applies to major development proposals that raise issues of national significance. 'Major development' in the context of the National Park cannot easily be defined. However, the threshold for any proposal to be considered as 'major' is likely to be lower than for locations which are not nationally designated for their natural environmental and recreational value. In addition to road building, the interpretation of what else constitutes a major development will be at the discretion of the National Park Authority, focused upon developments which would have significant environmental impacts and/or be of more than local significance. Challenges to such interpretations will be tested through the statutory planning process or potentially, through the courts.
- 6.24 Very occasionally, proposals for major development may offer direct benefits in furthering the statutory purposes; for example, re-opening railway lines across the National Park may relieve heavy freight road traffic or reduce car trips. In such circumstances, we will consider the proposals in respect of national and regional policy as expressed above, including examination of alternative ways to achieve those benefits. However, even where some benefits may be expected, most major developments would by definition be expected to present significant threats to National Park purposes.

**GSP2: Major development**

Policy will re-affirm established policy to ensure that major developments do not take place within the Peak District National Park. Major development will only be permitted following rigorous consideration of:

- whether the development is in the national public interest, assessed against the national importance of the area;
- whether the need for the development can be met outside the National Park or by an alternative approach to major development;
- the extent to which valued characteristics/special qualities of the National Park are affected;
- whether that effect can be mitigated to an acceptable degree; and
- the implications of refusing or approving the development on the economy and the well-being of the local community.

Where proposals for major development offer the potential to significantly further the achievement of National Park purposes, the same rigorous approach to consideration of the proposals will be applied and a determination made in respect to the net benefit or harm presented. In cases where an overall significant net benefit can be seen to be delivered through major development, every effort to mitigate potential localised harm and compensate for any residual harm of any of the National Park's special qualities would be expected to be secured.

### **National and regional policy context**

- 6.25 The preferred approach conforms to national and regional guidance.
- 6.26 National and regional policy recognises the importance attached to the National Park and its particular sensitivities. Core government policy for National Parks is set out in Circular 12/96 and repeated in Planning Policy Statement (PPS) 7<sup>40</sup>. The Circular makes clear that because of the harmful impacts major development can have on the natural beauty of the National Parks, it should only be permitted in exceptional circumstances. It stresses that proposals should be subject to the most rigorous examination and demonstrated to be in the public interest before being permitted. Such examination would include testing the need for the development in relation to the National Park's national importance, implications for local economic well-being of refusing proposals, the opportunity to develop elsewhere or to meet the need in other ways, and the degree to which landscape and the environment would be affected and the extent to which such effects could be moderated. These requirements apply to all major development proposals which fall within or directly affect National Parks, including transport infrastructure proposals. PPS7 confirms this approach, stating that major developments should not take place in designated areas, except in exceptional circumstances.
- 6.27 The Regional Plan recognises the special status and circumstances of the National Park. It reiterates national policy, emphasising that major developments should not take place within the National Park other than in exceptional circumstances, and only where it can be demonstrated to be in the public interest and it is not possible to meet the need in another way or location.

### **What our other evidence and analysis tells us**

- 6.28 New procedures for handling nationally significant infrastructure proposals, and the establishment of the Infrastructure Planning Commission, may eventually alter the way major developments are considered within the National Park. However, this should not alter the policy position which we adopt in relation to major development proposals.

### **Consultation response to options**

- 6.29 We have not previously sought views on this issue, although consultation responses through preparation of the Core Strategy have not suggested that we should weaken the approach to all development which is set out in the former Structure Plan.

### **Previous coverage by the Development Plan**

- 6.30 The Structure Plan applied GS1 as a general strategic policy which sought to ensure that all development would be controlled so as to conserve and enhance the valued characteristics of the National Park. It also clarified the position in cases of irreconcilable conflict between the two statutory purposes, and furthermore included policy on major development inside the National Park.

### **Discarded options**

- 6.31 There are no discarded options.

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<sup>40</sup> ODPM (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO

**Preferred Approach GSP3 - Sustainable development principles**

**Summary of options presented at the Refined Options stage**

6.32 No options were offered at the last stage. The purpose of this policy is to sign post and demonstrate the ways in which the preferred policy approaches across the plan will contribute to the delivery of a sustainable future for the National Park.

**Preferred Approach**

6.33 Our preferred policy approach to sustainable development is based on government and regional guidance, and aims to recognise the diverse needs and reduce social exclusion whilst conserving and enhancing the valued characteristics of the National Park. It has emerged as a cross-cutting theme and is now woven through all parts of the Core Strategy.

6.34 Spatial policy plays an important role in delivering sustainable development, which in the National Park has an environmental and rural focus, very different to that of urban parts of the region. Government and the Region regard the National Park as a major environmental asset, so there are no strategic allocations of employment land and no housing targets. Other than small scale recycling collection points, waste is dealt with outside the National Park in accordance with the Regional Plan. Development is small-scale in order to relate well to the landscapes within which it sits. Spatial planning is a key part of what we do as an organisation, but, as stewards of a highly valued landscape, we also carry out ecological research; undertake moorland restoration to preserve carbon sinks; assist rural enterprises; and explore innovative ways to reduce carbon emissions.

6.35 Where there are conflicting objectives, greater priority must be given to the protection of the natural beauty, wildlife and cultural heritage of the area, even at the cost of some socio-economic benefits. However, our preferred approach is to find win-win solutions which are socially inclusive; address the needs of our communities; and conserve and enhance the National Park's valued characteristics. We need to plan carefully to mitigate and adapt to climate change, and that means enabling development of an appropriate scale that is sustainable, accessible and inclusive, without compromising the landscape. We all have to go that bit further to find solutions that conserve and enhance the National Park for future generations. This might include, for example, building with local materials in the vernacular tradition; undergrounding electricity cables; using sustainable urban drainage; conserving and enhancing the ecological interest of sites; carrying out archaeological surveys; and fully justifying the need for new development. Our preferred approach is to seek such solutions wherever possible.

6.36 The Sustainability Objectives used to test the Core Strategy provide a clear basis for achieving sustainable development. They allow us to check whether the plan is delivering environmental benefits in terms of conservation, climate change mitigation and adaptation, and social and economic benefits. Baseline information is provided as a key element of Sustainability Appraisal, and provides a clear understanding of the state of the environment and the area's social, economic and housing needs. It helps us to focus on what is or may be changing, the key pressures for change and what is needed to encourage beneficial change and prevent change that is harmful.

<b>GSP3: Sustainable development principles</b>
All development in the National Park must seek to contribute to the sustainable development of the area in delivering this Core Strategy and for the benefit of future generations.
Policy and development should take account of the following principles: <ul style="list-style-type: none"> <li>• Mitigating and adapting to climate change (chapter 9);</li> <li>• Delivering high quality design respecting local distinctiveness (chapters 6 and 7);</li> </ul>

- Fostering access to services and facilities through the location of development (chapters 6 and 13);
- Encouraging social integration in an inclusive environment that considers people's diverse needs regardless of age, gender or disability (chapters 6, 10 and 13);
- Encouraging good health and well-being (chapter 8);
- Supporting appropriate economic development (chapters 8 and 11);
- Championing environmental quality (chapters 6, 7 and 9);
- Seeking development of an appropriate scale (all chapters);
- Addressing the local needs of the National Park's communities (chapter 10);
- Considering the needs of future generations (all chapters);
- Achieving win-win solutions (all chapters).

### National and regional policy context

- 6.37 The principle of sustainable development lies at the core of policies and strategies. It forms an overarching objective that influences all aspects of the Core Strategy. The aim of sustainable development is to ensure a strong, healthy and just society living within environmental limits both now and in the future. A commonly used definition of sustainable development is <sup>41</sup>“development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. The government's Sustainable Development Strategy<sup>42</sup> sets out the strategic framework on Sustainable Development.
- 6.38 Planning Policy Statement (PPS)<sup>143</sup> sets out how sustainable development can be delivered through the planning process, and the supplement to PPS<sup>144</sup> gives further detail on planning's contribution to reducing emissions and stabilising climate change (mitigation), and taking into account unavoidable consequences (adaptation).
- 6.39 The Regional Core Objectives<sup>45</sup> for sustainable development are to:
- ensure that existing housing stock, and new affordable and market housing, address need and extend choice in all the communities in the region;
  - reduce social exclusion;
  - protect and enhance the environmental quality of urban and rural settlements;
  - improve the health and mental, physical and spiritual well-being of the region's residents;
  - improve economic prosperity, employment opportunities and regional competitiveness;
  - improve accessibility to jobs, homes and services;
  - protect and enhance the environment;
  - achieve a step change increase in the level of the region's biodiversity;
  - reduce the causes of climate change by minimising emissions of CO<sub>2</sub>;
  - reduce the causes of climate change, in particular the risk of damage to life and property from flooding and sea level change and decline in water quality and resources;
  - minimise adverse environmental impacts of new developments and promote optimum social and economic benefits.
- 6.40 Reference to the relevant national and regional policy can be found in the corresponding sections of this document as signposted by the preferred approach above.

<sup>41</sup> World Commission on Environment and Development (1987) Our Common Future

<sup>42</sup> HMSO (2005) Securing the Future, The UK Government Sustainable Development Strategy

<sup>43</sup> DCLG (2005) Planning Policy Statement 1: Delivering Sustainable Development TSO

<sup>44</sup> DCLG (2007) Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1.

<sup>45</sup> DCLG (2009) East Midlands Regional Plan (RSS). TSO

### **What our other evidence and analysis tells us**

- 6.41 Sustainability Objectives have been developed (see para. 1.36) to ensure that all likely significant effects on the environment of implementing the Core Strategy are being taken into consideration throughout the plan making process. The Core Strategy must consider as part of the requirements of Strategic Environmental Assessment the following issues: “biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors”.
- 6.42 Reference to the relevant description of evidence and analysis can be found in the corresponding sections of this document as signposted by the preferred approach above.

### **Consultation response to options**

- 6.43 Reference to the relevant consultation responses can be found in the corresponding sections of this document as signposted by the preferred approach above.

### **Previous coverage by the Development Plan**

- 6.44 Previously no overarching sustainable development policies have been included in the Development Plan for the National Park. The Structure Plan<sup>46</sup> established an Environmental Policy, stating that:
- The Board aims to set an example in caring for the environment and avoiding the wasteful use of natural resources;
  - Its first priority is to promote the conservation and enhancement of the living landscape of the National Park;
  - When considering the use of resources, it will aim to Reduce, Re-use and recycle.
- The Structure Plan Examination concluded that policies were, on balance, sustainable.
- 6.45 Within this context, Local Plan policies were developed and underwent an environmental appraisal. The broad effect was to direct much of the expected development to designated Local Plan Settlements, where there was a likelihood of services and facilities remaining viable and jobs being within walking distance of homes or near public transport.
- 6.46 The preferred approach seeks to continue much of these principles but adds further substance to the concept of sustainability by looking more deeply at climate change and natural resource issues, alongside the conservation aims of the National Park.

### **Discarded Options**

- 6.47 No options were previously offered for this preferred approach. Reference to the relevant description of options can be found in the corresponding sections of this document as signposted by the preferred approach above.

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<sup>46</sup> PDNPA (1994) Peak District National Park Structure Plan, page 15 para. 2.19 -2.20

**Preferred Approach GSP4 - Delivering the Spatial Strategy****Preferred Approach GSP4a – Conserving and enhancing National Park landscapes****Summary of the options presented during the Refined Options stage**

6.48 This section considers the best approach to conserving and enhancing National Park landscapes and should be read in conjunction with Chapter 7. Option L1.1 sought more control over development, based on evidence of loss of traditional landscape features, to be achieved through policy and possibly using planning gain to enhance sites degraded by inappropriate management. Option L1.2 sought to retain the Natural Zone as a way of offering landscape protection to areas that are particularly sensitive to change, working alongside the Landscape Strategy (LS) and Landscape Character Assessment (LCA) to ensure only appropriate new development across all landscape types across the whole National Park. Option L1.3 allowed a more flexible approach to landscape change, informed only by LCA and LS. Option L1.4 was not mutually exclusive, but offered potential for additional core policies to conserve and enhance the valued characteristics of landscape including its natural beauty, its valuable biodiversity and geo-diversity and its cultural heritage assets.

**Preferred approach**

- 6.49 The preferred approach would embed the LCA and LS into the Core Strategy, and make them material considerations in planning decisions. The LCA and LS provide the framework and detailed information to enable conservation and enhancement of landscapes and valued characteristics. However, this information should guide rather than prescribe land management decisions. The Natural Zone would remain within this framework because of its proven value and clarity in ensuring strict protection for the wildest and most undeveloped parts of the National Park. Finally, our preferred approach is to have policies to conserve and enhance valued characteristics related to natural beauty, biodiversity and geo-diversity and cultural heritage assets.
- 6.50 The first part of this approach is set out in the GSP4a below. It defines the broad principles and intentions. The second part of the approach is set out in Chapter 7 and shows preferred approaches to guide development management decisions on matters of natural beauty, biodiversity and geo-diversity and cultural heritage.

**GSP4a - Principles for conserving and enhancing the National Park's landscapes**

Proposals for development will only be permitted where they conserve and enhance the valued characteristics and significance of the landscape(s) and its component parts as identified by the adopted Landscape Character Assessment and Landscape Strategy for the National Park.

The principle of development is further guided by the following proposals:

- A. The Natural Zone designation (areas of particular sensitivity with recognised qualities of (actual or perceived) wildness, naturalness, remoteness or tranquillity. This comprises areas of Limestone Dale, Gritstone Moor, Limestone Hill and Heath, and Ancient or Semi-natural Woodland which, in the view of the National Park Authority, are particularly important to conserve. Within these areas, any form of development is likely to detract from the valued characteristics. Development will not be permitted, other than in exceptional circumstances where a suitable, more acceptable location cannot be found elsewhere and it is essential:

- in the national interest; or
- for management of the Natural Zone; or
- for the conservation and enhancement of the National Park's valued characteristics.

B. Across the remainder of the countryside, outside of the Natural Zone, only the following forms of development will be permitted in accordance with Core Policies:
<ul style="list-style-type: none"> <li>• development related to agriculture; forestry; and other rural enterprises in accordance with E1 and H4b, including farm diversification and other rural enterprises in accordance with E1, E4 and E5;</li> <li>• extension of residential buildings;</li> <li>• visiting and enjoying the National Park in accordance with VE1;</li> <li>• the conversion or change of use of traditional buildings for locally needed affordable housing and farm diversification including visitor accommodation in accordance with HC1 – HC7, E1 and E4;</li> <li>• limited mineral working in accordance with Min 1-Min 8;</li> <li>• telecommunications in accordance with T12;</li> <li>• small scale renewable energy for individual or community need in accordance with CC3;</li> <li>• where the effective conservation of buildings of historic or vernacular merit is involved, other uses will be considered if none of the above is viable.</li> </ul>
<p>Indicative Development Management Criteria:</p> <ul style="list-style-type: none"> <li>• development which would not respect, would adversely affect, or would lead to undesirable changes in the landscape or any other valued characteristic or significance of the area, will not be permitted.</li> <li>• appropriate scale, siting, landscaping, building materials, and design to a high standard will be essential if permission is to be granted.</li> <li>• where any building or structure is no longer required for the purposes for which it was approved, and it does not conserve and enhance the National Park, its removal will be required.</li> </ul>

### **National and regional policy context**

- 6.51 European policy<sup>47</sup> requires the provision of information on “relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme”. Plan-making must comply with the European Landscape Convention (ELC), which encourages a joined-up approach through policy and planning in all areas of land use, development and management. National acts of parliament, policy and guidance<sup>48</sup> confirm the primacy of landscape protection in areas designated for their natural beauty. There is no removal of the requirement to conserve and enhance landscape as priority in spite of the pressures by recreational, telecommunications, and renewable energy interests.
- 6.52 Regional policy<sup>49</sup> confirms the need to respect the statutory purposes of National Park designation. The requirement to achieve sustainable development goes hand-in-hand with the principle that the National Park should receive the highest level of protection.

### **What our other evidence and analysis tells us**

- 6.53 A National Park Authority report<sup>50</sup> reveals a number of challenges for future landscape management, whilst a locally commissioned report<sup>51</sup> shows that the high quality environment

<sup>47</sup> European Community (2001)Habitat Directive 2001/42/EEC on the assessment of the effects of certain plans and programmes on the environment

<sup>48</sup> DCLG (2004) PPS7 Sustainable Development in Rural Areas TSO para. 21, para. 15,  
DCLG (2004) PPG8 Telecommunications TSO para 16

DCLG (2004) PPS22 Renewable Energy TSO para. 11, para. 12

<sup>49</sup> GOEM (2009) East Midlands Regional Plan TSO para. 3.3.21, Policy 31

<sup>50</sup> PDNPA (2008) Landscape Character Assessment PDNPA



and landscape of the National Park has a very positive effect on the performance of businesses located there. The National Park Management Plan<sup>52</sup> tells us that land use policies are important to the achievement of wider management objectives for landscape and its valued characteristics. Sustainable Community Strategies also recognise and value the quality of the built and natural heritage in their areas<sup>53</sup>.

### **Consultation response to options**

- 6.54 At the 2007 Issues and Options consultation there were 11 responses to this issue. National environmental organisations generally supported 3.1 or 3.2 (now L1.1 and L1.2), whilst local and business organisations were more inclined to support option 3.3 (now L1.3). The general view was that strategies should be better incorporated into the LDF Core Strategy, but that the valued characteristics remain valid and should be retained. Whilst the fact that the area is a National Park was seen by some as strong justification to tighten policy, on balance we were urged to use our increased knowledge on the quality of these valued characteristics to guide future decision making.
- 6.55 At the 2009 Refined Options consultation, option L1.2 was the most popular with 16 expressions of support. There was a balance of support and opposition to the other 3 options. The broad consensus was that the Natural Zone remains an important precautionary principle for land use decisions, provided it is made clear that exceptional development to aid land management may be appropriate, and the exceptions are clearly laid out. The consensus was also that valued characteristics should be retained and the Landscape Strategy should be used to inform decision making.

### **Previous coverage by the Development Plan**

- 6.56 Chapter 3 of the Structure Plan deals with the conservation and enhancement of the National Park's valued characteristics. Policies C1-4 set out principles for development in the Natural Zone, the rest of the countryside outside the Natural Zone, and towns and villages. Policies C5-17 establish principles for conservation and enhancement of the landscape in relation to land use, and areas and features of particular landscape importance. The Structure Plan gave protection to "wilder areas", which were retained in paragraph 3.7 of the Local Plan under the term 'Natural Zone', meaning "those areas of the National Park that are particularly important to conserve".

### **Discarded Options**

- 6.57 Option L1.1 was discarded because there is insufficient evidence of degradation to justify tighter control or enhancement zones or develop the idea further. Option L1.3 was discarded because people generally want us to conserve and enhance valued characteristics rather than introduce a policy that unduly threatens them.

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<sup>51</sup> SQW consulting (2008) Contribution of the Peak District National Park to the economy of the East Midlands. Final Report para. 3.36.

<sup>52</sup> PDNPA (2006) Management Plan PDNPA page 6, page 5, page36 action 8, page 38 action 4, page 40 action 5, page 58 action 6

<sup>53</sup> Kirklees Partnership (2006) Vision of a Future Kirklees; Community Strategy 2006-2008 Kirklees Partnership page 12 Block 1 Main themes of this block

Derbyshire Dales and High Peak Local Strategic Partnership (2006) The Derbyshire Dales & High Peak Community Strategy for 2006-2009, 'Our Community ... Working Together' Theme 4 Enhancing the Natural and Built Environment

Staffordshire County Council (2008) Our County, Our Vision: A Sustainable Community Strategy for Staffordshire Page 15 Our Environment.

Moorlands Together local strategic partnership (2008) Staffordshire Moorlands Sustainable Community Strategy 2007 – 2020 page 11.

**Preferred Approach GSP4b – The settlement strategy****Summary of the options presented during the Refined Options stage**

6.58 The options for a settlement strategy ranged from approaches encouraging new development in larger settlements only (option S1.1), through to a policy that does not name settlements but determines applications for new development against strict conservation and sustainability criteria (S1.4). In between these two extremes were three other options. S1.2 suggested reviewing the existing list of settlements where development is in principle acceptable, using the criteria specified in the Local Plan Designated Settlements matrix<sup>54</sup>. S1.3 suggested a hierarchy using each settlement's size and role to determine future development levels. S1.5 suggested retaining the current list, but placing different development expectations on each settlement based on the known capacity to accommodate it without harm to valued characteristics or the landscape within which it sits (see appendix 17)

**Preferred approach**

- 6.59 Our objective is to retain a sustainable network of communities and enable development in a way that conserves and enhances the valued characteristics of the National Park. To achieve this our preferred approach is to retain the flexibility provided by a list of settlements, but place different expectations for development dependant on each settlement's known capacity to accommodate it.
- 6.60 We feel that the anticipated levels of development do not warrant the introduction of settlement boundaries (other than for Bakewell) and that proposals for development should continue to be in, or on the edge of settlements. The Bakewell settlement boundary is retained because we feel there is still a need to have a planning tool that would prevent inappropriate and rapid expansion. We also feel that evidence from, for example, village plans, Conservation Area appraisals and the Landscape Strategy should inform decisions on suitable sites.
- 6.61 As part of this preferred approach, we will bring forward a process to assess capacity for all settlements in category B, using baseline evidence from the Strategic Housing Land Availability Assessment, Landscape Strategy, Conservation Area appraisals, and data providing evidence of access to services. We will prioritise site search to settlements where housing need is significantly higher than known capacity to address this through new development, and where we know that the Housing Authority has plans to invest in affordable housing.
- 6.62 As part of the preferred approach and before policy is finalised, all settlements are invited to make a case to be included in, or removed from the list of places named in GSP4b below. Each case will however be considered against:
- an assessment of a settlement's built character and its landscape setting (based on Conservation Area appraisals)
  - access to primary schools and secondary schools
  - access to GPs and hospitals
  - access to a Post Office
  - whether the settlement is within 1 mile of an A or B road
  - whether the settlement has a convenience food shop
  - whether the settlement has a community hall
  - the level of public transport services to and from the village at hours that enable access to jobs and services in other settlements.
  - the capacity for new development based on studies of capacity and planner and conservation officer knowledge.
  - the need for affordable housing

<sup>54</sup> PDNPA (2001) Peak District National Park Local Plan PDNPA page 197

6.63 This preferred approach steers new development to those places that have known capacity to accommodate it, whilst retaining flexibility to give communities a greater stake in the future development of their settlement. It clarifies the expectation for development across all settlements and means that every community has clarity on what scale and type of development could come forward over the plan period. Finally, the preferred approach respects the fact that all National Park settlements exist alongside much larger towns and cities outside the National Park. All of these places have a much greater need, justification and capacity for development whereas all National Park settlements are only capable of accommodating development for locally arising need. In effect, they all lie at the lower end of a much wider cross-boundary hierarchy of settlements, as highlighted in the key diagram.

**GSP 4b: Settlement Strategy**

In order to retain a sustainable network of communities and enable development in a way that conserves and enhances the valued characteristics of the National Park, development will be acceptable in principle according to the following strategy. The selection of named settlements is based on location, size, function, range of services and/or access to services by public transport; and their capacity for new development. Each listed settlement is categorised A or B and the types of development possible for each is outlined. The distinction between A or B is based solely on an assessment of each settlements known capacity to accommodate new development without harm to the built environment and the landscape setting. The need for new development is extremely limited in all settlements and inclusion in Category 'A' does not justify development beyond that outlined in preferred approach HC2. Any settlement not explicitly named, is in category C.

**A.** Schemes of affordable houses (including those of 3 or more), new community facilities, small scale retail and business premises, and community level renewable energy schemes may be accommodated in the following settlements:

Bakewell Baslow Bradwell Great Longstone Hartington Hayfield	Hope Tideswell Tintwistle Waterhouses Youlgrave
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**B.** Developments of 1 or 2 new affordable houses only, new community facilities, small scale retail and business premises, and community level renewable energy schemes may be accommodated in the following settlements:

Alstonefield Ashford Bamford Beeley Biggin Birchover Butterton Calton Calver Castleton Chelmorton Curbar Earl Sterndale Edale	Edensor Elton Eyam Fenny Bentley Flagg Flash Foolow Froggatt Great Hucklow Grindleford Grindon Hathersage High Bradfield Low Bradfield	Holme Kettleshulme Little Hayfield Litton Longnor Middleton by Youlgrave Monyash Over Haddon Parwich Peak Forest Pilsley Rainow Rowsley Sheen	Stanton in Peak Stoney Middleton Taddington Thorpe Tissington Wardlow Warslow Wensley Wetton Winster
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In category B, schemes of 3 or more affordable houses will be permitted only if a detailed study shows there to be increased potential capacity. A study could be triggered by (and form part of) a development application, and would need to be undertaken in a manner agreed with us.

Any proposals for category B settlements of a scale over and beyond that set out in this policy will be expected to look at how the proposed development:

- impacts on the settlement pattern;
- impacts on nearby buildings and structures;
- impacts on the landscape in which the settlement sits.
- meets need derived from that settlement

**C.** Development in all other settlements will be restricted to the following forms:

- development related to agriculture; forestry; and other rural enterprises in accordance with E1 and H4b, including farm diversification and other rural enterprises in accordance with E1, E4 and E5;
- extension of residential buildings;
- development that enables people to enjoy the National Park in accordance with VE1b;
- conversion or change of use of traditional buildings for locally needed affordable housing and farm diversification including visitor accommodation in accordance with HC1 – HC7, E1 and E4;
- small scale renewable energy infrastructure for individual or community need in accordance with CC3;
- telecommunications infrastructure in accordance with T12
- development and alternative uses needed to secure the effective conservation of buildings of historic or vernacular merit, will be considered if none of the above is viable.

**Indicative Development Management Criteria**

- development that would not respect, or would adversely affect, or lead to undesirable changes in the landscape or any of its valued characteristics, will not be permitted.
- appropriate scale, siting, landscaping, building materials, and a high standard of design will be essential.
- where any building or structure is no longer required for the purposes for which it was approved, and it does not conserve and enhance the National Park, its removal will be required.

**National and regional policy context**

6.64 The preferred approach is compatible with the national and regional policy context, and justifies the decision to underpin the Core Strategy with policy focused on the need to conserve and enhance the built environment of the area.

6.65 National policy<sup>55</sup> requires local planning authorities to enable development that delivers strong, vibrant and sustainable communities where people have improved access to jobs, health, education, shops, leisure and community facilities, and open space. Development should offer people the chance to use public transport more and their car less, though it is accepted that in rural areas this requires non-development solutions such as mobile services rather than new

<sup>55</sup> DCLG (2004) Planning Policy Statement 7: Sustainable Development in Rural Areas TSO para. 3, Para1(ii) (iii)

development in very small settlements. This generally requires development to be in or near to local service centres and authorities should state the expectations for development across settlements in the area. It discourages development of homes and businesses outside settlements and designated business areas.

- 6.66 Regional policy<sup>56</sup> requires policy to respect the statutory purposes of National Park designation, and address the social and economic needs of the National Park's communities. It gives the strategic context for determining housing provision, and states that the aims for the Peak Sub-area/Peak, Dales and Park Housing Market Area are to comply with National Park purposes; consolidate the roles of the market towns of Buxton, Matlock and Glossop; and meet affordable housing needs in a way that promotes a more sustainable pattern of development. There is no target for development of any type in the National Park, so the settlement strategy is set against a backdrop of extremely limited development everywhere.

### **What our other evidence and analysis tells us**

- 6.67 Annual Housing Reports<sup>57</sup> demonstrate the delivery of new development appropriate to the needs and capacity of each settlement. In exceptional cases, development has created household spaces in excess of community need in order to save buildings of historic interest such as the mills at Cressbrook and Calver. In no Local Plan Settlements has the delivery of affordable housing been significantly lower than need. An earlier report<sup>58</sup> showed that, the absence of 'site specific' allocations for housing had not adversely affected the level of delivery. However, it did recommend that an assessment of capacity for each settlement would be useful as a guide to best locations for new development. Since 1999, we have done this in some settlements, but the preferred approach will require more detailed village-wide assessments of capacity because known capacity is now so limited in many smaller places.
- 6.68 A recent report<sup>59</sup> generally concludes that National Park designation has not restricted development necessary to achieve viable and thriving communities and a high quality environment. It states that National Park Authorities have correctly interpreted PPS7 and enabled development to meet the social and economic needs of the area whilst conserving the high environmental quality.
- 6.69 The National Park Management Plan<sup>60</sup> requires policies that enable better access to services and more affordable homes for residents, and key Sustainable Community Strategies<sup>61</sup> prioritise provision of affordable housing and better access to services.
- 6.70 Accessibility mapping<sup>62</sup> and an officer audit of facilities and services reveals that the level of services and the accessibility to them is good overall, but that there are pockets of poorer accessibility in the South West Peak and some parts of the White Peak plateau<sup>63</sup> However, irrespective of accessibility to services, the Strategic Housing Land Availability Assessment<sup>64</sup> reveals a widespread shortage of capacity to meet strategic housing need. For many villages

<sup>56</sup> DCLG (2009) East Midlands Regional Plan TSO page 32 policy 8, page 40 Peak Sub area/Peak, Dales and Park HMA

<sup>57</sup> PDNPA (2008) Annual Housing Report PDNPA

<sup>58</sup> Peak District Housing Forum (1998) Delivering Affordable Housing for Local Need in the Peak District. Building Design Partnership.

<sup>59</sup> House of Commons London (2009) Government response to House of Commons Environment, Food and Rural Affairs Committee. *The potential of England's rural economy* HC155 TSO page 4 para. 3

<sup>60</sup> PDNPA (2006) National Park Management Plan PDNPA Pages 12, Page 13

<sup>61</sup> Derbyshire Dales and High Peak LSP (2006) Our Community Working Together. Community Strategy 2006 – 2009 HPBC Theme 2, Theme 5

<sup>62</sup> local bus timetable for October 2008

Edubase [www.edubase.gov.uk](http://www.edubase.gov.uk) Department for children, schools and families

TRUD [www.uktcregistration.nss.cfh.nhs.uk/trud/](http://www.uktcregistration.nss.cfh.nhs.uk/trud/) UK Terminology Centre

PointX data Ordnance Survey.

<sup>63</sup> Good access for this plans purposes means that a supermarket, doctor, pharmacy, post office, primary school and secondary school can be accessed within 30 minutes by public transport and an outpatients department can be accessed within 60 minutes by public transport. Car ownership levels and access to a car is high across the area so in the vast majority of cases people will be able to access these services in considerably less than an hour.

<sup>64</sup> Ekos Arup (2009) Strategic Housing Land Availability Assessment for the Peak Sub Area. Peak District National Park Authority, Derbyshire Dales District Council, High Peak Borough Council.

this means that new buildings would increasingly harm the historic built environment and the wider open landscape.

### **Consultation response to options**

- 6.71 In the 2007 Issues and Options consultation, there were 10 responses to the options for settlement policy. Option S1.3 received the most support, S1.1 received limited support and option S1.2 received no support at all.
- 6.72 In the 2009 Refined Options consultation, we added S1.4 and S1.5 in response to concerns over the relevance of the other 3 options to the National Park and its communities. There were 33 responses, though some did not express a preference for a particular option. The new options received the most support. 11 responses supported option S1.4, mainly parish based organisations, whilst only 1 opposed it. Option S1.5 generated 9 expressions of support, whilst 5 responses opposed it. There was only opposition to options S1.1 (9 responses) and S1.2 (11 responses). S1.3 was supported by 2 responses and opposed by 11 responses.

### **Previous coverage by the Development Plan**

- 6.73 Structure Plan policy stated that development should normally be confined to towns and villages, and should enhance the valued characteristics of the area. Bakewell was defined as the major centre for development in the National Park, and proposals included in the Local Plan to facilitate redevelopment of the town centre have now been successfully completed. Local Plan Policy LC2 lists 63 settlements ('Local Plan Settlements') designated as being able to accommodate development based on the level of services and facilities and their physical ability to absorb new development. This has largely ensured that development has not been widespread across the landscape.

### **Discarded Options**

- 6.74 Option S1.1 was discarded because, on balance, we think it would not enable a sustainable network of communities, and it would threaten the built environment of the larger settlements. Option S1.2 was discarded because we think that the simple re-casting of the 63 settlements list against current criteria is not the best way to achieve a sustainable network of communities. Option S1.3 was discarded because we think that the range of settlements is too narrow in terms of size and function to make useful distinctions for planning purposes. Option S1.4 was discarded because we think that criteria alone would not give sufficient guidance as to what development can happen and where; it is contrary to national and regional guidance; it is likely to encourage proposals for unsustainable development across the area; and it is likely to result in 'planning by appeal' against interpretation of criteria.

## Preferred Approach GSP5 - Securing planning benefits

### Summary of the options presented during the Refined Options stage

- 6.75 No options were raised in the Refined Options consultation. Earlier consultation in 2007 highlighted the following choices: either to channel planning benefits towards the achievement of National Park plans and strategies, or towards social and economic benefits and infrastructure. Other options considered the scope to reflect the priorities for planning benefit used in the various district and county authorities that hold the responsibility for providing services such as schools and parks, or to try to put in place priorities that are common across the entire National Park (although that might imply, for example, different contributions towards school places for development within the National Park than in parts of the same district outside).

### Preferred policy approach

- 6.76 The preferred approach is based on our consideration of legislation, national and regional policy, and the comments made during consultation.

#### **GSP5: Securing planning benefits**

In our use of conditions and legal agreements when planning consent is given, we will continue to bear in mind the benefit that a development can bring directly to its setting, to the implementation of National Park purposes, and to the social and economic well-being of the community.

We will use the terms of any Community Infrastructure Levy that is put in place by constituent County, District and Unitary Authorities, applying it to that part of each authority's area that falls within the National Park.

### National and regional policy context

- 6.77 The preferred approach conforms generally to the following national and regional policies:
- 6.78 National policy<sup>65</sup> recognises that the impact of proposed development may adversely affect people who do not benefit directly, and that local planning authorities can use planning conditions or obligations to ameliorate such impacts. Negotiated benefits need to be clearly related to the development and required to make it acceptable in planning terms<sup>66</sup>. In addition, the Government is developing a system whereby local authorities will be able to impose a more general levy on new development to help fund community infrastructure upon which the development will make demands (the Community Infrastructure Levy or CIL)<sup>67</sup>.
- 6.79 The Regional Plan<sup>68</sup> requires local authorities to work with others to produce delivery plans outlining the infrastructure requirements needed when spatial strategies are implemented. These should include guidance about appropriate levels of developer contributions and the mechanisms for securing them. The Plan advises that there should be an agreed menu of

<sup>65</sup> Office of the Deputy Prime Minister. (2005). Planning Policy Statement (PPS) 1: Delivering Sustainable Development. Published for the Office of the Deputy Prime Minister, under license from the Controller of Her Majesty's Stationery Office. Para 26 (viii). // Office of the Deputy Prime Minister. (2004). The Planning System: General Principles. ODPM Publications. Paras 20 to 23.

<sup>66</sup> Office of the Deputy Prime Minister. (2005). Circular 5.05: Planning Obligations. TSO <http://www.communities.gov.uk/documents/planningandbuilding/pdf/147537.pdf> // Communities and Local Government. (2006). Planning Obligations: Practice Guide. DCLG Publications. <http://www.communities.gov.uk/publications/planningandbuilding/planningobligationspractice>.

<sup>67</sup> Communities and Local Government (2009). Community Infrastructure Levy: Detailed Proposals and draft Regulations (etc). Consultation. Date Accessed 06/08/09. <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1301120.pdf>

<sup>68</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO, paras 3.5.5 to 3.5.7 and Policy 57.

required infrastructure (including green and cultural infrastructure) that considers strategic requirements but is locally owned.

### **What our other evidence and analysis tells us**

- 6.80 Planning consents commonly make use of conditions and legal agreements about specific matters related to development that can provide a form of benefit to wider matters. Examples include requirements to make provision for landscaping, or to develop in such a way that species such as bats are able to make use of the new structure. This is part of the everyday process of planning decision-making and will continue.
- 6.81 In some instances it may be appropriate to agree benefit from new development towards off-site investment that is directly related to National Park purposes (such as habitat, cultural heritage and landscape restoration or enhancement), or to specific local community needs (such as affordable housing - see issue H5, or a new village hall) where they are not best accommodated on the site. The latter would normally be in the occasional larger scale scheme allowed in order to secure conservation and enhancement.
- 6.82 The low rate of development in the National Park is unlikely to result in strategically significant sums of money, but there are general democratic reasons why development within the National Park should contribute towards community infrastructure in the same way that development outside will be expected to. Concerns over systems to collect benefit towards wider community infrastructure are best dealt with by reflecting within the National Park the priorities put in place by each local authority with the responsibility for providing services and infrastructure. That will be the 'fairest system' from the point of view of local democracy in each County, District and Unitary Authority across which the National Park extends. We will, therefore, align our system with that in each CIL applied within constituent district and unitary authority areas adjacent to the National Park. These will take into account relevant district and county level services.

### **Consultation response to options**

- 6.83 Options relating to planning benefit were not considered at the last stage. Earlier consultation in 2007 covered similar ground in relation to planning benefit in advance of Government's development of the CIL concept. It revealed a range of divergent views with some responses suggesting that it should not be applied to small schemes (including housing) or to agricultural diversification; National Park Management Plan strategies are delivered using different funding streams and planning benefit would not provide sufficient additional funds; socio-economic issues are poorly addressed and planning benefit would help provide for affordable housing, other capital investment, and much needed facilities within the National Park if it adopted the priorities already chosen by other authorities; and any planning benefit should be invested as close to the arising development as possible and definitely within the National Park.
- 6.84 Other responses stressed that both social needs and National Park purposes should benefit from legal agreements linked closely to specific circumstances of particular cases. The priorities of the NPMP should be assumed to have taken into account constituent community strategies and should therefore be first amongst equals for decisions about the use of planning benefit

### **Previous coverage by the Development Plan**

- 6.85 The preferred approach builds on current practice, recognising that in some cases planning permission is only appropriate if benefit can be guaranteed by the use of legal obligations<sup>69</sup>.

### **Discarded Options**

- 6.86 No options were raised at the last stage but we have discarded the 2007 option to unify CIL across the whole National Park rather than within the area of relevant authorities.

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<sup>69</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Paragraphs 2.7 to 2.10



## **7. Landscapes and Conservation**

### **Spatial Context and Issues covered**

#### **Why we need to address this spatial theme**

7.1 We are addressing this theme because the National Park is a landscape designation and because Structure Plan conservation policies are now superseded by Regional policy. There is a need for Core Policies which reflect the distinctive characteristics of this National Park and there are subtleties over the need for protection and sensitive management and change that need to be reflected. For example, in the majority of the Dark Peak and Moorland Fringes, the extensive wildlife and habitat designations and Natural Zone coverage means that the highest level of protection applies. Along with the absence of significant settlement, it means that pressure for development is low. However, in the White Peak and Derwent Valley, whilst additional designations and the Natural Zone coverage is less, the valued cultural heritage assets<sup>70</sup> and settlements are more numerous. The number of settlements means that the pressure for development is greater although the cultural landscape is no less sensitive. The South West Peak has some Natural Zone, fewer cultural heritage assets and fewer settlements. However, despite the relative lack of development pressure, the dispersed nature of settlement means that each settlement and the landscape remains sensitive to new development. For these reasons, we introduced the option to retain a core set of conservation policies that apply park wide.

#### **Spatial Aims assisted by policy**

7.2 Achievement of the spatial aims for landscape and conservation will be assisted by policies that enable the conservation and enhancement of valued characteristics (see para.2.3). These are covered by preferred approaches to conserving and enhancing natural beauty, biodiversity and geo-diversity, and cultural heritage assets.

#### **How core policies can help deliver our Spatial Objectives**

7.3 Whilst the landscape designations reinforce protection for some areas, core policies establish the principle of conserving and enhancing valued characteristics 'park wide'.

#### **Relationship to General Spatial Policies**

7.4 General Spatial Policies (GSP) establish the principle for or against development in three broad areas of the National Park. These are the Natural Zone, settlements named in policy, and everywhere else. With the principle established, decisions on development proposals are then informed by core policies for landscape and conservation. These are particularly important because they require all landscapes to be conserved and enhanced, and enable us to resist speculative proposals for development outside the Natural Zone and named settlements. They enable us to reinforce the principle that conservation and enhancement of landscape is of primary importance.

#### **Summary of issues covered**

7.5 The landscape theme originally considered two key issues. One focussed on the best means of conserving landscapes and creating an appropriate framework for future management of sensitive change. The other focused on the management of the recreation across National Park landscapes in order to fulfil the other core purpose of national park designation. In response to stakeholder views, we have separated these themes and created two better-focused areas of spatial policy. This chapter is therefore solely concerned with conservation of valued characteristics of landscapes as a direct means of discharging our conservation purpose.

<sup>70</sup> DCLG (2009) Consultation paper on a new Planning Policy Statement: Planning for the Historic Environment Page 24 Annex A

## Preferred Approach L1 – Natural beauty

### Summary of the options presented during the Refined Options stage

- 7.6 Four Refined Options were offered. Option L1.1 sought more control over development in the landscape based on evidence of loss of traditional landscape features. This would be achieved through policy and possibly using planning gain to enhance sites degraded by inappropriate management. Option L1.2 sought to retain current levels of landscape protection by ensuring only appropriate new development, informed by the Peak District Landscape Character Assessment (LCA) and Landscape Strategy (LS). The Natural Zone would be retained to clarify that rigorous landscape protection would continue to apply to areas that are particularly sensitive to change. Option L1.3 would allow a more flexible approach to landscape change across the National Park as a whole, informed by LCA and LS. These tools to manage development are likely to be more restrictive than current policy in some cases and less restrictive in others. Option L1.4 was not mutually exclusive to the previous 3 options but offered potential for additional core policies to conserve and enhance the valued characteristics of landscapes as opposed to one broad landscape policy. On this basis options L1.2 and L1.4 are preferred.

### Preferred policy approach

- 7.7 Our preferred approach is to retain valued characteristics; embed new detail on landscape character; and retain the Natural Zone to ensure protection of landscapes that are particularly sensitive to change. The following policies focus on valued characteristics and would be used to assess proposals for development across all landscape types.

#### L1a - Conserving and enhancing natural beauty

In accordance with GSP1 and GSP4a, all development should seek to conserve and enhance the natural beauty of landscape and its valued characteristics including quiet enjoyment; wildness and remoteness; visual distinctiveness and diversity, naturalness; tranquility, dark skies, wildlife and plants; clean earth, air and water; its cultural heritage of history, archaeology, customs and literary associations; and any other features which make up its special quality and sense of place.

#### The overall strategy for the Dark Peak

*Protect the remoteness, wildness, open character and tranquillity of the Dark Peak landscapes, and manage these landscapes to mitigate the impacts of climate change.*

The Dark Peak is a sparsely settled area of gritstone uplands lying at the southern end of the Pennine Hills. The area comprises an extensive upland plateau with steep gritstone slopes, that drop away to lower lying slopes, wooded cloughs and deep valleys, some of which have been flooded to create large reservoirs. The Dark Peak has long been influenced by human activity but retains a distinctly tranquil and remote character. It contrasts sharply with the adjoining limestone uplands of the White Peak and is named because of the dark hues created in the landscape by the peat moors and exposed gritstone.

#### The overall strategy for the Eastern Moors

*Protect and manage the open upland landscapes; seek opportunities to manage and enhance cultural heritage, biodiversity, recreational opportunities and tranquillity whilst maintaining the open character; and manage the landscapes to mitigate the impacts of climate change.*

The Eastern Moors is a sparsely settled area of gritstone uplands lying to the south-east of the Dark Peak plateau. The area is a continuation of these Dark Peak uplands but at a

somewhat lower landscape with a narrower moorland top and main western shelf, and a greater proportion of enclosed moorland. The plateau has a rich cultural heritage, with significant evidence of different periods of human activity. There are open views over the city of Sheffield and the lower lying eastern landscape.

#### **The overall strategy for the Dark Peak Yorkshire Fringe**

*Protect and manage the tranquil pastoral landscapes and the distinctive cultural character through sustainable landscape management; seek opportunities to enhance recreation opportunities, woodlands, wildness, and diversity of more remote areas.*

The Dark Peak Yorkshire Fringe is a pastoral landscape of valleys and slopes, enclosed fields and woodland, lying to the east of the Dark Peak and Eastern Moors. It is strongly influenced by the more settled areas to the north and east. The landscape is sparsely settled and comprises upland areas that have largely been enclosed. In places, it has retained its sense of remoteness. Sloping land is often well wooded and this characteristic defines the upland edge along the margin of the Dark Peak.

#### **The overall strategy for the Dark Peak Western Fringe**

*Protect and manage the settled, cultural character and the biodiversity and recreational resources of these landscapes through sustainable landscape management, whilst maintaining strong cultural associations with the Dark Peak landscapes.*

The Dark Peak Western Fringe comprises the sloping and lower-lying landscapes of the Goyt, Etherow and Tame valleys. It contrasts with the Dark Peak in that, although it includes enclosed moorland landscapes, it is more settled and has been cultivated to a much greater degree than the adjoining wilder uplands. The settlements have a strong visual association with the Dark Peak and this should be maintained. Mills are a prominent feature of this area, exploiting local power sources: firstly employing the streams for power, and from the 18th century using coal mined locally.

#### **The overall strategy for the White Peak**

*Protect and manage the distinctive and valued historic character of the settled, agricultural landscapes, while seeking opportunities to enhance the wild character and diversity of remoter areas.*

The White Peak is an area of settled uplands lying on both sides of the boundary between Derbyshire and Staffordshire at the southern end of the Pennine Hills. The underlying limestone geology has a dominant and unifying effect on the character of the White Peak. This unity is emphasised by the recurrent visual themes of the high open plateau, stone walls, pastoral farmland and nucleated villages built of local stone, which create a strong landscape character. The region comprises an elevated limestone plateau dissected by deeply cut dales and gorges, which contrast strongly with the adjoining landscapes of the Dark Peak, South West Peak and Derbyshire Peak Fringe.

#### **The overall strategy for the Derwent Valley**

*Protect and manage the settled, agricultural character of these landscapes, seeking opportunities to enhance wooded character, cultural heritage and biodiversity; manage floodplain landscapes to increase flood storage and enhance biodiversity.*

One of the more conspicuous features of the Peak District is the settled, well-wooded, lower-lying agricultural landscapes associated with the valley of the River Derwent and its tributaries the Wye and Noe. The Derwent Valley character area separates the limestones of the White Peak from the prominent gritstone edges of the Eastern Moors to the east and high moorland of the Dark Peak to the north. These areas include the broad Hope Valley

with the River Noe, flowing southward to pick up the Wye Valley on its route through to Matlock. The area also includes the discreet areas of low gritstone uplands and ridges that lie between the Derwent and Wye rivers between Stanton and Hassop. It also includes a much higher and larger gritstone-influenced area centred on Abney, which is identical in character to the Eastern Moors.

**The overall strategy for the Derbyshire Peak Fringe**

*Protect and manage the tranquil pastoral landscapes and distinctive cultural character through sustainable landscape management, seeking opportunities to enhance woodlands, wetlands, cultural heritage and biodiversity.*

The Derbyshire Peak Fringe has an intermediate character, and occupies a transitional zone between the uplands of the Peak District to the north and west and the rural lowlands of Derbyshire to the south and east. The eastern parts are strongly influenced by the urban centres of Chesterfield and Sheffield. The region has a distinctly undulating pastoral landscape of slopes and valleys with clustered settlements and scattered farmsteads.

**The overall strategy for the South West Peak**

*Protect and manage the distinctive historic character of the landscapes through sustainable landscape management; seek opportunities to celebrate the diverse landscapes, whilst enhancing recreation opportunities, woodlands, wildness and diversity of remoter areas.*

The South West Peak is an area of upland and associated foothills in the south-west part of the National Park. It has a long history of human influence, evidenced by the historic settlement pattern, field boundaries and other cultural heritage features. This has resulted in the distinctive dispersed settlement pattern of farmsteads and villages built of local stone. There are extensive areas that have maintained a sense of tranquility and remoteness.

**Indicative Development Management Criteria**

Where development is permitted it must:

- be of appropriate siting, scale and design
- conserve or enhance the valued characteristics of the landscape in which it is located, together with any associated impact on adjoining landscape character areas.
- have strict regard to landscape characteristics defined in the Landscape Character Assessment (summarised below) and Landscape Strategy:

**L1b - Trees, woodlands, hedgerows, stone walls, field barns and other landscape features**

Other than in exceptional circumstances, development will not be permitted where it is likely to lead to the loss of or damage to important trees, woodlands, hedgerows, stone walls, field barns or other landscape features. This principle particularly applies where the landscape features are covered by a Tree Preservation Order, are within a Conservation Area, or are an important hedgerow under the Hedgerow Regulations 1997.

**Indicative Development Management Criteria**

Where development is permitted it must:

- provide adequate mitigation
- include measures to compensate for any residual losses, including provision of adequate space for appropriate replacement trees.

### **L1c - Landscape enhancement and improvement**

#### **Indicative Development Management Criteria**

Where development is permitted it must:

- be of appropriate scale, nature and siting
- enhance the landscape
- incorporate features that would enhance the valued characteristics of the area. (guided particularly by the Peak District Landscape Character Assessment and Landscape Strategy)
- where appropriate, treat or remove undesirable features or buildings.
- conserve the valued characteristics of the site and its surroundings.

### **National and regional policy context**

- 7.8 European policy<sup>71</sup> now underpins national policy. It requires the provision of information on relevant aspects of the current state of the environment, and its likely evolution without implementation of the plan or programme. Compliance with European convention<sup>72</sup> is a requirement in all plan making, encouraging a joined-up approach through policy and planning in all areas of land use, development and management. National policies<sup>73</sup> emphasise the need to map out, and then conserve and enhance landscapes of natural scenic beauty, in addition to identifying, conserving and enhancing areas with national, regional and local designations. In National Parks, policies must recognise that the scenic beauty of landscapes has the highest level of protection, and good siting and design is essential for all development. The policy approach to protecting and enhancing the natural environment is considered an essential part of facilitating and promoting sustainable rural development.
- 7.9 The Regional Plan vision<sup>74</sup> is for a rich, diverse and attractive natural and built environment and cultural heritage. Policy 8 confirms that the preparation of policies and programmes in and around the Peak Sub-area should help to secure the conservation and enhancement of the National Park, respecting the statutory purposes of its designation, which include the conservation and enhancement of natural beauty. Policy 1 also states that to achieve sustainable development all policies and programmes should protect and enhance the environment by sensitive use and management of the region's natural, cultural and historic assets, giving particular attention to designated assets of international or national importance. Policy 31 promotes the highest level of protection for the nationally designated landscapes of the Peak District National Park.

<sup>71</sup> European Community (2001) Habitat Directive 2001/42/EEC.

<sup>72</sup> Council of Europe (2000) European Landscape Convention.

<sup>73</sup> ODFM. (2005). Planning Policy Statement 1: Delivering Sustainable Development. TSO. Para 5.

HMSO (1995) Environment Act Part 3 and Circular 12/96 National Parks

HMSO. (2005). The Wildlife and Countryside (Amendment) Act. TSO. Section 43-(1) (a).

HMSO. (2006). The Natural Environment and Rural Communities Act. TSO. Para 99.

DCLG. (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO. Page 6 (i).

DCLG. (2001). Planning Policy Guidance 8: Telecommunications. HMSO. Para. 24.

DCLG (2008). Planning Policy Statement 12: Local Spatial Planning. TSO. Para. 8.1.

<sup>74</sup> GOEM. (2009) East Midlands Regional Plan. Para 1.1.4 and policies 1(g) & 31.

### **What our other evidence and analysis tells us**

7.10 In earlier consultations, stakeholders thought that valued characteristics should remain in the new plan. They include landscape, because for many people the landscape itself is what they particularly value as opposed to its individual components. Their retention is further justified by evidence<sup>75</sup>. This shows that whilst in general, the wild and undeveloped nature of the Natural Zone remains, some areas are not in favourable condition. For example, there has been some loss of traditional and valued landscape features such as dry-stone walls and hay meadows.

### **Consultation response to options**

7.11 In the 2007 Issues and Options consultation there was only 11 responses to the options for landscape policy. 3 consultees responded to option L1.1 with 2 stating that this was their preferred option. 5 consultees responded to option L1.2 with 2 consultees stating that this was their preferred option. 5 consultees responded to option L1.3 and all stated that this was their preferred option.

7.12 In the 2009 Refined Options consultation, option L1.1 generated 10 responses and 3 expressions of support. Option L1.2 generated 25 responses and 16 expressions of support. Option L1.3 generated 11 responses and 6 expressions of support.

7.13 Option L1.4 could be taken irrespective of the views on the other 3 options. In the 2009 Refined Options consultation, it generated 9 expressions of support mainly from conservation organisations. 8 business and parish organisations opposed the option because they felt it would prevent what they consider to be necessary evolution of the landscape.

### **Previous coverage by the Development Plan**

7.14 Previous Structure Plan policy<sup>76</sup> dealt with the conservation and enhancement of the National Park's valued characteristics. Policies C1 to C4 set out principles for development in three areas: the Natural Zone; the rest of the countryside outside the Natural Zone; and town and villages. Policies C5 to C17 established principles for conservation and enhancement of the landscape in relation to land use activities, and areas and features of particular landscape importance. Existing Local Plan policies will continue to apply until detailed criteria is reviewed and adopted in the Development Management DPD. Moreover, there will be opportunity for Landscape Character descriptions to inform the reviews of other SPD's such as those covering renewable energy installations and farm buildings.

### **Discarded Options**

7.15 Option L1.1 is discarded because there is insufficient evidence of degradation to justify tighter control or enhancement zones. However, the planning gain element of this option is retained as a tool to secure conservation and enhancement across a range of policy areas (see GSP5 on page 19). Option L1.3 was discarded because people generally support the need for strong protection in principle for the wilder parts of the National Park. However, discarding this option is not intended to undermine the importance of the LCA and LS and these have a valuable role to play alongside this policy of 'in principle' protection.

<sup>75</sup> PDNPA (2008) A living landscape growing together. Peak District Biodiversity Action Plan Mid Term Review 2001-2007. PDNPA. Page 26.

<sup>76</sup> PPJPB (1994) Peak National Park Structure Plan. Page 22 issue 1 paras 3.12 -3.14.

**Preferred Approach L2 – Biodiversity & geo-diversity**

**Summary of the options presented during the Refined Options stage**

7.16 Conservation and enhancement of biodiversity is a statutory requirement under the Environment Act 1995, so options presented during the Refined Options stage focused not on whether we ought to do this but on how we ought to do this. Options considered the relative merits of using purely an LCA based approach to conservation, and whether there was a need a additional conservation policies. The detail of options raised is set out in preferred approach L1 at paragraph 7.6.

**Preferred policy approach**

7.17 Our preferred approach is to have policies that clarify how we will conserve and enhance the valued characteristics of biodiversity and geo-diversity. These would underpin a broader landscape policy that embeds landscape character and retains the Natural Zone. This approach would conform to national planning guidance; afford appropriate protection to sites or features of importance both inside and outside the Natural Zone; and ensure that the importance of biodiversity and geo-diversity is recognised. Under this approach, all development decisions should help achieve a net gain in biodiversity and geo-diversity. This would be achieved through conservation, enhancement, restoration or creation of national, regional and local BAP priority habitats and species, and/or other high quality semi-natural habitats, species or geo-diversity features of national or local importance.

7.18 The preferred approach will also help adaptation to climate change by safeguarding existing habitat networks, corridors and ‘stepping stones’. It will also safeguard sites and areas with significant potential for biodiversity enhancement or habitat creation. (see preferred approach CC5) Biodiversity Opportunity Mapping will also help define these areas.

<b>L2 - Sites of biodiversity or geo-diversity importance</b>
<p>Other than in exceptional circumstances, development will not be permitted where it is likely to adversely affect a site or feature (or its setting) or species which has statutory designation or is of international or national importance, including:</p> <ul style="list-style-type: none"> <li>(i) Sites of Special Scientific Interest (SSSIs)</li> <li>(ii) National Nature Reserves (NNRs)</li> <li>(iii) Species listed under the schedules 1, 5 or 8 of the Wildlife and Countryside Act 1981 or subsequent legislation or reviews</li> </ul> <p>Proposals likely to affect designated or candidate sites of international importance known collectively as Natura 2000 sites, comprising Special Areas of Conservation (SACs) and Special Protection Areas (SPAs), are subject to separate statutory procedures designed to provide the highest levels of safeguarding. In line with government guidance, specific policies in respect of these sites are not included, although the sites will be shown on a proposals map to be produced alongside a development management policy document.</p>
<p>In addition, development will not normally be permitted where it is likely to adversely affect any other site, feature or species of ecological, geological or geomorphological importance or its setting, including:</p> <ul style="list-style-type: none"> <li>(i) Local Nature Reserves</li> <li>(ii) Local Wildlife Sites or their equivalent</li> <li>(iii) Regionally Important Geological Sites</li> <li>(iv) National, Regional or Local Biodiversity Action Plan priority habitats or species</li> <li>(v) Significant populations of national or local Red Data Book or Notable species</li> <li>(vi) Sites of importance for, or significant potential to provide, linkages, stepping stones or corridors between national or local priority habitats, populations of priority species or other important features</li> </ul>

The likely effects of development proposals will be considered both individually and in combination with other proposed or previous developments.

#### **Indicative Development Management Criteria**

Where development is permitted, it must:

- be of appropriate type and scale
- be appropriately sited
- create or enhance wildlife and/or geo-diversity features, guided particularly by local Biodiversity and Geo-diversity Action Plans.
- improve the natural processes on which these features depend, and the populations of naturally occurring species that they support.
- Include measures to avoid or minimise any adverse impacts to valued characteristics,
- include adequate compensatory measures for residual impact
- include measures to record features of importance before they are lost or damaged.

### **National and regional policy context**

- 7.19 National policy<sup>77</sup> states that LDFs should indicate sites of biodiversity and geo-diversity designation; distinguish between national, regional, and local designations; and put in place policies to help restore or create priority habitats in line with national and regional biodiversity action plans. Policies should enable the conservation of sites and areas designated for the value of their biodiversity.
- 7.20 Regional policy<sup>78</sup> states that “there should be a net increase in the quality...and quantity of environmental assets generally”. It also states that Local Authorities, statutory environmental bodies and developers should work with the voluntary sector, landowners and local communities to implement the Regional Biodiversity Strategy and deliver a major step-change increase in the level of biodiversity across the region.

### **What our other evidence and analysis tells us**

- 7.21 Local evidence<sup>79</sup> shows that the greatest gains in the quality of wildlife habitats have been made where projects such as ‘Moors for the Future’, and liaison with land managers has led to agreement and implementation of moorland management plans in areas of high biodiversity value. In areas where land ownership is more fragmented and land management less closely aligned to conservation objectives, it has proved harder to make and measure gains. A baseline assessment shows that over-grazing, inappropriate moorland burning and use of fertilisers and pesticides on grassland have adversely affected biodiversity<sup>80</sup>. However, some planning tools<sup>81</sup> have helped ensure species conservation when development might otherwise have threatened their survival.

<sup>77</sup> HMSO. (2006). The Natural Environment and Rural Communities Act. Part 3 Para 40 (1).

DCLG. (2005). Planning Policy Statement 9: Biodiversity and Geological Conservation. TSO. Para 5(i).

ODPM. (2005). Planning Policy Statement 1: Delivering Sustainable Development. TSO. Para 5.

ODPM. (2005). Planning Policy Statement 9: Biodiversity and Geological Conservation. TSO. Para.5(i).

DCLG. (2004). Planning Policy Statement 12: Creating Strong Safe and Prosperous Communities through Spatial Planning. TSO. Para 8.1.

<sup>78</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policies 26 and 29.

<sup>79</sup> PDNPA. (2008). A living landscape growing together. Peak District Biodiversity Action Plan Mid Term Review 2001-2007. Page 26.

<sup>80</sup> Land Use Consultants. (2008). Sustainability Appraisal Strategic Environmental Assessment, Second Draft Scoping Report. PDNPA. Page 35 table 4.1.

<sup>81</sup> PDNPA. (2005). Conservation and Development Practice Note: Protected Species and development in the Peak District National Park.



**Consultation response to options**

7.22 A summary of responses on landscape options is provided in paragraphs 7.11 to 7.13

**Previous coverage by the Development Plan**

7.23 Previous Structure Plan policy<sup>82</sup> dealt with the conservation and enhancement of valued characteristics. Policies C5 to C17 established principles for conservation and enhancement including sites of wildlife, geological and geomorphological importance. Existing Local Plan policies will be used until subsequent detailed criteria is reviewed and adopted in the Development Management DPD.

**Discarded Options**

7.24 The approach to discarding options is in paragraph 7.15.

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<sup>82</sup> PPJPB. (1994). Peak National Park Structure Plan. Page 22 issue 1 paras 3.12 -3.14.

## Preferred Approach L3 – Cultural heritage assets

### Summary of the options presented during the Refined Options stage

- 7.25 Conservation and enhancement of the National Park's cultural heritage assets is a statutory requirement under the Environment Act, so options focused less on whether we ought to do this and more on how. Options considered whether a landscape character based policy was sufficient, and whether there was a continued need for the Natural Zone designation and a detailed suite of conservation policies. The detail of options raised is set out in preferred approach L1 at paragraph 7.6

### Preferred policy approach

- 7.26 On balance, the preferred policy approach is to retain the Natural Zone and use the LCA and LS to give greater definition to the different components that make up landscape character. However, we feel that further core policies are still necessary to conserve and enhance particular valued characteristics including cultural heritage assets. The approach to these is set out below.

#### L3a - Cultural heritage assets

Development that will affect the significance<sup>83</sup> of cultural heritage assets will be determined in accordance with GSP4a and GSP4b and must conserve and enhance their significance.

#### **Indicative Development Management Criteria**

Development that affects cultural heritage assets must:

- respect, and where possible enhance the significance of the assets including important open spaces, the townscape context, and the wider landscape setting;
- not adversely affect the significance of these assets
- preserve, and where possible enhance the valued characteristics of Conservation Areas
- be of appropriate scale
- be appropriately sited
- be appropriately landscaped
- use appropriate building materials
- be of a design that follows advice in the National Park Authority's Design Guide and subsequent and associated design guidance.

#### L3b - Evaluating assets of archaeological, architectural, artistic or historic significance

In all cases involving cultural heritage assets with a statutory designation or an international, national or regional interest, and otherwise as appropriate, an evaluation of the proposals' impact on these interests will be required, to specifications approved by the Authority, before any relevant planning application is determined.

<sup>83</sup> DCLG (2009) Consultation paper on a new Planning Policy Statement: Planning for the Historic Environment Page 24 Annex A

**L3c – Listed buildings and other buildings of historic or vernacular merit**

The effective conservation of all buildings of historic or vernacular merit including stone barns will be pursued in accordance with GSP4a by ensuring that their continued use is suited to the conservation of the buildings themselves and to their locations, and by ensuring that, wherever possible, they are suitably adapted to withstand the impact of climate change. Development that adversely affects the particular merits of such a building will not be permitted. Change of use of listed agricultural buildings to residential use (including holiday accommodation other than a camping barn) will not be permitted. Other than in exceptional circumstances, development, demolition or other work requiring listed building consent will not be permitted.

**Indicative Development Management Criteria**

Where development is permitted, the developer will be required to:

- preserve and where possible enhance the significance of the listed building's features of special archaeological, architectural, artistic or historic significance or its setting

**L3d – Assets of archaeological, architectural, artistic or historic significance**

Other than in exceptional circumstances, development affecting cultural heritage assets, will not be permitted if it would adversely affect an asset (or its setting) that has statutory designation or international, national, regional or local significance.

In addition, development will not be permitted where it would result in loss of, or damage to, any other asset of archaeological, architectural, artistic or historic significance or its setting will not normally be permitted.

**Indicative Development Management Criteria**

Where development is permitted, the developer will be required to:

- minimise its impact
- record, safeguard and enhance the significance of the assets where appropriate

**L3e - Significant parks and gardens**

Development that would adversely affect the significance of parks and gardens will not be permitted.

**National and regional policy context**

- 7.27 National policy<sup>84</sup> states that planning authorities should designate and review Conservation Areas, and should have special regard for the preservation of listed buildings and scheduled monuments. It also requires nationally registered parks and gardens to be considered as a material consideration in planning decisions, and other areas such as sites of archaeological interest and the wider historic landscape should be important factors in decision-making. Overall, the conservation of the cultural heritage plays an integral part in the delivery of sustainable development. A joint guidance document<sup>85</sup> sees spatial planning as a major opportunity to strengthen links between LDFs and a range of other plans and strategies such as our Cultural Heritage Strategy. Other guidance<sup>86</sup> states that beyond heritage designations, an understanding of heritage values should be the basis for making sound decisions about the future of cultural heritage assets.
- 7.28 Regional policy<sup>87</sup> states that sustainable development should include the protection, appropriate management and enhancement of the region's cultural heritage, and that internationally and nationally designated historic assets should receive the highest level of protection. Policy seeks to increase the quality and active management of historic assets in ways that also promote adaptation to climate change. Policy requires planning authorities to identify and assess the significance of historic assets and their settings; to understand their contribution to the landscape or townscape; to encourage the sensitive refurbishment and re-use of disused or under-used buildings of historic or architectural merit; to promote the use of local building materials; and to recognise the opportunities to enhance tourism and develop the potential of historic sites as part of green infrastructure. We consider that core policies across landscape and conservation, economy, climate change, and the visiting and enjoyment of the National Park demonstrate conformity to regional policy on cultural heritage.

### **What our other evidence and analysis tells us**

- 7.29 Local evidence<sup>88</sup> confirms the need for strong protection at national and regional level to cascade down to Local Development Frameworks. Other evidence<sup>89</sup> shows a continuing trend in loss of dry-stone walls. These are either left to deteriorate or actively removed to make the land easier to manage. The loss of lead mine surface 'remains' continues, because of agricultural practices and, particularly, commercial exploitation of their mineral content. There are 457 Scheduled Monuments (2006/7), a figure which has remained fairly constant between 2000 and 2004. The condition of registered Scheduled Monuments has improved significantly between 2001 and 2003. The total number of Listed Buildings within the National Park has increased since 1998/99 to 2901 at the end 2008/09. None have been de-listed since 2000/01 when 2 buildings were taken off of the register due to alterations. The number of Listed Buildings 'at risk' has remained a low percentage of the total (6.6%).<sup>90</sup>

### **Consultation response to options**

<sup>84</sup> Act. (1990). Planning (Listed Buildings and Conservation Areas) Act. TSO. Sections 66(2), 69.  
 Act. (1979). Ancient Monuments and Archaeological Areas Act. OPSI.  
 Act. (1979). Ancient Monuments and Archaeological Areas Act. OPSI. Section 1 Schedule of monuments.  
 Act. (1953). Historic Buildings and Ancient Monuments Act 1953 (inserted by section 33 of, and para. 10 of Section 4, to the National Heritage Act 1983). OPSI. Section 8C.  
 Act. (1991). Town and Country Planning (Development Plan) Regulations. OPSI.  
 DOE. (1994). Planning Policy Guidance 15: Planning and the historic environment TSO. Para. 2.1.  
 DOE. (1990). Planning Policy Guidance 16: Archaeology and Planning TSO. Para 15.  
 ODPM. (2005). Planning Policy Statement 1: Delivering Sustainable Development. TSO. Para 5.  
<sup>85</sup> David Tyldesley and Associates. (2005). Environmental Quality in Spatial Planning. The Countryside Agency, English Heritage, English Nature, Environment Agency.  
<sup>86</sup> English Heritage. (2008). Conservation Principles Policies and Guidance for the Sustainable Management of the Historic Environment. English Heritage. Para 23.  
<sup>87</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policies 26 and 27.  
<sup>88</sup> PDNPA. (2005). Peak through Time: Cultural Heritage Strategy for the Peak District National Park. PDNPA. Page 5 Strategic Context.  
<sup>89</sup> PDNPA. (2004). State of the National Park Report Cultural Heritage 2004 update. Page 1, para. 11: trends.  
<sup>90</sup> PDNPA. (2009). National Park Management Plan Annual Monitoring Report 2008/09.

7.30 A summary of responses on landscape options is in paragraphs 7.11 to 7.13.

**Previous coverage by the Development Plan**

7.31 Previous Structure Plan policy<sup>91</sup> dealt with the conservation and enhancement of the National Park's valued characteristics. Policies C5 to C17 established principles for conservation and enhancement including evaluating sites and features of special importance, listed buildings and other buildings of historic or vernacular merit, sites of historic, archaeological, or cultural importance and important parks and gardens.

**Discarded Options**

7.32 The approach to discarding options is in paragraph 7.15

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<sup>91</sup> PPJPB. (1994). Peak National Park Structure Plan. PPJPB. Page 22 issue 1 paras 3.12 -3.14.

## 8. Visiting and enjoying the National Park

### Spatial Context and Issues covered

#### Why we need to address this spatial theme

8.1 National Park Authority responsibilities are clearly set out in the Environment Act 1995<sup>92</sup>, where the second statutory purpose is to promote opportunities for the understanding and enjoyment of the special qualities of their areas by the public. Circular 12/96<sup>93</sup> accepts that it will not be appropriate for all forms of recreation to take place in every part of the National Parks, but goes on to say that the government does not accept that particular activities should be excluded from throughout the National Parks as a matter of principle. The government accepts that conflicts between recreation and conservation will be resolved by co-operation, careful planning and positive management strategies.

#### Spatial Aims assisted by policy

8.2 Our Spatial Aim for promoting recreation and understanding is that by 2026 a network of high quality, sustainable sites and facilities will have encouraged and promoted increased enjoyment and understanding of the National Park, by everybody including its residents and surrounding urban communities.

#### How Core Policies can help deliver our Spatial Objectives

8.3 Policies for visiting and enjoying the National Park will contribute to achieving our spatial aims and objectives in the following ways:

8.4 In the Dark Peak and Moorland fringes, policy will encourage:

- the development of appropriate recreation facilities and infrastructure whilst protecting the quiet enjoyment of moorland and wilderness areas;
- the provision of facilities as a springboard for people to enjoy the National Park, in villages and key sites which have good access to resources such as climbing edges and mountain bike routes;
- developments which facilitate recreational use in areas such as Dovestone, Holmfirth and Penistone, which offer good connections to wild landscapes from the neighbouring urban areas of Oldham, Huddersfield and Sheffield.

8.5 In the White Peak and Derwent Valley, policy will support:

- the development of infrastructure in locations such as Bakewell, Castleton and Dovedale, which attract large numbers of people and offer good access to a wide range of recreational opportunities, to help people begin to understand and enjoy the National Park;
- the provision of facilities in villages and key sites which are a focus for active recreation, such as the Hope Valley;
- low-key facilities with limited signage and interpretation in areas such as the Matlock fringe, which offer good connections to quiet landscapes from neighbouring urban areas.

8.6 In the South West Peak, policy will:

- seek to improve access and provide robust infrastructure in places used regularly for active recreation, such as the Goyt and Manifold Valleys;
- encourage the provision of appropriate facilities, information and interpretation at 'gateway' sites.

8.7 Throughout the National Park, the Core Strategy will support the provision of recreation, environmental education and interpretation developments which encourage the sustainable

<sup>92</sup> Her Majesty's Government. (1995). The Environment Act 1995. Section 61.

<sup>93</sup> Department of the Environment. (1996). Circular 12/96 Environment Act 1995, Part III: National Parks.

enjoyment of the National Park; are based on its valued characteristics, are appropriate in scale and type, and maintain and strengthen its recreation function for the benefit of communities within and surrounding it. We will work with partner authorities and organisations to improve provision in locations close to the National Park boundary.

### **Relationship to General Spatial Policies**

- 8.8 Sustainable development principles will be important in locating recreation proposals, particularly in the more remote or sensitive areas of the National Park. Their location should also be related to their purpose of enabling everybody to enjoy and understand the National Park's valued characteristics, so developments may be justified in either village or countryside locations. Ease of access to sustainable transport opportunities will also be a key factor.
- 8.9 All developments should be sited and designed to respect local distinctiveness and minimise environmental impact. They may also bring economic benefits, although this will not be a primary reason for provision.

### **Summary of Issues Covered**

- 8.10 This chapter considers the key strategic issues for recreation, environmental education and interpretation. It covers all developments which provide the means by which people can explore and enjoy the National Park, from farm attractions to off-road cycling trails, and infrastructure such as car parks and picnic sites. Community-level sports and recreation provision is considered within the Homes and Communities chapter.

**Preferred Approach VE1 – Visiting and enjoying the National Park**

**Summary of the options presented during the Refined Options stage**

- 8.11 Three Refined Options for understanding and enjoyment were presented as part of the Landscape theme. Option L2.1 was to maintain recreation zoning as in the Structure and Local Plans, additionally informed by the Landscape Character Assessment (LCA). Option L2.2 was to simplify the recreation zones to identify only the most heavily pressured sites and areas. Option L2.3 would take a more simplified approach to recreation development informed primarily by the LCA.
- 8.12 Options for new and improved tourism and recreation facilities were presented under the Economy theme. Option E4.1 proposed not to specifically identify new sites, but use recreation zone criteria to assess proposals. E4.2 suggested a more positive approach, maintaining recreation zones and identifying sustainable new sites based upon settlement strategy and the emerging concept of ‘gateway’ and ‘hub’ sites. Option E4.3 was to restrict new major tourism and recreation facilities in order to minimise traffic and environmental problems.

**Preferred policy approach**

- 8.13 The Core Strategy will emphasise the significant role the National Park plays in offering exceptional recreational and educational opportunities to the nation, in particular the urban communities which lie just beyond its boundary. We will work with partner authorities and organisations to consider provision on either side of the boundary.
- 8.14 The preferred approach is a combination of elements from options L2.3, E4.2 and E4.3. It encourages development which provides opportunities for people to understand and enjoy the National Park in sustainable ways. It aims to extend the range and quality of recreation and visitor-related development, whilst conserving and enhancing the valued characteristics.
- 8.15 Development will be directed towards sites and locations with the capacity to accommodate increased recreation or visitor activity without harm to the landscape and surrounding area. This will be based on Landscape Character Assessment, capacity and other factors, and forms of zoning may be considered to assist decision-making. Unless there is a particular justification for an open countryside location, development will be focused in settlements. Large scale developments are not appropriate in the National Park, and will not be supported by the Authority in adjoining fringe locations.
- 8.16 Community-level sports and recreation facilities are covered in issue HC8.

<p><b>VE1a: Visiting and enjoying the National Park</b></p>
<p>The Peak District National Park is a national, regional and sub-regional asset, and the Authority will work with its partners to maintain and strengthen its exceptional environmental and recreational functions and potential, recognising the significance of its location in the centre of England, its importance to its own communities and to those which surround it. This role will be promoted by the National Park Authority so that better integration can be achieved, particularly with surrounding local authority areas’ recreation and green infrastructure strategies.</p> <p>The Core Strategy will enable improved access to and management of the National Park’s varied and valued characteristics, so that opportunities to enjoy it in a responsible and sustainable way are more available and welcoming to a wider range of visitors to enjoy a diverse range of activities, with benefits to community health and the local economy.</p>



**VE1b: Recreation, environmental education and interpretation development**

Proposals for recreation, environmental education and interpretation facilities which encourage understanding and enjoyment of the National Park will be permitted where they are based primarily upon, and will not harm, the National Park's valued characteristics.

Proposals must be located in appropriate sites or areas in relation to landscape character, environmental capacity, scale and intensity of use/activity. Development should be directed to less sensitive locations, and focused in settlements wherever possible. Clear demonstration of need for location in the open countryside will be necessary.

Developments which provide opportunities for people to begin to understand and enjoy the National Park will be considered in locations close to the National Park boundary or with easy access by sustainable transport.

Preference will be given to the enhancement of appropriate existing facilities and the reuse of existing traditional buildings, rather than construction of new buildings.

Development must not on its own, or cumulatively with other development and uses, prejudice or disadvantage other established and appropriate recreation, environmental education or interpretation activities, including the informal quiet enjoyment of the National Park. Where a proposed development itself is acceptable, but the consequent activity which it facilitates would lead to harm, it will be resisted.

**Indicative Development Management Criteria**

For development to be permitted it must satisfy criteria including:

- scale, form and proposed intensity of use/activity;
- impact on landscape, wildlife, tranquillity and local communities;
- access and traffic impact;
- demonstration of need for location in sensitive areas; and
- safeguards on future use or removal when no longer required for the approved purpose.

**National and regional policy context**

- 8.17 The preferred approach conforms generally to national and regional guidance, although development may be limited by the imperative for conservation and enhancement, according to National Park purposes.
- 8.18 The Environment Act 1995<sup>94</sup> introduced the explicit requirement within the second National Park purpose to promote opportunities for the understanding of the National Park's special qualities, in addition to the established principle of facilitating recreational enjoyment.
- 8.19 National planning policy statements and guidance promote sustainable tourism and leisure developments which enhance visitors' enjoyment and benefit the economy and communities, even in designated areas. Planning Policy Statement (PPS) 7<sup>95</sup> states that facilities should be planned for and supported in locations where there are identified needs, normally close to service centres or villages and using existing buildings where possible. The latest consultation

<sup>94</sup> Environment Act. (1995). Part 111 National Parks, Para 61.

<sup>95</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas. (2004). Paras 34 – 36.

draft Planning Policy Statement (PPS) 4<sup>96</sup> states that new buildings may be justified outside towns and villages if facilities are needed in conjunction with a particular countryside attraction and there are no suitable existing buildings or sites available for reuse.

- 8.20 Planning Policy Guidance (PPG) 17<sup>97</sup> advises that development should only be permitted where the impact of sport and recreational activities on natural features can be minimised; careful planning should ensure that conflicts between activities and other interests do not arise. It advises local authorities to seek opportunities to provide better facilities for walkers, cyclists and horse-riders. The Good Practice Guide on Planning for Tourism<sup>98</sup> promotes the provision of tourist facilities suited to the particular circumstances of the area. It encourages sustainability, good design, and integration with the surroundings, and seeks to avoid adverse impacts such as disturbance to adjacent activities.
- 8.21 The East Midlands Regional Plan<sup>99</sup> recognises the Peak District National Park as a key environmental asset in the region. Priorities for tourism include maximising the economic benefits offered by the attractiveness of the National Park whilst avoiding environmental harm. It states that tourism and visitor pressures in the Peak sub-area should be managed in accordance with principles of sustainable development, giving particular attention to improving public transport, walking and cycling links and respecting National Park purposes and priorities. Local authorities and other relevant public bodies in areas adjacent to the National Park should encourage and promote tourism opportunities that could ease pressures on the National Park itself. Policy 28 recommends the preparation of Green Infrastructure Plans to assess existing natural, cultural and landscape assets, and identify new assets to meet community needs; and authorities should increase access to green space for formal and informal recreation, education and to promote healthy lifestyles.

#### **What our other evidence and analysis tells us**

- 8.22 The National Park is a popular recreation and tourism attraction. It is surrounded by conurbations, and in 2001 an estimated 16 million people lived within an hour's drive<sup>100</sup>. The England Leisure Visits Survey 2005<sup>101</sup> indicated that it attracted over 10.1 million leisure visits per year.
- 8.23 The National Park Management Plan<sup>102</sup> sets out a broad range of positive actions to support the second statutory purpose of providing opportunities for the understanding and enjoyment of the National Park. Priority is given to enhancing the wider accessibility of the National Park to all groups and communities, and maximising the positive benefits of more active recreation.
- 8.24 The Draft Recreation Strategy<sup>103</sup> proposes that recreation activities which depend on the physical resources, character and capacity of the different parts of the National Park will be encouraged. Future recreation planning will be based on Landscape Character Areas defined in the Landscape Strategy<sup>104</sup>, recognising that areas provide different opportunities and have capacity to absorb more or less recreational pressure. More intense activity will focus on areas with specific resources, towns and villages, or on sites with good sustainable transport links. Recreation developments will be directed to 'gateway' locations and active recreation 'hubs', both within and on the fringe of the National Park. Information and interpretation will encourage people to explore areas which are less intensively used, to encourage a wider spread of visitors. Public transport and other forms of more sustainable travel will be promoted.

<sup>96</sup> Consultation Paper on Planning Policy Statement 4: Planning for Prosperous Economies. (2009). Policies EC15.1 and EC16.1.

<sup>97</sup> ODPM. Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation. (2002). Paras 27,31 and 32.

<sup>98</sup> DCLG. (2006) The Good Practice Guide on Planning for Tourism. Paras 3.18 and 3.25.

<sup>99</sup> GOEM. (2009). The East Midlands Regional Plan. Policies 8, 10, 28 and 31.

<sup>100</sup> Data produced by Derbyshire County Council based on the 2001 Census of Population. ONS.

<sup>101</sup> Countryside Agency. (2005). The England Leisure Visits Survey.

<sup>102</sup> Peak District National Park Authority. (2006). National Park Management Plan 2006-2011.

<sup>103</sup> Peak District National Park Authority. (2009). Active in the Outdoors - A Recreation Strategy for the Peak District National Park 2010-2020.

<sup>104</sup> Peak District National Park Authority. (2009) Draft Landscape Strategy and Action Plan 2009-2019

- 8.25 The Peak District National Park Visitor Survey<sup>105</sup> shows that there are a number of key sites within the National Park which generate large visitor flows, including Bakewell, Chatsworth and Hathersage, and high visitor numbers are also attracted to a range of sites including Castleton, the Derwent Valley, Tissington and Ilam. It confirms that visitor numbers and the range of activities they undertake remain very significant, and that there is no evidence to suggest visitor pressure will decline in the near future.
- 8.26 The Tourism Investment Opportunities Assessment Report for Derbyshire and the Peak District<sup>106</sup> says that the number of visitors is causing pressure and damage to the Peak District environment and its population, and it concludes that there is a pressing need to develop a sustainable tourism sector. A key issue is said to be the need to deliver a quality visitor experience.
- 8.27 Community Strategies covering the wider Peak District identify the quality of the environment and increasing access to it (to raise quality of life and community health) as strategic priorities. They also focus on achieving 'a thriving local economy', to which tourism and recreation often makes an enormous contribution.
- 8.28 There is little indication expressed through planning applications, of demand for new recreation or education related development from either public or private sector sources.

### **Consultation response to options**

- 8.29 There were only 7 responses to the 2007 Issues and Options, but these showed clear preference for identifying sites for new tourist facilities in accordance with recreation zones and linked to sustainable gateways or hubs.
- 8.30 Support was divided between the three 2009 Refined Options for Landscape. Some respondents (7) supported L2.1, but others opposed this option and wanted a more flexible approach. The same number (7) supported L2.2. 8 responses favoured L2.3 because it was more flexible, but others were concerned that it was contrary to the paramount need to protect and enhance the National Park.
- 8.31 There was a split of support between all three Economy options at the 2009 Refined Options stage. Some respondents (7) felt that E4.1 was unnecessarily restrictive, although others said it conforms to RSS because development would be pushed outside the National Park. One response noted that larger scale leisure developments are being provided in neighbouring areas such as Sheffield. 7 responses favoured E4.2. 8 responses supported E4.3, but others felt this approach was too restrictive. Responses suggested combining elements of E4.2 and E4.3, with an emphasis on small scale. One response said it was important to retain the freedom from man-made intrusion as the essence of the National Park. Few replies were received from the tourist industry.

### **Previous coverage by the Development Plan**

- 8.32 In most respects, the preferred approach represents a continuation of current policy, although it is significantly broadened to include scope for facilities aimed at encouraging understanding of the National Park. Some saved Local Plan policies will continue to apply until detailed criteria are reviewed in the Development Management DPD.

### **Discarded Options**

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<sup>105</sup> Peak District National Park Authority. (2005). Peak District National Park Visitor Survey.

<sup>106</sup> Scott Wilson. (2007). Derbyshire and the Peak District: Tourism investment opportunities assessment. East Midlands Tourism.

- 8.33 Landscape options L2.1 and L2.2 were both based on the application of recreation zones from the current Structure and Local Plans. Although it is accepted that this was a useful discipline for determining planning applications, it has not been particularly helpful in promoting appropriate development in line with the second National Park purpose.
- 8.34 Economy option E4.1 was discarded because its strict application would be contrary to the second National Park purpose, and is not supported by national and regional policy. Elements of options E4.2 and E4.3 were brought together within the preferred option.

## 9. Climate change and Sustainable building

### Spatial Context and issues covered

#### Why we need to address this spatial theme

9.1 National Park Authorities have a statutory purpose to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park<sup>107</sup>. In pursuing these purposes we must also respond to the issues of climate change as required by national policy in PPS1 Climate Change Supplement<sup>108</sup> and the East Midlands Regional Plan<sup>109</sup>. We also have obligations under the Planning and Energy Act 2008<sup>110</sup> to include policies on renewable energy within the Development Plan.

#### Spatial Aims assisted by policy

9.2 Our spatial aim for climate change and natural resources is that the National Park will have responded to climate change in ways that have led to reduced energy consumption, reduced CO<sub>2</sub> emissions, increased proportion of overall energy use provided by low carbon and renewable energy infrastructure, conserved resources of soil, air, and water and developments better able to adapt to the changing climate.

#### How Core Policies can help deliver our Spatial Objectives

9.3 All core policies will be based on the principles of sustainable development within the National Park context, taking into consideration climate change mitigation and adaptation, inclusivity and accessibility, the energy hierarchy, the water hierarchy, the waste hierarchy, biodiversity issues and sustainable travel issues.

9.4 Sustainable development policies will play a key role in achieving our spatial aims and objectives for the National Park. Specific areas will be supported as shown below:

9.5 In the Dark Peak and Moorland Fringes, sustainable development policies will particularly seek to support:

- the landscape and biodiversity of the peat bog carbon reserve
- the conservation of water resources
- the management of flood risk through land management techniques
- low impact, low carbon and renewable energy technologies
- low carbon, water efficient housing
- a reduction in carbon emissions in new non-residential development

9.6 In the White Peak and Derwent Valley, sustainable development policies will particularly seek to support:

- the conservation of water resources
- the management of flood risk
- low carbon, water efficient housing
- a reduction in carbon emissions in new non-residential development
- low impact, low carbon and renewable energy technologies

9.7 In the South West Peak sustainable development policies will particularly seek to support

- The landscape and biodiversity of the peatland carbon reserve
- the conservation of water resources
- the management of flood risk, particularly in the flood plain

<sup>107</sup> Her Majesty's Government. (1995). The Environment Act 1995. Sections 61 and 62.

<sup>108</sup> DCLG. (2007) Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1.

<sup>109</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO.

<sup>110</sup> HMSO. (2008) Planning and Energy Act. 2008. TSO.

- low carbon, water efficient housing
- a reduction in carbon emissions in new non-residential development
- low impact, low carbon and renewable energy technologies

**Relationship to General Spatial Policies**

9.8 Great care will be needed to accommodate newly built development so that it does not harm landscape and other valued characteristics. To achieve this, as part of the energy hierarchy, preferred approaches offer generic guidance for renewable energy development with specific criteria and spatial guidance for wind turbine development.

**Summary of issues covered**

9.9 This chapter considers the overall strategic role played by the National Park in relation to mitigating and adapting to climate change. It looks at sustainable design and construction, securing low carbon development, renewable energy developments, flood risk reduction and water conservation, land management, biodiversity, air quality and waste issues.

## Preferred Approach CC1 – Sustainable design and construction

### Summary of the options presented during the Refined Options stage

- 9.10 No specific options were put forward for consultation on sustainable design and construction. However, responses were sought on a number of separate issues relating to sustainable design, including the energy hierarchy, flood risk reduction and water conservation, land management, biodiversity and air quality, transport issues and waste management (including construction and demolition waste). These are dealt with in other options in this document. However, a holistic policy response is appropriate and necessary in the interests of achieving sustainable development and to aid plan users.
- 9.11 Delivering development which is of good design is essential in protected landscapes, taking particular account of the characteristics and distinctiveness of the surrounding landscape and built environment. We will seek to deliver win-win solutions that encourage sustainable design without compromising National Park purposes. In many cases the building tradition of the National Park exhibits good sustainability and energy efficiency characteristics<sup>111</sup>.

### Preferred policy approach

- 9.12 The core principles of sustainable design and construction are to build in a manner that promotes energy conservation, reduces carbon emissions, works in harmony with the environment and creates a healthy space to live or work in. Countering climate change causes, responding to a changed climate locally, encouraging the use of sustainable building methods, reducing environmental pollution, and conserving natural resources are key objectives for the National Park Authority. These must always be achieved within a context of conserving and enhancing the special qualities of the National Park. The principles of sustainable development in the National Park as set out in General Spatial Policy 3 should guide all stages of the design process from the orientation of the building, its use of energy and water, to the selection of materials for construction and decoration.
- 9.13 The preferred approach is guided by climate change mitigation and adaptation, the energy hierarchy, the water hierarchy, the waste hierarchy, biodiversity issues and sustainable travel features. This section assumes that the process of identifying the most sustainable locations for development will already have been taken into consideration alongside landscape impact, public transport and flooding issues, covered by separate core policies.
- 9.14 We will encourage all developments to fully consider and implement the ways they can provide effective adaptation to and resilience against the current and predicted future effects of climate change. We will consider appropriate infrastructure for water supply and waste water treatment at the earliest stage of the development process and promote adequate drainage mechanisms including Sustainable Urban Drainage schemes. We will encourage water efficiency in all development and require it in new housing through the use of the Code for Sustainable Homes (see CC2). Sustainable construction should also aim to reduce the disposal of waste building materials into landfill. This aspect of sustainable design is addressed in preferred approaches CC6 and CC7.
- 9.15 We will aim to ensure that developments meet the criteria for Building for Life<sup>112</sup>.
- 9.16 Several important aspects of Sustainable Design and Construction are addressed in more detail in separate preferred approaches within this document.  
Location of development – GSP 4b Settlement Strategy  
Flood risk management - CC4  
Low Carbon development – CC2

<sup>111</sup> English Heritage (2008) Climate Change and the Historic Environment HELM , page 8

<sup>112</sup> CABE (2008) Building for Life, Seacourt Ltd.

The maintenance, enhancement, restoration or addition to biodiversity and geological conservation including biodiversity within and linkages out of the development - Chapter CC 5  
 Impact of climate change on land management, biodiversity and air quality – and built environment CC5

Sustainable Travel Features – T4 Access to Services

Management of Waste - CC6, CC7

- 9.17 The preferred policy will provide a strategic basis for the sustainable design principles laid down in our Design Guide Supplementary Planning Document (SPD)<sup>113</sup>. These are siting, energy efficiency, water conservation, waste disposal, longevity and durability, renewable energy, sustainable use of materials, wildlife conservation, and inclusive access.

**CC1: Sustainable Design and Construction**

The principles of sustainable development should guide all stages of the design process, including the siting and orientation of the building, its use of energy and water, and the selection of materials for construction and decoration.

The National Park Authority will actively promote development which utilises natural resources in the most efficient and sustainable way. This will include:

- ensuring that development is appropriately located and designed, and protects and where possible enhances the valued characteristics of the National Park and does not conflict with the National Park’s statutory purposes;
- promoting the use of the ‘energy hierarchy’:
  - to reduce the need for energy
  - to use energy more efficiently
  - to supply energy efficiently
  - to use renewable energy
- promoting high water efficiency standards, and incorporating new technologies to recycle and conserve water resources;
- ensuring that developments mitigate the causes of climate change by reducing predicted CO<sub>2</sub> emissions, using a combination of building performance improvements, on-site renewable energy and/or efficient supply of heat, cooling and power;
- ensuring that developments build in resilience or adapt to the impacts of climate change, taking into consideration factors including choice of location, access and accessibility, building fabric, water consumption and drainage;
- ensuring that biological and geological diversity are conserved and enhanced
- promoting ‘Building for Life’.
- supporting development that minimise the consumption and extraction of minerals, by making the greatest possible re-use or recycling of materials in new construction, and by making the best use of existing traditional buildings, previously developed land, and existing infrastructure networks

**Indicative Development Management Criteria**

- promoting the use of Sustainable Urban Drainage schemes (see CC4)
- use of sustainability checklist
- ensuring that building design including extensions and change of use conversions of existing buildings reduces energy consumption by appropriate methods such as choice of construction methods and techniques, high standards of insulation, avoiding development in areas subject to significant effects from shadow, using natural lighting and ventilation, and capturing heat from the sun and earth;.
- further SPD on Sustainable Design and Construction, incorporating the approach to low carbon technologies and renewables, which will focus on low carbon development and development better able to adapt to a changing climate.
- the management and reuse of demolition and construction waste, such as crushed

<sup>113</sup> PDNPA (2007) Design Guide



masonry and other inert wastes as secondary aggregates, will be used on-site, and secured through planning condition or legal agreement unless it can be demonstrated that this is not the most sustainable option. Where disposal will harm the special qualities of the National Park the management of construction and demolition waste will be required to take place off-site.

### **National and regional policy context**

- 9.18 The preferred approach amplifies and applies national and regional policy to create a distinctive approach for the National Park. Other regional core objectives are set out in the other issues in this document, and are drawn together within this policy approach.
- 9.19 Planning Policy Statement (PPS) 1<sup>114</sup> confirms that the Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas and that planning policies should reflect this commitment. It states that landscapes with national and international designations should receive the highest levels of protection and sets out the government's key spatial objectives with regard to sustainable design: for robust policies on design and access based on stated objectives for the future of the area and an understanding and evaluation of its present defining characteristics. Objectives are for developments to be sustainable, durable and adaptable (including taking account of natural hazards such as flooding), and make efficient and prudent use of resources. PPS1 requires the promotion of high-quality inclusive design in the layout of new development in terms of function and impact, not just for the short term but over the lifetime of the development.
- 9.20 A range of PPSs deal with wider policy issues, including those on sustainable development in rural areas<sup>115</sup>, climate change<sup>116</sup> biodiversity<sup>117</sup>, waste<sup>118</sup>, renewable energy<sup>119</sup> and pollution control including Sustainable Urban Drainage Schemes<sup>120</sup>, transport<sup>121</sup>.
- 9.21 The Regional Plan<sup>122</sup> sets out the Regional Core Objectives, which include the need to minimise adverse environmental impacts of new development and promote optimum social and economic benefits through sustainable design and construction techniques. Policy 32 sets out the regional approach to water resources and water quality.

### **What our other evidence and analysis tells us**

- 9.22 The UK Climate Projections 2009 provide an increasingly robust evidence base for changes in the UK's climate up to 2080. In summary they project hotter and drier summers, wetter winters and more extreme weather events (e.g. more intense rainfall, stronger winds)<sup>123</sup>. Where possible development should contribute to reducing emissions (mitigation) and take into account the unavoidable effects of climate change (adaptation).
- 9.23 Our preferred approach to sustainable design has been confirmed by consultation responses on options within the separate Climate Change issues relating to sustainable development, and is as set out in our Design Guide<sup>124</sup>. This is the latest in a line of National Park design guidance notes stretching back 50 years, and demonstrates that the analysis of the local building tradition remains and that design advice is not radically different. The emphasis is on better quality,

<sup>114</sup> DCLG (2005) Planning Policy Statement 1: Delivering Sustainable Development TSO

<sup>115</sup> DCLG (2004) Planning Policy Statement 7: Sustainable Development in Rural Areas TSO

<sup>116</sup> DCLG (2007) Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1

<sup>117</sup> ODPM (2005) Planning Policy Statement 9 Biodiversity and Geological Conservation TSO

<sup>118</sup> ODPM (2005) PPS10 Planning for Sustainable Waste Management TSO

<sup>119</sup> ODPM (2004) PPS 22 Renewable Energy TSO

<sup>120</sup> ODPM (2004) Planning Policy Statement 23 Planning and Pollution Control TSO

<sup>121</sup> ODPM (2001) Planning Policy Guidance 13 – Transport TSO

<sup>122</sup> DCLG. (2009) East Midlands Regional Plan (RSS). TSO

<sup>123</sup> UK Climate Impacts Programme (2009) The Climate of the UK and Recent Trends

<sup>124</sup> Peak District National Park Authority (2007) Design Guide

locally distinctive design, urban design, sustainable design, wildlife conservation and appropriate contemporary architecture. The guide includes the following sustainable design principles:

- siting
- energy efficiency
- water conservation
- waste disposal
- longevity and durability
- renewable energy
- sustainable use of materials.

- 9.24 Encouraging all developments to fully consider and implement the ways they can provide effective adaptation to and resilience against the current and predicted future effects of climate change is an important principle. Consideration should be given to building design and orientation to reduce energy demand, external shading and reflection to reduce over heating, water minimisation and additional onsite storage to cope with water scarcity, water resistant building materials and wider gutters to cope with more intense rainfall and flooding, designs for increased wind and water loading, passive ventilation to aid cooling<sup>125</sup>. It is important to ensure that any adaptation measure doesn't lead to an increase in energy use, e.g. installing air conditioning units to provide cooling in the summer with a resulting increase in carbon emissions as a result of their operation.
- 9.25 The promotion of water efficiency in new development and in regeneration will contribute to regional targets. All new and replacement housing development, other than affordable housing developments of less than 3 units, in meeting a<sup>126</sup> Code for Sustainable Homes level in advance of the revised Building Regulations, will show an improvement in water efficiency standards (see CC2 – Securing low carbon development). Code level 3, for example, has a mandatory maximum standard in potable water consumption of 105 litres per person per day, compared to 120 litres for Code Level 1.
- 9.26 Wildlife conservation as part of National Park purposes is also addressed. Within the National Park, all development is expected to conserve existing biodiversity interest as far as possible, and to show that consideration has been given to enhancing/creating new opportunities for biodiversity. In particular, planning applications will only be validated if applicants have completed the Protected Species Form as required by the Local Validation List. All proposals need to show how they have taken due account of the presence of any protected species such as bats. This procedure is in accordance with<sup>127</sup> PPS9 and has been recognised as good practice in<sup>128</sup> Planning for Biodiversity and Geological Conservation: A Guide to Good Practice
- 9.27 Wherever possible, opportunities for biodiversity enhancement must be considered, such as the provision of roosting/nesting spaces for bats/birds, landscaping to create new habitat (especially those identified in the Biodiversity Action Plan), or managing an area for wildlife purposes. Opportunities will also be sought for landscape and recreational enhancements where appropriate and necessary as part of development proposals.
- 9.28 A sustainability checklist will encourage developments to fully consider and implement the ways they can reduce carbon emissions and adapt to the changing climate.

### **Consultation response to options**

- 9.29 At the Refined Options stage there was broad support for the energy hierarchy as the overall energy strategy. From a total of 7 responses, 5 were in support. Two respondents considered

<sup>125</sup> South East Climate Change Partnership (2005) - Adapting to Climate Change – A checklist for development

<sup>126</sup> DCLG. (2008). The Code for Sustainable Homes – Setting the standard in sustainability for new homes.

<sup>127</sup> ODPM (2005) Planning Policy Statement 9 Biodiversity and Geological Conservation TSO

<sup>128</sup> ODPM (2006) Planning for Biodiversity and Geological Conservation: A Guide to Good Practice TSO

that provision of renewable energy installations is important as a separate issue outside the energy hierarchy.

**Previous coverage by the Development Plan**

- 9.30 Structure Plan policies C2 and C3 control harm to the character and appearance of the National Park but do not deal with climate change issues. Local Plan policy requires a high standard of design with regard to setting, scale, mass and form, details, materials and finishes, appropriate landscaping, amenity, privacy and security and any nuisance or harm caused by lighting schemes. Further criteria add justification for development in Conservation Areas and that affecting a listed building and/or its setting. Some matters of sustainable design are covered, such as reducing impacts on natural resources and the wider environment. The LDF now gives greater focus to climate change issues with scope for further detail in the subsequent Development Management DPD and SPD review.

**Discarded Options**

- 9.31 As no particular options for this policy have been consulted upon in this format, no options have been discarded.

**Preferred Approach CC2 – Securing low carbon development**

**Summary of the options presented during the Refined Options stage**

9.32 Six Refined Options were offered. CC3.1 sought incorporation of on-site renewables for all development, whereas CC3.2 sought the possibility of requiring energy and water efficiency measures above the current building regulations or by reference to the Code for Sustainable Homes. Option CC3.3 was to retain current policy focusing on conservation objectives. For major development, the option was put forward of requiring a proportion of renewables to off-set the predicted carbon emissions of the development (CC3.4). Option CC3.5 also promoted the energy hierarchy in terms of National Park purposes and the Code for Sustainable Homes<sup>129</sup>. Option CC3.6 was for all development to seek to reduce greenhouse gases by following the energy hierarchy.

**Preferred policy approach**

9.33 The preferred approach aims to achieve low-carbon development through the sequential application of the energy hierarchy in line with national and regional policy in order to mitigate the effects of climate change.. It aims to maximise carbon reductions in development by reducing the need for energy, by using energy more efficiently and by energy generation using low carbon and renewable resources, contributing to the region’s renewable energy targets.

9.34 This approach recognises that new housing development should provide low carbon, affordable warmth which incorporates high standards of energy efficiency and renewables, in line with the energy hierarchy. It requires a Code for Sustainable Homes standard in new dwellings beyond the Building Regulations requirements.

9.35 For non-residential development over 1000m<sup>2</sup>.we will require percentage reductions in predicted carbon emissions by use of the Building CO<sup>2</sup> Emission Rate (BER) and the Target CO<sup>2</sup> Emission Rate (TER) based on the procedure in Part L of the Building Regulations. A BER of at least 10% less than the TER will be required for all non-domestic offices, hotels and leisure developments including community buildings above 1000m<sup>2</sup>.floorspace.

<p><b>CC2: Achieving low carbon development</b></p> <p>The National Park Authority recognises the contribution that low carbon development can have in helping to meet national and regional targets for carbon reduction. Proposals for new development will have regard to and follow the energy hierarchy,</p> <p>We will promote reductions in the need for energy through the location of development, site layout and building design.</p> <p>We will promote low-carbon development which reduces predicted CO<sub>2</sub> emissions and consumption of energy, using a combination of building performance improvements, efficient supply of heat, cooling and power and by the promotion of Combined Heat and Power and District Heating Networks and the use of low carbon technologies and on-site renewables where appropriate</p> <p>All new development will be required to have a net beneficial effect on the local and global environment by promoting low-carbon and energy-efficient development which reduces predicted CO<sub>2</sub> emissions and consumption of energy, using a combination of building performance improvements, efficient supply of heat, cooling and power, and/or on-site renewable energy proposals. Renewable energy proposals will be supported where they conserve and enhance the landscape and raise no adverse effects on the valued characteristics of the National Park.</p>
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<sup>129</sup> DCLG. (2008). The Code for Sustainable Homes – Setting the standard in sustainability for new homes.

We will encourage all new housing development to achieve the highest levels under the Code for Sustainable Homes. We will require carbon emissions reductions above the current building regulations by reference to the Code for Sustainable Homes for all new and replacement housing development, other than affordable housing developments of less than 3 units. Timescales for the adjusted levels of the Code will be in line with government's timescale for affordable housing by Registered Social Landlords.

Affordable housing by private individuals of less than three units should demonstrate through an energy statement that they have given full consideration to the sequential application of the energy hierarchy and to reducing the carbon emissions of the development.

We will encourage all non-residential development to reduce carbon emissions. We will require major developments to reduce predicted carbon emissions by at least 10%. A BER of at least 10% less than the TER will be required for all non-domestic offices, hotels and leisure developments including community buildings above 1000m<sup>2</sup> floorspace. All other developments should demonstrate through an energy statement that they have given full consideration to the sequential application of the energy hierarchy and to reducing the carbon emissions of the development.

#### **Indicative Development Management Criteria**

Development Management criteria will set out standards for low carbon development, energy-efficient design and renewable energy proposals

Investigation of the potential for a <sup>130</sup>BREEAM rating above the requirements of the current building regulations for non-residential development of all offices, hotels and leisure developments including community buildings and other non-residential development to encourage sustainable construction and water conservation. In the interim period,

Investigation of a mechanism for the subsequent Development Management DPD to require carbon emission reductions in existing housing when planning consent for residential extension or change of use is granted.

Investigation of a mechanism for carbon reduction offsetting to apply when zero carbon targets are met in 2016 for residential development and 2019 for non-residential development.

#### **National and regional policy context**

- 9.36 The preferred approach conforms to national and regional policy.
- 9.37 Greenhouse gas emissions, particularly carbon dioxide, are the main contributing factor to climate change. In 2007, total UK CO<sub>2</sub> emissions were 543 million tonnes. 26% (142 million tonnes) of those emissions came from the energy we use to heat, light and power our homes<sup>131</sup>. The Energy White Paper<sup>132</sup> states that of the UK's carbon emissions, 45% are from buildings, 27% from housing, and 18% from the non-domestic sector, so tackling their emissions will make a significant impact on our carbon goals. New homes and buildings provide a real opportunity to deliver substantial cuts in carbon emissions, and to reduce further the environmental impact of new buildings.

<sup>130</sup> [www.breeam.org](http://www.breeam.org)

<sup>131</sup> <http://www.energysavingtrust.org.uk/Your-impact-on-climate-change/How-we-contribute-to-climate-change>

<sup>132</sup> DTI. (2007). Meeting the Energy Challenge, A White Paper on Energy. TSO.

- 9.38 The Government wants to reduce energy use, increase efficiency, and increase the proportion of energy generated from renewable and low carbon technologies. The Climate Change Act 2008<sup>133</sup> aims to **improve carbon management and help the transition towards a low carbon economy in the UK**. It sets legally binding targets for greenhouse gas emission reduction through action in the UK and abroad of at least 80% by 2050 against a 1990 baseline. We have also had regard to the requirements of the Planning and Energy Act 2008.
- 9.39 In providing for homes, jobs, services and infrastructure needed by communities, policies should 'secure the highest viable resource and energy efficiency and reduction in emissions' by means of spatial distribution, location and design and using opportunities for decentralised and renewable or low carbon use<sup>134</sup>. PPS1 Supplement<sup>135</sup> recognises that it could be appropriate for planning authorities to anticipate levels of building sustainably in advance of those set out nationally. The <sup>136</sup>Planning and Energy Act allows local authorities to impose reasonable requirements for development in their area to comply with energy efficiency standards that exceed the energy requirements of the building regulations. PPS1 Supplement states that where viable, and ensuring consistency with housing and economic objectives, planning authorities should set out a target percentage of the energy to be used in new development coming from decentralised and renewable or low-carbon energy sources. They should have an evidence-based understanding of the local feasibility and potential for renewables and low-carbon technologies, including micro-generation, to supply new development in their area.
- 9.40 Planning Policy Statement (PPS) 22<sup>137</sup> states that LDFs may include policies that require a percentage of the energy to be used in new residential, commercial or industrial developments to come from on-site renewable energy developments. Policies should only apply such requirements to developments where the installation of the generation equipment is viable for the type of development, its location, and design; and should not place an undue burden on developers, for example, by specifying that all energy to be used in a development should come from on-site renewable generation. It also says that in National Parks, renewable energy projects should only be approved where it can be demonstrated that development will not compromise the objectives of designation, and any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by the environmental, social and economic benefits.
- 9.41 The spatial priorities in the Regional Plan<sup>138</sup> state that policies in and around the Sub-area should help to secure the conservation and enhancement of the National Park, respecting the statutory purposes of designation. Regional priorities for energy reduction and efficiency are to promote a reduction of energy usage in line with the 'energy hierarchy', and policies should secure a reduction in the need for energy through the location of development, site layout and building design. Policy 40 states that in order to help meet national targets, low-carbon energy proposals where environmental, social and economic impacts can be satisfactorily addressed should be supported, and should include the development of Combined Heat and Power (CHP) and district heating infrastructure, and the development of low-carbon distributed energy networks and renewable resources.
- 9.42 The Energy Hierarchy promoted in the Regional Plan sets out the hierarchy of efficiency approach to energy reduction:
- Reduce the need for energy – site layout and orientation of buildings can reduce the energy demand by capitalising on passive solar gain, using energy from the sun to heat and light some rooms in a building.
  - Use energy efficiently - thermally-efficient glazed windows, draught proofing, insulation, and energy efficient appliances (light fittings etc) will all help.

<sup>133</sup> HMSO. (2008). Climate Change Act. TSO.

<sup>134</sup> DCLG. (2007). Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1. Para 9

<sup>135</sup> DCLG. (2007). Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1. Paras 31 and 26.

<sup>136</sup> Planning and Energy Act 2008. Chapter 21 1(c).

<sup>137</sup> ODPM. Planning Policy Statement 22: Renewable Energy. TSO. Paras 8 and 11.

<sup>138</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO. Policies 8, 26, 31,39 & 40.

- Supply energy efficiently - by using existing energy supplies more efficiently, greenhouse gas emissions can be significantly reduced (low carbon sources), e.g. the distribution of waste heat energy via power networks or using CHP networks can maximise energy efficiency in development.
- Use renewable energy – developments can incorporate technologies that obtain energy from flows that occur naturally and repeatedly in the environment – e.g. wind (wind turbines), the fall of water (hydro), movement of the oceans (tidal), sun (Solar PV and Solar Thermal) and from biomass.

### **What our other evidence and analysis tells us**

- 9.43 The Code for Sustainable Homes is a national standard for the design and construction of sustainable homes, which sets minimum standards for energy efficiency/CO<sup>2</sup> and water use for each level, and also assesses dwellings' performance in surface water management, site and household waste management, use of materials and for Code Level 6 Lifetime Homes. An initial assessment and interim certification is carried out at the design stage. Final assessment and certification is carried out after construction.
- 9.44 The Climate Change Study<sup>139</sup> suggests that we should aim to achieve an 8% reduction in carbon emissions (14% of gross energy demand) through use of on-site renewables for new build housing (5 houses or more), but that this target would only be applicable under the current or next Building Regulations in 2010. The preferred approach is to future-proof the policy, continuing to reduce carbon emissions in advance of the changes in building regulations by requiring all new-build housing development to meet a Code for Sustainable Homes level higher than the Building Regulations on a rolling basis. This is already the practice for schemes of 3 or more affordable houses within the National Park, which our affordable housing policy requires to be brought forward by a social housing provider: Since April 2008 achievement of Code Level 3 has been mandatory for all publicly-supported developments including RSLs<sup>140, 141</sup>. This means that affordable housing schemes of three units or more currently being built in the National Park already have 25% fewer carbon emissions than housing built to the current building regulations. Level 4 is likely to become a mandatory requirement for publicly-funded housing in England from 2012<sup>142</sup>. When this happens, affordable housing schemes of 3 or more will have 44% fewer carbon emissions than current housing and 19% fewer emissions than those built to Code Level 3. Since the introduction of the<sup>143</sup> Supplementary Planning Guidance for Affordable Housing, there have been 15 units of affordable homes brought forward by private individuals in units of 1 or 2 and 76 units in groups of 3 or more being brought forward by RSLs.
- 9.45 Requiring additional renewables targets for affordable housing which is already being built to a standard higher than the building regulations would not be reasonable nor be consistent with housing objectives, particularly when the 8% carbon reduction target through renewables recommended by the Climate Change Study is achievable as part of the higher building regulations requirement through the Code for Sustainable Homes. Given also the restrictions of funding for affordable housing from the Homes and Communities Agency, to require additional measures would potentially undermine the deliverability and affordability of such schemes which are vital to meet the social needs of the National Park.
- 9.46 The Climate Change study suggests that the additional costs of meeting a higher Code Level in developments by private individuals of one or two affordable houses would prevent this type of affordable housing from coming forward. Policy should not prejudice the provision of small scale developments of affordable houses for identified local needs. For these types of development it

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<sup>139</sup> NEF and LUC. (2009). Peak Sub-Region Climate Change Study - Focusing on the capacity and potential for renewables and low carbon technologies, incorporating a landscape sensitivity study of the area.

<sup>140</sup> DCLG. (2008). Greener Homes for the Future.

<sup>141</sup> EST. (2008). CE290 Energy Efficiency and the Code For Sustainable Homes Level 3.

<sup>142</sup> EST. (2008). CE291 Energy Efficiency and The Code for Sustainable Homes Level 4.

<sup>143</sup> PDNPA (2003) Supplementary Planning Guidance, Meeting the local need for affordable housing in the Peak District National Park.

is considered equitable to encourage rather than to require a Code level above the Building Regulations.

9.47 The preferred approach ensures a consistency of approach to carbon reduction in line with the energy hierarchy across the housing stock of the National Park This approach is preferred to a specific renewable energy target, because the expected level of new housing development is low and policies ensure that, other than in exceptional circumstances for conservation and enhancement, any housing development should be affordable. The preferred approach should deliver higher levels of carbon reduction than are achievable through the on-site renewables target recommended in the Climate Change study and will future proof the policy beyond 2010.

9.48 Table 1: Timetable for improved Building Regulations for new homes (privately built housing)<sup>144</sup>

	2010	2013	2016
Energy efficiency Improvement of the dwelling compared to 2006 (Part L Building Regulations)	25%	44%	Zero carbon
Equivalent standard within the Code	Code level 3	Code level 4	Code level 6

9.49 Table 2: Table showing comparative timescales – Building Regulations, English Partnerships and Social Housing

	April 2008	2010	2013	2016
Privately built housing	Part L Building Regulations	Code Level 3	Code Level 4	Code Level 6
English Partnerships ( now HCA )	Code Level 3	Code Level 4	Code Level 6	
Government requirement for all new social housing	Code Level 3 mandatory		Code Level 4 by 2012 or before	

9.50 The preferred approach is similar to recommendations from the Energy Savings Trust<sup>145</sup> which from 2010 will be promoting the higher energy performance requirements of the Code for Sustainable Homes, notably Level 4. It recommends that planners prepare to upgrade their planning documents in line with that date. The Energy Savings Trust recognises that Code Levels 4-6 generally do require the use of renewables. English Partnerships (now HCA) Quality Standards<sup>146</sup> will require Code Level 4 from April 2010 and Code Level 6 from April 2013.

9.51 The threshold recommended by the Climate Change Study for the 14% renewables target (8% carbon equivalent) was for 5 or more houses, and the type of housing development (affordable or open market) was not considered. The target threshold was considered appropriate across the sub-region where levels of housing development are very different. The low levels of development within the National Park would very rarely meet the target threshold. The gross rebased housing data gives new build open market housing 2005/06 – 2008/9 at 48 (around 10

<sup>144</sup> DCLG. (2008). Greener Homes for the Future.

<sup>145</sup> EST. (2008). Briefing Note Code for Sustainable Homes – New Build Housing.

<sup>146</sup> English Partnerships. (2007). (now HCA). Places, Homes, People, Policy Guidance English Partnerships' Quality Standards, Delivering Quality Places.



a year), and new build affordable housing at 117 (around 23 per year) with 10 key workers' dwellings (around 2 per year). There were 175 dwellings in total, giving a gross average of 35 per annum. Since the introduction of the Supplementary Planning Guidance for Affordable Housing, there have been 15 units of 1 or 2 new affordable homes and 76 in groups of 3 or more being brought forward by RSLs. It is important that new open market development contributes its fair share to reducing carbon emissions and is built to the same sustainability standards as affordable housing schemes. Based upon our historical completions data, to be effective the preferred approach will apply to any proposal for new or replacement residential development irrespective of number.

- 9.52 During the period 2006-2008 there were 6 consents for replacement dwellings within the National Park which, if the preferred approach had been in place, would have had to be built to the higher standard required by the government for affordable housing<sup>147</sup>. If built, this would consequently have reduced carbon emissions for each dwelling by 25%, and any renewable energy installations incorporated as part of the sustainable low-carbon development would be contributing to the region's renewable energy targets.
- 9.53 The Climate Change Study shows that the scope for area-wide and site-specific target setting within the Sub-area is limited, and that given the difficulties of achieving large contributions to total energy demand for industrial or commercial applications, a blanket target for low- and zero-carbon energy generation irrespective of end use would be inappropriate. The Study recognises that site-specific renewable energy targets have a limited effective timescale. It points out that as an alternative approach, authorities in the Sub-area could instead impose standards based on achieving set levels in the Code for Sustainable Homes or BREEAM in the non-domestic sector. The Study is cautious about the use of these, anticipating "significant additional on-costs for the developers in order to meet the non-energy elements, especially at higher than mandated levels".
- 9.54 In terms of non-residential development, the Climate Change study suggests a 10% target (6% equivalent carbon reduction) for offices, hotels and leisure buildings, and a 6% target (3.5% equivalent carbon reduction) for other non-residential development, with a threshold of 1000m<sup>2</sup>. The preferred approach is to follow the energy hierarchy including using renewables, and to achieve the maximum reductions possible in terms of carbon emissions for all sizes of development.
- 9.55 The government's objective to reduce carbon emissions for these buildings is embodied within the requirements of Part L of the Building Regulations 2006. A single annual CO<sup>2</sup> emission rate for a building is calculated (Building Emission Rate), which must be compared with a target set by reference to a notional building (Target Emission Rate). In line with the energy hierarchy, and using the evidence from the Climate Change Study, our preferred approach is to use the same mechanism to secure at least a 10% reduction in carbon emissions for non-residential development over 1000m<sup>2</sup>. The mechanism is as used in Category 1 for Energy and CO<sup>2</sup> Emissions the Code for Sustainable Homes<sup>148</sup>.
- 9.56 The North York Moors National Park Authority has had difficulty in delivering renewables targets for new farm buildings and other buildings with low energy use. Our preferred approach for such buildings encourages (rather than requires) reduction of carbon emissions, since any requirement for such development by condition could be classed as unreasonable under planning law (Circular 11/95). In any case, the Climate Change Study states that all developments under the threshold should demonstrate through an energy statement that they have given full consideration to the energy hierarchy and to reducing the carbon emissions of the development.
- 9.57 We will investigate the use of a BREEAM rating to secure wider environmental benefits. The evidence base for sustainable construction policies for Dover District Council used the 1000m<sup>2</sup>

<sup>147</sup> DDD05080413, DDD03080252A, DDD06080463, DDD10070936, DDD10060969, DDD12081109

<sup>148</sup> DCLG. (2009). The Code for Sustainable Homes – Setting the standard in sustainability for new homes. Annex B.

gross threshold derived from <sup>149</sup>Government guidance on the scale of major development, and found that non-residential development below the threshold was expected to face significantly higher unit costs to achieve BREEAM ratings<sup>150</sup>. This finding is expected to be the same here and can usefully be followed to develop a threshold.

### **Consultation response to options**

- 9.58 In only 7 responses to the 2007 Issues and Options, there was a preference (5) for retaining the existing approach to encourage on-site renewables but focusing principally on conservation. There was a slight preference for taking a stronger line in seeking energy efficient or non-development solutions (4) to retaining the current approach (3).
- 9.59 At the 2009 Refined Options consultation there were mixed views on option CC3.1, requiring all development to incorporate on-site renewables; 6 responses supported it but 5 objected, saying it was a token policy and should be stronger. 1 response said energy efficiency should be considered first, and 1 thought construction costs would be increased.
- 9.60 Option CC3.2 was supported by 5 responses, 1 querying the exclusion of affordable housing, and 8 objected, suggesting that no exceptions should be allowed. There was a lack of support for option CC3.3 (8 objections and 2 in support); the consensus was that climate change impacts need to be addressed by the National Park through the planning process. There was a mixed response for option CC3.4: 5 responses in support, 3 of them calling for use of the energy hierarchy with the emphasis on energy efficiency; 1 comment noted that this approach for major development would not prevent the provision of small-scale affordable housing or small businesses. There was unanimous support (12 responses) for option CC3.5, promoting a sequential approach to the energy hierarchy to ensure best practice in delivering National Park purposes. The overarching option CC3.6 was supported as good practice in 5 of the 6 responses.

### **Previous coverage by the Development Plan**

- 9.61 Previous Structure Plan policy dealt with principles for energy related development but did not consider this in the context of carbon reduction. Wider strategic objectives did give encouragement for energy efficiency. The new approach goes much further by embedding carbon reduction principles into policy itself.
- 9.62 Existing, saved Local Plan policy will continue to apply. Policy LU4 allows for the development of a renewable energy source provided that the development and all ancillary works including transmission lines can be accommodated without harm to the valued characteristics or other established uses of the area. The policy clarifies that transmission lines should always be placed underground and stresses that wind farms will not be permitted.
- 9.63 Subsequent Development Management DPD will provide a mechanism for carbon reduction offsetting for a time during the plan period when zero carbon targets are met in 2016 for residential development and 2019 for non-residential development.

### **Discarded Options**

- 9.64 Option CC3.3, to retain current policy encouraging sustainable practices but focusing principally on conservation objectives, has been discarded since we want to be able to actively reduce carbon emissions through policy whilst conserving and enhancing the National Park.

<sup>149</sup> Town and Country Planning (General Development Procedure) Order 1995 (SI 1995/419): Article 8, paragraph 7, development involving either “the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or development carried out on a site having an area of 1 hectare or more”.

<sup>150</sup> AECOM. (2009). Evidence base for sustainable construction policies and testing of renewable energy capacity and feasibility for Dover District Council.

## Preferred Approach CC3 - Renewable energy developments

### Summary of the options presented during the Refined Options stage

- 9.65 We have combined the two policy issues of scale and location in order to provide a comprehensive policy on the relationship of renewable energy developments with the natural and built environment. Following the research findings we are able to provide criteria-based policies on number, size and cumulative impact including 'intervisibility' for onshore wind energy generation, and to give broad criteria for other renewable energy infrastructure as required by the Regional Plan<sup>151</sup>.
- 9.66 Seven refined options on the scale of energy installations were offered. Option CC1.1 sought to only permit small scale technologies to meet the local needs of areas, and CC1.2 used a similar approach but first required consideration of all other alternatives in the context of energy efficiency and more discreet solutions being explored.
- 9.67 Five additional options were developed for the Refined Options consultation, because the issue of climate change had not been fully explored in the 2007 consultation. CC1.3 addressed the strategic profile of climate change within the Core Strategy; CC1.4 considered the issue of renewable energy for 'local need' only; CC1.5 considered the inclusion of the energy hierarchy as an overarching approach; CC1.6 sought to explicitly refer to National Park purposes in the context of energy policy; and CC1.7 considered an approach to renewables only for individual properties.
- 9.68 Three refined options for the location of renewable energy installations were offered. Option CC2.1 sought to identify areas where there should be strict protection of the landscape from development and those areas where there may be scope for encouragement of micro-renewables; CC2.2 was to consider all applications for renewables in the context of landscape and design policies; and CC2.3 proposed to identify areas where micro-renewables should be encouraged and areas where there may need to be protection against them taking into account the statutory purposes of the National Park

### Preferred policy approach

- 9.69 We aim to be an exemplar of best practice in a variety of low impact, low carbon and renewable energy technologies. The Sub – Region Climate Change study demonstrates that there are many opportunities for sensitive development of low impact, low carbon and renewable energy technologies within the National Park. Our preferred approach is defined clearly within the energy hierarchy. It combines options CC1.2, CC1.5 and CC2.3, aiming to clarify areas where we can promote small scale renewables that are appropriate in the National Park context, for individual properties or for local needs. Applicants will need to demonstrate through an energy statement that they have given consideration to the energy hierarchy in securing carbon reductions in the development. We will identify broad spatial areas where we will encourage appropriate forms of renewables development, and areas where certain types of renewables are inappropriate. Policy will also set out criteria and guidance on appropriate scale for wind turbines, and generic guidance for other forms of renewables, having regard to their individual and cumulative effect on the landscape and other valued characteristics of the National Park. This approach is based on Landscape Sensitivity Analysis and the local landscape designation of the Natural Zone as set out in General Spatial Policy 4a. The resulting spatial and criteria-based policy will give a degree of certainty to communities and developers in accordance with PPS12<sup>152</sup>.

<sup>151</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO.

<sup>152</sup> DCLG. (2008). Planning Policy Statement 12: Creating strong safe and prosperous communities through Local Spatial Planning.

**CC3: Renewable energy developments**

Proposals for renewable energy developments, including any ancillary infrastructure or buildings, will be considered in the context of the energy hierarchy and the sensitivity of National Park landscapes and valued characteristics. Proposals will be favourably considered if:

- their scale, form, design, materials and cumulative impacts can be satisfactorily assimilated into the landscape or built environment and would not harm the appearance of these areas; and
- they would not impact adversely on the local community, economy, nature conservation or historical interests;
- the environmental and amenity effects resulting from the development's construction and operation, such as air quality, atmospheric emissions, noise, odour, hours of operation, intensification of use of development site, water pollution and the disposal of waste, would not impact adversely on the valued characteristics of the National Park.

Applicants will be required to demonstrate that they have given consideration to the energy hierarchy in the form of an energy statement to be submitted with the proposed scheme.

Due to their sensitivity, areas within the Natural Zone are unsuitable for development other than in exceptional circumstances (see General Spatial Policy 4a). Area Guidance for wind turbines

Dark Peak and Moorland Fringe:

- The open moorland landscapes are very sensitive to all sizes of wind turbine due to their sense of remoteness, distinctive open skylines, vast semi-natural moorland expanses, absence of tree cover and cultivated land, and high visibility from adjacent areas. This area is unsuitable for wind turbine development.

White Peak and Derwent Valley:

- The high landscape sensitivity of the area makes it an unsuitable location for large and medium scale wind turbines.
- Outside the Natural Zone the need for a single wind turbine, in a specific location, must be clearly justified under the energy hierarchy as part of the application process. Single turbines up to 15m in height to blade tip may be acceptable, provided their location and appearance, either individually or cumulatively, does not detract from the landscape or other valued characteristics.
- Wind turbines should be well related to existing buildings or plantations of trees. The location of single turbines should take into account their potential inter-visibility with other turbines to minimise their cumulative impact.

South West Peak:

- The strong sense of remoteness, open character, long views, historic settlement and industrial heritage, areas of open moorland and small scale field pattern, all pose constraints to wind turbine developments. The South West Peak Open Moors and Moorland, Hills and Ridges comprise particularly sensitive landscape character types that are unsuitable for all wind turbine development.
- Outside the South West Peak Open Moors and Moorland Hills and Ridges and the Natural Zone, the need for a single wind turbine, in a specific location, must be clearly justified under the energy hierarchy as part of the application process. Single wind turbines up to 15m in height to blade tip may be acceptable, provided their location and appearance, either individually or cumulatively, does not detract from the landscape or other valued characteristics.
- Wind turbines should be well related to existing buildings or plantations of trees. The location of single turbines should take into account their potential inter-visibility with other turbines to minimise their cumulative impact.

**National and regional policy context**

- 9.70 The preferred approach conforms to national and regional policy.
- 9.71 Planning Policy Statement (PPS) 1<sup>153</sup> sets out the principle that "in preparing development plans planning authorities should seek to enhance as well as protect biodiversity, natural habitats, the historic environment and landscape and townscape character". The Supplement to PPS1<sup>154</sup> states that policies should promote and not restrict renewable and low-carbon energy and supporting infrastructure, and that any local approach to protecting landscape and townscape must be consistent with PPS22 and not preclude the supply of any type of renewable energy other than in the most exceptional circumstances.
- 9.72 Planning Policy Statement (PPS) 22155 requires criteria-based policies to be set out for circumstances in which particular types and sizes of renewable energy developments will be acceptable in nationally designated areas, and seeks to clarify the scale of renewable energy developments that may be acceptable in particular areas. It also states that renewable energy projects in National Parks should only be granted where it can be demonstrated that the objectives of designation of the area will not be compromised by the development.
- 9.73 The Regional Plan<sup>156</sup> confirms that policies and programmes should help to secure the conservation and enhancement of the Peak District National Park, respecting the statutory purposes of its designation. The Plan recognises the Peak District National Park as a unique national and regional asset, and policy 26 requires that the National Park receives "the highest level of protection", and that damage to natural and historic assets or their settings should be avoided, because such assets are usually irreplaceable. It further states that "unavoidable damage must be minimised and clearly justified by a need for development in that location which outweighs the damage that would result", and "that unavoidable damage which cannot be mitigated should be compensated for, preferably in a relevant local context, and where possible in ways which also contribute to social and economic objectives".
- 9.74 The Regional Plan says that policies and proposals should help to secure a reduction of energy usage in line with the 'energy hierarchy' through sustainable design and construction. Basic guidance is given for the scale of renewable energy installations in the Peak Sub-area, citing the National Park's Supplementary Planning Guidance (SPG)<sup>157</sup> as a guide to encourage appropriate renewable energy installation, and pointing out that large scale renewables infrastructure will be difficult to accommodate due to the statutory designation of the National Park. The promotion of Combined Heat and Power (CHP), district heating, and a distributed energy network using local low-carbon and renewable resources is supported. It sets out the basis for local authorities to establish criteria for onshore wind energy and other forms of renewable energy. Renewable energy installations within the National Park will contribute to the emerging regional targets.
- 9.75 Householder development of renewables falls under Part 40 of the <sup>158</sup>Town and Country Planning (General Permitted Development)(England) Order 2008. Certain household-scale renewables may not require planning permission depending on where they are sited. We encourage sensitive siting of renewables and high quality design for such installations.
- 9.76 The preferred approach conforms to national and regional policy in setting out spatial and criteria-based policies on number, size and cumulative impact including 'intervisibility' for onshore wind energy generation and to give broad criteria for other renewable energy infrastructure and in its promotion of the energy hierarchy..

<sup>153</sup> ODP. (2005). Planning Policy Statement 1: Delivering Sustainable Development. Para 27 (iX).

<sup>154</sup> DCLG. (2007). Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1. Paras 19 and 20.

<sup>155</sup> ODP. (2004). Planning Policy Statement 22: Renewable Energy. TSO. Para 11.

<sup>156</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO. Policy 8.

<sup>157</sup> PDNPA. (2003). Supplementary Planning Guidance for Energy Renewables and Conservation.

<sup>158</sup> TSO (2008) Town and Country Planning (General Permitted Development) (Amendment) (No 2) (England) Order 2008

**What our other evidence and analysis tells us**

- 9.77 The potential for renewable energy installations within the National Park is influenced by its statutory designation and the sensitivity of the landscape to different forms of development. Guidance on appropriate scale and location is given in our existing SPG for Energy: Renewables and Conservation. We intend to update this guidance in a future Supplementary Planning Document, taking into account low carbon development better able to adapt to a changing climate.
- 9.78 The Peak Sub–Region Climate Change Study<sup>159</sup> considers a number of renewable and low-carbon technologies. It specifically considers the sensitivity of the landscape and appropriate scale for wind energy and biomass planting. The Study focused on the capacity for different types of renewables within the National Park, and found that :
- The National Park can play an increasing, but limited role, in improving biomass resource from existing and expanding woodlands i.e. producing logs and other useful forest residues. The contribution from forestry biomass is estimated to be about 1,300 tonnes of waste wood a year, potentially generating 4.64 GWh of energy per year, and saving 1,136 tonnes of carbon dioxide.
  - Within the National Park, the key opportunities for expanding the use of small/micro hydro schemes are the restoration of old mill sites and weirs, where there is suitable flow or head of water within watercourses and where existing structures and locations relating to past water-powered industry can be used. There are many potential opportunities for high and medium head water sites but as future schemes come forward they will need to be carefully assessed in relation to water availability, impact on important environmental designations and grid availability.
  - There may be opportunities for small-scale anaerobic digestion, but any contribution from the National Park is likely to be negligible unless further detailed investigation in the future reveals otherwise.
  - There are many opportunities within the National Park to use heat pump technologies. The study assessed that ground source heat pumps could provide the heat demand for 40% of planned new development up to 2026, generating 0.4GWh of energy, a carbon dioxide saving of 98 tonnes.
  - The scope for further installations of solar thermal technologies within the Peak Sub-area is expected to increase, particularly with the increasing cost of fossil fuels. The study has assessed the energy contribution from solar technologies within the National Park to 2026 to be 0.6GWh/y from solar thermal and 0.57GWh/y from photovoltaics, a carbon dioxide saving of 142 and 245 tonnes respectively.
  - There may be some limited opportunity to accommodate small wind turbines in areas of moderate to high sensitivity without adverse ham to landscape character, but great care would be needed in locating infrastructure. Other considerations are the need for adequate wind speeds, as these are not universally spread throughout the National Park, and the need to avoid areas where the height of a turbine is likely to interfere with radar infrastructure. The study has assessed a conservative estimate of five additional small wind turbines being accommodated within the National Park to 2026, which would generate 0.125GWh/y of energy, a carbon dioxide saving of 53 tonnes.
  - There is scope within the plan period to investigate the potential for district heating as part of proposals for carbon reduction.

<sup>159</sup> NEF, LUC. (2009). Peak Sub–Region Climate Change Study – Focussing on the capacity and potential for renewables and low carbon technologies incorporating a landscape sensitivity study of the area.

- The total renewable energy contribution for the National Park is approximately 12 GWh/y by 2026, or ten percent (10%) of the total capacity for the Peak Sub-area, constituting a carbon dioxide saving of 4,353 tonnes. The main technology contributors are small-scale hydro and biomass.
- The study also finds potential for carbon savings from restoring and expanding peat moorland within the National Park. The carbon saving of 1 km<sup>2</sup> of restored peat moorland would be - 609 to -1128 tonnes of equivalent CO<sub>2</sub>/km<sup>2</sup>/yr. This figure is equivalent to taking 240 cars off the roads or generating energy from a 1 MW wind turbine.

9.79 The Study applies a Landscape Sensitivity Analysis to define areas where certain types and scales of development for renewables are inappropriate. Spatial criteria can therefore be provided to give greater certainty to developers in accordance with PPS12<sup>160</sup>. The Study finds that the National Park is an unsuitable location for large or medium scale wind turbines due to the constraints of high landscape sensitivity, widespread key environmental designations, lack of grid infrastructure, likely radar interference, and the general rural nature and poorer accessibility within the windiest parts of the National Park. Furthermore, there are only limited opportunities for single small scale wind turbines up to 15m to blade tip.

9.80 We actively promote low carbon communities through the Sustainable Development Fund. For example Sustainable Bakewell has received funding to raise awareness in schools of sustainable lifestyles and to carry out a feasibility study of micro hydro schemes. There are many other innovative initiatives taking place within the National Park. The Energy Savings Trust has provided 15 energy monitors to the Sustainable Edale group to see what savings can be made in a village not on mains gas.

### **Consultation response to options**

9.81 The 2007 Issues and Options presented two options for consultation in respect of scale, Option CC1.1, to only permit small scale technologies to meet the local needs of areas, and Option CC1.2, which takes a similar approach but requires first consideration of all other alternatives in the context of the energy efficiency and more discreet solutions, before permissions can be granted for infrastructure.

9.82 At the Refined Options consultation 2009 there was mixed support for the preferred option CC1.2 (8 supports and 6 objections), but responses suggested that this option was preferable to policy CC1.1 (2 supports and 6 objections). There was strong support for CC1.3, for climate change to be a cross cutting issue (12 out of 15 responses). Of the 14 responses to policy CC1.4 for renewable energy for 'local need', 12 were in support. Generally the principle for improving energy efficiency and reducing the need for energy in CC1.5 was supported (5) with 2 respondents considering that renewable energy is a priority. The fundamental elements of option CC1.6 were generally supported (5 responses), but there were reservations in respect of imprecise definitions. Option CC1.7 was supported generally (6 responses).

9.83 In respect of location, there were only 6 responses to the 2007 Issues and Options, with a preference (5) for considering applications in the context of landscape and design policies with no areas specified for either search or protection.

9.84 In the 2009 Refined Options, option CC2.1 received a mixed response: 11 responses supported and 8 objected to the option. 8 responses supported option CC2.2 and 4 objected. Option CC2.3 received a mixed response with 3 responses in support and 2 objecting to it.

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<sup>160</sup> DCLG. (2008). Planning Policy Statement 12: Creating strong safe and prosperous communities through Local Spatial Planning.

**Previous coverage by the Development Plan**

- 9.85 Structure Plan policy<sup>161</sup> established the principle of only small scale development to generate or store energy to meet a local need, provided that it does not detract from the appearance of the landscape or the buildings it serves. It precluded major development other than in exceptional circumstances. Local Plan<sup>162</sup> policy encourages development of renewables as long as they can be provided without harm to the valued characteristics, and precludes the development of wind farms in the National Park.
- 9.86 The general policy approach remains the same, although Landscape Character Assessment<sup>163</sup> is now used to inform spatial strategy for location of development. As anticipated by the East Midlands Regional Plan<sup>164</sup>, core policy will continue to focus on small scale development other than in exceptional circumstances. This is given greater definition in the Core Strategy than in previous policy.

**Discarded Options**

- 9.87 We have discarded option (CC2.2) to consider all applications for renewables in the context of landscape and design policies, focusing instead on a policy that sets out spatial areas for development to give greater certainty to developers.

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<sup>161</sup> Peak Park Joint Planning Board. (1994). Peak District National Park Structure Plan. Policies C17 and LU4.

<sup>162</sup> PDNPA. (2001). Peak District National Park Local Plan. Policy LU4.

<sup>163</sup> PDNPA. (2008). Landscape Character Assessment.

<sup>164</sup> DCLG. (2009)..East Midlands Regional Plan (RSS). TSO.



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**Preferred Approach CC4 – Flood risk management**

**Summary of the options presented during the Refined Options stage**

- 9.88 Refined Options set out four approaches to flood risk management and, as a consequence of the 2007 Issues consultation, was expanded to a broader consideration of water conservation and the water hierarchy.
- 9.89 Option CC4.1 proposed a rigid approach to spatial distribution of development by restricting all new development to those sites not identified as being at a risk from flooding. CC4.2 took a more holistic view, proposing to locate new development in areas at least risk of flooding (flood zone 1), ensuring the most vulnerable elements of development are in areas least likely to be affected, together with promoting flood resilient and resistant design land management which reduces water run-off from farmland, and raising requirements for sustainable drainage and water conservation schemes. CC4.3 proposed to require water conservation schemes within major developments, and encourage them within smaller ones. CC4.4 proposed that a significant contribution to water efficiency be made in major developments and encouraged in smaller developments.
- 9.90 The scope of issues and approaches within this emerging preferred option is wide, and may still benefit from being divided between minimisation of harm or damage from flooding, and separate policy on seeking to alleviate the causes of flooding in the National Park as well as in areas downstream from the National Park's main watercourses.

**Preferred policy approach**

- 9.91 The preferred approach for flood risk management mirrors the expectations of PPS25 and reflects the first two elements of Refined Option CC4.2. It recognises the strategic need to understand flood risk in the National Park and to reduce those risks through locational policy which avoids flood risk areas and protects functional flood plains and water storage/conveyancing corridors. It recognises where there are limited options for new development to avoid flood risk, the need to reduce the magnitude of that risk, especially for the most vulnerable types of development such as sheltered housing, schools, and sources of potential contamination. In some cases, because of the lack of appropriate 'safe' options, development in areas of risk may be allowed, but only where adequate levels of mitigation and flood protection can be secured. Where practicable, areas of flood plain may be re-established where they have been previously developed or protected by flood defences.
- 9.92 The total amount of development to be delivered across the National Park within the Plan period will be limited. Policy for flood risk reduction therefore seeks to ensure that development decisions include consideration of flood risk as set out in the Strategic Flood Risk Assessment (SFRA), or by more up-to-date flood risk modelling available from the Environment Agency. There will be a strong presumption against non-essential development in Flood Risk Zone 3, with strict criteria to be met before development may be permitted within Zones 2, 3a and 3b. Parts of Bakewell in particular are vulnerable to flood risk, a situation likely to increase as a consequence of climate change, and this will be an important consideration for the town as main service centre within the National Park.
- 9.93 Policy will seek to ensure that in the Dark Peak and South Western Moors where run-off can be particularly severe, development will not contribute to increased flood risk downstream, by reducing functional flood plain area, increasing the rate of rainfall run-off from developed areas, or reducing the overall capacity of the land to absorb and retain rainfall. New development will therefore be expected to integrate within it Sustainable Drainage Systems (SuDs), and we will encourage water efficiency measures such as rainwater harvesting and grey-water recycling for use in toilets and for garden purposes.
- 9.94 Whilst there are clear connections between managing flood risk and promoting water conservation, which were previously offered in combined options, the preferred approach

develops related but separate policy approaches for these issues. Water efficiency and conservation measures for all development are now addressed in Preferred Approach CC1 on sustainable design and construction, as part of an overall holistic approach to sustainable development and in Preferred Approach CC2 as part of the Code for Sustainable Homes in new housing development.

**CC4: Flood risk management**

Development proposals which may have a harmful impact upon the functionality of floodwater storage or surface water conveyance corridors will not be permitted, unless net benefits can be secured for increased floodwater storage and surface water management from compensatory measures, to reduce overall risk from flooding within the National Park and areas downstream from its boundary.

Where flood management schemes are proposed to reduce the risk of flooding to established material assets, the National Park Authority will expect schemes to secure wider benefits for the natural environment of the National Park, such as habitat creation or landscape enhancement in accordance with the Landscape Strategy.

All new development in the National Park which would increase the rate of surface water run-off because of increases in roof and hard surface area (and hence contribute to increased flood risk in the locality or further down-stream), will be expected to mitigate that risk through incorporation of Sustainable Drainage Systems (SuDs).

**Indicative Development Management Criteria: Avoidance and reduction of impacts**

Development which is vulnerable to the impacts of flooding, and involves new ground level floorspace or an otherwise increased footprint of a building, will not be permitted on sites which are identified as being at risk in the Strategic Flood Risk Assessment (SFRA) or subsequent updates to that assessment.

Development considered to be vulnerable to flooding is defined as all new buildings in which people live, work or spend leisure time, and where plant, infrastructure or goods with material value would be stored, together with agricultural buildings which are designed primarily or partially for animal shelter.

Such development will not be permitted within SFRA Risk Zones 3(a and b) and 2, other than in exceptional circumstances. Development will only be permitted in these areas where:

- there is a clearly justified and demonstrable public need for the building;
- there are no reasonable and available alternative sites within the locality that could meet that need at no risk, or in the absence of no risk, at a lower risk of flooding;
- appropriate flood resistance and resilience measures are integrated within the development, including the ability to safely access the building; and
- compensatory measures to offset flood displacement, commensurate with the scale of the new development, can be implemented downstream, without resulting in unacceptable impacts on landscape character or the water environment including biodiversity.

Elsewhere, in areas recognised as being at lower risk from flooding, development may be permitted where it is consistent with all other Core Strategy policy and, with the exception of demonstrating need, satisfies the criteria set out above.

All new development in areas where flood risk is identified, or where surface water run-off contributes to flooding elsewhere (including outside the National Park) will be expected to incorporate Sustainable Drainage Systems (SuDs). SuDs can include porous surface treatment, surface water storage capacity and/or provision of increased flood storage capacity downstream (functional flood plain). This expectation will be particularly applicable to proposals for development in the Dark Peak, South West Peak, Hope and Derwent Valleys, and other landscapes where porosity is restricted because of underlying geology and/or

topographical characteristics (i.e. upper reaches of watercourses with large catchment areas).

Where off-site mitigation or compensatory measures are proposed to reduce flood risk, legal agreements will be required to secure delivery of those measures and for them to be maintained in the long term to the satisfaction of the National Park Authority in consultation with the Environment Agency.

### **National and regional policy context**

- 9.95 The preferred approach conforms to national and regional policy.
- 9.96 Planning Policy Statement (PPS) 25<sup>165</sup> requires local planning authorities to prepare and implement planning strategies that help to deliver sustainable development by:
- appraising risk - identifying land at risk and the degree of risk of flooding, and preparing Strategic Flood Risk Assessments (SFRAs);
  - managing risk - framing policies for locating development to avoid flood risk, taking account of the impacts of climate change, and only permitting development in areas of flood risk when there are no reasonably available sites in areas of lower flood risk;
  - reducing risk - safeguarding land that is required for current and future flood management from development; reducing flood risk to and from new development through location, layout and design, and incorporating sustainable drainage systems (SuDS).
- 9.97 The Regional Plan (2009)<sup>166</sup> affords high importance to addressing the issues of flood management within the context of climate change. Reducing risk from flooding is a regional priority, as is improving water quality and protecting supply, partly through the location, design and construction of new development including sustainable drainage and flood management measures. Policy sets out the range of measures authorities should adopt in minimising the future risk from flooding. The Plan also advises resisting development which would be at unacceptable risk from flooding or would create an unacceptable risk elsewhere, inhibit the capacity of the floodplain to store water, impede the flow of floodwater, or have a detrimental impact on infiltration of rainfall to ground water storage.
- 9.98 The Plan sets out the 'Regional Approach to Water Resources and Water Quality', requirements that are addressed in the water efficiency measures included within Preferred Approach CC1 on sustainable design and construction.
- 9.99 Regional policy for water resource management and flood risk management is not refined at sub-area level to issues most pertinent to the National Park and wider Peak Sub-area. Some of those strategic elements of water resource management, such as the provision of new water resources, which might mean new storage reservoirs, will be usually major development and inappropriate within the National Park except in very special circumstances.

### **What our other evidence and analysis tells us**

- 9.100 The National Park Landscape Strategy<sup>167</sup> sets out priorities and objectives for landscape management based on our understanding of the characteristics and forces for change across its diverse landscapes. The geology and topography is such that there are likely to be regionally specific implications of climate change in respect of management of the water environment. River levels and flow are likely to be growing concerns on the porous limestone of the White Peak, whilst natural water storage and retention, peat and soil erosion, public supply and flash flooding may be principal concerns within the uplands and valleys of the Dark Peak and South Western Moors.

<sup>165</sup> DCLG. (2006). Planning Policy Statement 25: Development and Flood Risk.

<sup>166</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO. Policies 1, 32, 33 and 35.

<sup>167</sup> PDNPA (2009) Landscape Strategy

- 9.101 The Peak Sub-Region Level 1 Strategic Flood Risk Assessment (SFRA)<sup>168</sup> provides the main evidence in our understanding of flood risk across the National Park. It has been produced in accordance with PPS25, and was commissioned jointly by the National Park Authority, Derbyshire Dales District Council, and High Peak Borough Council. The SFRA provides information for each plan area and advises in relation to land allocations and development management. The SFRA has assessed all forms of flood risk both now and in the future given the likely impacts of climate change.
- 9.102 The Peak Sub-area watershed drains into the East and West Midlands, North West and Yorkshire and Humberside Regions. The main catchments include the Tame, Goyt and Etherow in the northern extent of the region, and the Derwent and Dove towards the south. The SFRA notes a history of flooding within the National Park. Two types of flooding commonly occur: fluvial flooding is that caused by watercourses breaking their banks in times of prolonged heavy rainfall, and surface water flooding occurs when rainfall exceeds the capacity of the land to absorb that water as quickly as it falls.
- 9.103 Fluvial flood risk is evident at a number of locations including the River Noe at Hope and Brough; Bradwell Brook at Bradwell specifically around Church Street; localised flooding along the Dale Brook at Eyam and Stoney Middleton (where culvert capacity is known to be an issue); River Wye at Tideswell, Ashford in the Water (exacerbated by siltation problems) and Bakewell; and localised flood risk is evident along tributaries of the River Wye. At Calver Sough a system of ancient soughs (underground channels for draining water out of a mine) exist with past localised flooding a subject of concern.
- 9.104 Surface water flooding is known to be a significant problem within the National Park due to the steep topography and underlying impermeable geology. This can be made worse by local insufficient drainage capacity: where discharge is directly to a watercourse, locally high water levels can cause back-up and prevent drainage taking place. The Moors for the Future Project is currently working to reduce runoff to large areas around the National Park, including improving storage, which is already contributing to reduced flood risk within the National Park and its surrounding areas.
- 9.105 The Peak Sub-area SFRA sets out likely climate change impacts of changes to Flood Zones and flood probabilities and states that: "in the upland areas ... an increase in flood extent is not expected, however, flood water may become deeper and faster flowing."
- 9.106 Further regional research considers the relationship between land use and soil and water management. It proposes the creation of so-called 'spongy landscapes' across parts of the region, which would act as landscape-scale sustainable drainage systems. 'Spongy landscapes' offer potential major benefits in terms of water resource management, limiting flooding and soil loss, landscape-scale habitat creation and management, restoration of historic landscapes and the conservation of wetland archaeology.

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<sup>168</sup> Halcrow Group Limited. (2008). Peak District National Park Authority Strategic Flood Risk Assessment for Local Development Framework.

**Consultation response to options**

9.107 The Refined Options consultation generated a small response. Option CC4.1 was not widely supported (3 out of a total of 12 responses), although the principle of addressing flooding issues was. Option CC4.2, which accords closely to the approach promoted within PPS25 was more widely supported (17 responses of support out of 18).

**Previous coverage by the Development Plan**

9.108 The former policy content on the issue of flooding and water resource management predates the publication of PPS25 which set out an important new policy direction for these topic areas.

**Discarded Options**

9.109 Option CC4.1 has been discarded as this approach was considered to be too restrictive and not in general conformity with national and regional policy. Options CC4.3 and CC4.4 have been combined and have been taken forward within policy CC1 on Sustainable Design and Construction.

**Preferred Approach CC5 – Impact of climate change on land management, biodiversity & air quality**

**Summary of the options presented during the Refined Options stage**

- 9.110 This issue illustrates how spatial planning now reflects a wider range of matters than those relating primarily to ‘development’ and land use policy. We consider that in spatial planning terms, explicit recognition of these land management matters should be made in the LDF, although the limited role of planning control must be acknowledged. Policy can set appropriate strategic priorities for land use planning in so far as it can facilitate appropriate land, biodiversity and air management and practice.
- 9.111 The Refined Options did not elaborate significantly on the issues presented for consultation in 2007. It set out two general approaches to dealing with land management, biodiversity and air quality in the context of a changing climate. By definition the options addressed aspirational statements – both refer to ‘promoting’ - in relation to activities which to a large extent are not primarily driven or limited by land use planning control.
- 9.112 Option CC5.1 proposed traditional techniques for land, air and biodiversity management to conserve and enhance the valued characteristics of the National Park - supporting approaches to farming and land management, which work with natural processes, topography and geology to provide some of the National Park’s special environmental resources.
- 9.113 Option CC5.2 was to provide opportunities for beneficial management of strategic nature areas, habitats and species, to promote adaptation to climate change and to sustain their contribution to its mitigation. The ‘Natural Zone’ would form the substantive focus for the resultant policy. This varies from the first option by focusing on biodiversity and recognising that the significant shift in climatic conditions will need a parallel movement in management approaches to maintain the National Park’s special qualities.
- 9.114 These options do not address water resource and environment management. Consultations recognised a need for more direct reference to flood risk management and its causes, water conservation and the overall water environment. These issues have been addressed more specifically within the previous issue.

**Preferred policy approach**

- 9.115 The preferred approach will combine the aspirations of CC5.1 and CC5.2. Policy will present a strategic level expectation that development subject to planning control will not be permitted where it would have a net harmful impact upon the natural process or features of the landscape which provide essential ecosystem goods and services. If proposals come forward where such harm cannot be mitigated, and there is a clear need for the development, it will only be permitted where a net gain in that ecosystem benefits can be secured by compensatory measures within the scope of planning control.
- 9.116 This approach will support National Park Management Plan objectives within a spatial/land use context. The policy will ensure that operations which facilitate measures which can help adaptation to the changes facing the National Park from climate change, or will help mitigate the causes of it, will be considered favourably. However, this will always be made within the context of prioritising the need to achieve the statutory purposes of conservation and enhancement, and promoting opportunities for understanding and enjoyment within the National Park. To facilitate these objectives, it is important that all Core Strategy policy is developed or implemented with these overarching priorities and goals in mind, although much of the implementation of this policy will be through our other activities including land management, countryside stewardship and environmental enhancement.

**CC5: Impact of climate change on land management, biodiversity and air quality**

The Core Strategy will foster the sustainable management of all land and water within the National Park, in relation to securing functional natural processes, maintaining and enhancing biodiversity, improving air, water and soil quality, and the continuation of land management practices which have historically created the special and distinctive landscapes of the National Park.

Proposals for development will not be permitted where they would have a net harmful impact upon the robust functioning of natural process or features of the landscape which deliver essential ecosystem goods and services, such as sustainable drainage, carbon sequestration, clean air and water supply, uncontaminated soils and sustainable and sensitive food production potential.

Where harm cannot be mitigated, and there is a clear need for the proposed development, it will only be permitted where a net gain in ecosystem benefits can be secured by compensatory measures on or off site, which are within the scope of planning control or can be otherwise secured through legal agreement and partnership working.

Operations which will facilitate measures which can help sensitive and sustainable adaptation to the effects of climate change facing the National Park, or will help mitigate the causes of it, will be considered favourably. In particular, the role of the Dark Peak peat moors as a carbon sink will be strictly protected, and where possible enhanced. Similarly, the 'permeability' of landscapes to species movement as climatic conditions change will be maintained and enhanced through appropriate design, landscape treatment and control of new development proposals.

**National and regional policy context**

- 9.117 The preferred approach conforms to national and regional policy.
- 9.118 Planning Policy Statement (PPS) 1 Climate Change Supplement<sup>169</sup> and PPS9<sup>170</sup> clarify that planning needs to help adaptation strategies in light of climate change predictions.
- 9.119 Regional policy<sup>171</sup> sets out priorities for protecting and enhancing the natural and cultural heritage. It states that there should be a net increase in the quality and active management of natural and historic assets in ways that promote adaptation to climate change and an increase in the quantity of environmental assets. It does not elaborate on how plans might achieve this aim, so the preferred approach articulates this regional priority with reference to the National Park's valued characteristics.

**What our other evidence and analysis tells us**

- 9.120 The National Park Management Plan (NPMP)<sup>172</sup> recognises climate change as a key issue for the National Park, requiring a set of specific actions in response to its threats and possible opportunities. It notes as a headline concern that the National Park's natural resources should be managed sustainably so as to reduce adverse impact upon climate change and facilitate future generations' ability to manage, mitigate and adjust to those changes; so that we are better placed to hand on a diverse healthy and resilient natural environment; and we can retain and improve the National Park's natural resources as the basis for our survival, well being and prosperity.

<sup>169</sup> DCLG (2007) Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1

<sup>170</sup> ODPM (2005) Planning Policy Statement 9: Biodiversity and Geological Conservation

<sup>171</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO. Policies 1 26,27,28,29 and 31.

<sup>172</sup> PDNPA. (2006). Peak District National Park Management Plan.

- 9.121 The NPMP recognises that climate change will impact heavily on biodiversity and ecosystems in the area, both for species as they change to suit the conditions, but also in terms of water flows and quality, risk from fires and flooding, divergence between migration timings, and food source availability (particularly between birds and insects). Damage to the well-being of the soil resource, particularly blanket bog ecosystems and their natural processes (especially in drier warmer summers), presents a significant threat to the special qualities of the National Park and to the highly significant role it plays as a 'carbon sink', helping mitigate the causes of climate change. Rainfall, increased storminess and flooding may also have detrimental implications for historic and cultural assets as building fabric is eroded or worn, and ancient monuments become more difficult to preserve.
- 9.122 The NPMP sets out actions to address climate change: increasing our understanding of specific impacts from climate change, improving monitoring, working together for improved agricultural practices and legislation, and drawing on appropriate funding to implement best practice in resource management and energy conservation. For issues which may need to be reflected by the LDF, the Plan proposes actions for blanket bog restoration, carbon reduction and the promotion of low-carbon technologies within development schemes.

### **Consultation response to options**

- 9.123 7 responses objected to option CC5.1, which made no reference to climate change, and only one response supported it. There was a very positive response (17 responses) to option CC5.2, to provide opportunities for the beneficial management of strategic areas, habitats and species to promote adaptation to climate change. There were however requests for clarification on the overall approach and the approach to issues such as soil, water, air quality, tranquillity and dark skies.

### **Previous coverage by the Development Plan**

- 9.124 The Structure and Local Plans did not deal with the direct relationship between biodiversity and land management or the impact of climate change.

### **Discarded Options**

- 9.125 No options were discarded.



## Preferred Approach CC6 – Dealing with domestic, construction and demolition and agricultural waste

### Summary of the options presented during the Refined Options stage

- 9.126 This issue has been included in this chapter because of the potential for carbon reduction by prudent use of resources, recycling and reduced transportation of waste. It deals specifically with the need for sites to accommodate facilities for the disposal and collection of waste materials.
- 9.127 Three Refined Options were offered. Option CC6.1 proposed that sites for waste management facilities to deal with waste arising from the National Park should be accepted, as long as the proposed site was environmentally acceptable. CC6.2 proposed a presumption against all waste management facilities, as an unacceptable land use for a National Park. The third option CC6.3 proposed that some storage for sorting and recycling within communities was acceptable if appropriate design guidelines were followed. Although this option does not reflect the policy thrust of the Regional Plan, the framework it was envisaging can be incorporated into the preferred approach.

### Preferred policy approach

- 9.128 Because of their environmental impacts, facilities for disposal of domestic, industrial and commercial waste would be incompatible with National Park purposes, and the small and dispersed population pattern means that they would not be viable operations, unless waste is imported from outside the National Park. Policy will therefore set out a presumption against new waste facilities being established within the National Park and no sites will be allocated. This may be seen to move away from some stakeholder preferences, but having regard to the population density and distribution, the proximity to urban areas, levels of need, and sensitivity of the National Park to such sites, this is a more sustainable approach. Specialised processing sites such as commercial composting and recycling plants will also be inappropriate within the National Park because of their likely landscape impacts and potential for air, land and water contamination which would be contrary to National Park purposes.
- 9.129 However, recognise that its communities have a role to play in achieving more sustainable use of resources, and where appropriate, measures which encourage recycling and responsible disposal of waste should be facilitated. Local very small scale community-based waste projects which deal exclusively with the waste arising from that individual community may be supported, in line with the principles set out in Policy 38 of the Regional Plan. This will only be permissible where appropriate safeguards will ensure that no waste is imported from outside the local community, and there will be no significant adverse effects on the environment, the community and National Park purposes. Such development is unlikely to be acceptable in the countryside outside settlements.
- 9.130 Whilst no targets for dealing with agricultural waste are set out in the Regional Plan, the East Midlands Regional Waste Strategy<sup>173</sup> identified agricultural waste as a particular issue to be addressed across the region. Animal waste will not ordinarily present significant issues for waste disposal, since most is distributed naturally around pasture and moorland, or collected from barns and agricultural sheds and managed in slurry pits or composted on the farm, and subsequently spread on the land as a natural fertiliser, although restrictions on spreading raise the potential for either more storage facilities or for the re-use of the slurry as an energy source. For Nitrate Vulnerable Zones<sup>174</sup> guidance is given by DEFRA and the Environment Agency on the storage of organic manure based on the requirements of<sup>175</sup> The Nitrate Pollution Prevention Regulations 2008 (SI2349 September 2008). Development of new farm waste equipment such as pits or tanks would ordinarily constitute permitted development, but in some circumstances

<sup>173</sup> East Midlands Regional Assembly. (2006). East Midlands Regional Waste Strategy.

<sup>174</sup> DEFRA (2009) Guidance for farmers in Nitrate Vulnerable Zones, Storage of Organic Manure.

<sup>175</sup> OPSI (2008) The Nitrate Pollution Prevention Regulations 2008 (SI 2349)

will require planning permission, usually because of its proximity to housing or highways. A policy framework is therefore proposed to help address this issue.

- 9.131 Waste materials from agriculture also have the potential to be used in renewable energy developments such as anaerobic digestion processes. Such proposals will be assessed against policies for waste and renewable energy.

**CC6a - Management of domestic, industrial and commercial waste**

No site allocations for waste facilities will be made in the Local Development Framework.

New, expanded or replacement large-scale waste facilities will not be permitted.

Local and very small-scale community-run waste facilities may be permitted, where these do not undermine the objectives of the relevant Municipal Waste Management Strategy and they are compatible with National Park purposes. Such proposals must be designed only to meet the needs of the individual community and must not involve importation of waste from outside that community.

The National Park Authority will work with the Waste Collection and Disposal Authorities and local communities to promote behavioural change with regard to sustainable waste management.

Where appropriate, the National Park Authority will use all available powers to secure high standards of restoration for existing waste facilities, to contribute to the recreation, amenity and biodiversity value of the National Park.

**Indicative Development Management Criteria**

Where small-scale development is to be permitted it must be:

- Within the built footprint of existing settlements;
- Designed so as to re-use existing buildings in preference to the need to erect new buildings;
- Of a scale functionally required only to meet the needs of the individual community within which the facility is located;
- Accessible to the local community it is designed to serve;
- Located, designed and proposed to be operated so as not to have any adverse effect on the environment and local community in terms of amenity, transport, visual impact, landscape impact or impact on the natural or built environment;
- Compatible with the relevant Municipal Waste Management Strategy;
- Demonstrated to be the most environmentally sustainable solution, and be shown to be economically and functionally viable;
- Demonstrated to have wide community support;
- Compatible with National Park purposes; and
- Designed in such a manner that the site can be appropriately restored, with suitable restoration and aftercare proposals to contribute to the amenity, recreation and biodiversity objectives of the National Park.

**CC6b: Agricultural waste generated within the National Park**

Wherever possible, agricultural waste should be managed in traditional ways through disposal across the farm unit, allowing soil improvement where this is compatible with other ecological and landscape objectives.

Where concentrated slurry collection, management and disposal is necessary, for example from milking parlours or intensive livestock units, appropriate management of that waste will be necessary to ensure sound environmental management and protection of ground water and watercourses from contamination in particular. Where compatible with environmental legislation and regulation, this should be undertaken within purpose designed facilities (slurry pits and tanks) within the main farm unit, with the rotted waste disposed of on the land.

Where proposals come forward for renewable energy generation from agricultural waste (anaerobic digestion), single on-farm plants will be acceptable provided they respect and do not adversely effect the valued characteristics of the National Park including the environment, landscape, local communities or transport network. Proposals for centralised facilities serving a number of farms will only be permitted where these are identified as being the most sustainable option following an assessment taking account of economic and functional viability and effects on the environment. All proposals should be designed only to deal with agricultural waste; proposals designed to deal with a mixed waste stream will be considered under Policy CC6.

**Indicative Development Management Criteria:**

**For development to be permitted it must be:**

- within or immediately adjacent to existing built development so as to minimise visual and landscape impact;
- designed so as to re-use existing buildings where necessary in preference to the need to erect new buildings;
- of a scale functionally required only to meet the needs of the individual farm or exceptionally the group of farms which the facility is designed to serve;
- located, designed and proposed to be operated so that they respect and do not adversely effect the valued characteristics of the National Park including the environment and local community in terms of amenity, transport, visual impact, landscape impact or impact on the natural or built environment;
- demonstrated to be the most environmentally sustainable solution, and be shown to be economically and functionally viable;
- proposed only to deal with agricultural waste and crops grown for the purpose and not be designed to deal with municipal, kitchen or green waste;
- compatible with the National Park's statutory purposes; and
- designed in such a manner that the facility and any associated buildings or other structures can be appropriately removed from site when no longer required for the purpose to help contribute to the amenity, landscape and recreation objectives of the National Park.

**Where proposals for centralised anaerobic digestion facilities are being considered these will need to demonstrate in addition that:**

- they have widespread community support; and
- the scheme for a centralised facility is the most appropriate solution as an alternative to individual on-farm digesters in terms of functional, economic and sustainability requirements.

**National and regional policy context**

9.132 Planning Policy Statement (PPS) 10<sup>176</sup> sets out government policy on waste management, including the overarching principle of the waste hierarchy - reduction, re-use, recycling and composting, energy recovery and disposal, which itself is derived from the European Framework Directive on Waste. Annex E sets out the locational criteria for testing suitability of sites,

<sup>176</sup> ODPM.(2005). Planning Policy Statement 10: Planning for Sustainable Waste Management.

including in Part C "the need to protect landscapes of national importance for example National Parks from visual intrusion".

- 9.133 The Regional Plan<sup>177</sup> makes clear that the Peak Sub-area has a limited role to play in waste management because of its high quality environment, low levels of waste generated and the constraints in terms of waste facilities development and viability. However, the Plan does not completely rule out small-scale facilities where they do not conflict with National Park purposes, and it does identify the settlements surrounding the National Park as having a specific role in meeting the needs of the National Park in terms of waste site provision. The preferred policy approach is considered to generally conform to national and regional policy.

### **What our other evidence and analysis tells us**

- 9.134 The majority of the settlements within the National Park are covered by the Derbyshire Joint Municipal Waste Management Strategy and the Staffordshire County Council and Stoke on Trent City Council Joint Municipal Waste Management Strategy. These strategies<sup>178</sup> acknowledge that waste management facilities are subject to significant environmental constraints within the National Park, and they contain proposals for sub-regional facilities located outside of Park to deal with the needs of the Peak Sub-Region. The East Midlands Regional Waste Strategy<sup>179</sup> identifies the need to address agricultural waste as a priority issue for the rural parts of the region including the National Park.
- 9.135 The NPMP does not directly address waste management issues. The potential role of local community-based schemes arises from studies presently being funded and undertaken within the National Park, and from Regional Plan policy. The potential role and contribution of on-farm anaerobic digestion for agricultural waste is considered in the Peak Sub-Region Climate Change Study<sup>180</sup>.
- 9.136 Waste management authorities commonly manage sites for the disposal and recycling of domestic waste from households as well as garden waste, electric appliances, scrap metals and small amounts of building materials, in line with their Waste Management Strategies. In future these strategies need to focus on landfill diversion, and there is an expectation that sites will be used as recycling and recovery stations. They will be mainly located at larger settlements outside the National Park, e.g. Stonegravels, Chesterfield, and because of their environmental characteristics, will normally be located away from residential areas or other sensitive receptor sites. Collected materials are treated and turned into useful products at processing facilities, highly specialised plants which often require significant volumes of material, so may only be viable at a sub-regional or regional level. Because of their transport implications and physical and environmental characteristics, these major developments will not be appropriate within the National Park.
- 9.137 Whilst we support the recycling of waste as a sound element of sustainability, the need for domestic recycling point facilities may actually be less pressing than a few years ago. Most local authorities across the National Park now provide services for the household collections of recyclable materials, which may have reduced the need for recycling point facilities. Local groups such as Grindleford Energy Group recycle items through a 'freecycle' notice board in the village advertising items that people want to give away rather than send them for disposal and recycling.
- 9.138 Any negative impact a restrictive approach within the National Park might have on employment opportunities is likely to be negligible.

<sup>177</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO.

<sup>178</sup> SLR Consulting. (2006). Derbyshire Joint Municipal Waste Management Strategy.

Staffordshire County Council and Stoke on Trent City Council (2008). Joint Municipal Waste Management Strategy.

<sup>179</sup> EMRA. (2006). East Midlands Regional Waste Strategy.

<sup>180</sup> NEF, LUC. (2009). Peak Sub-Region Climate Change Study – Focussing on the capacity and potential for renewables and low carbon technologies incorporating a landscape sensitivity study of the area.

- 9.139 For both preferred options the development management principles provide significant mitigation to the first part of the policy and it is considered vital that these Development Management Principles are adhered to in order to ensure negative effects are avoided and therefore the wording in the first part of the Preferred Option should strongly reflect this.

### **Consultation response to options**

- 9.140 The consensus of opinion was in favour of option CC6.1 (16 responses in support from a total of 20). However, it was considered that such development should be small scale and environmentally acceptable, and should be located to be accessible to a range of modes of transport. Responses suggested that there should be more emphasis on reducing waste and recycling and the reduction of packaging. Option CC6.2 was considered inappropriate and unrealistic (10 responses). CC6.3 was generally supported but only in conjunction with CC6.1 (10 responses).

### **Previous coverage by the Development Plan**

- 9.141 The former policy framework of the Structure Plan<sup>181</sup> and Local Plan<sup>182</sup> set very clear strategic presumptions against major development in respect of waste disposal or ancillary development, and did not support identification of sites. The policy suite did set a permissive approach for small scale development or small-scaled extension of existing sites which would result in overall environmental improvement.

### **Discarded Options**

- 9.142 Options CC6.1 and CC6.3 were discarded as not being in general conformity with the Regional Plan, with no locally distinctive reasons being advanced by the evidence base to indicate that a different policy approach is necessary or appropriate.

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<sup>181</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan.

<sup>182</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan.

**Preferred Approach CC7 – Dealing with construction and demolition waste****Summary of the options presented during the Refined Options stage**

- 9.143 Refined Options presented topic within two separate issues numbered CC7 and CC8 Six Refined Options were offered for consultation.
- 9.144 Option CC7.1 proposed to identify development sites which could use recycled construction and demolition waste. Option CC7.2 proposed to use locational criteria to determine proposals for waste management sites and facilities, such as industrial uses. Option CC7.3 was to retain construction and demolition waste including soils on-site wherever possible, processed if necessary, and incorporated into the development. Option CC8.1 proposed that construction and demolition waste including soils should be removed from the site for disposal and treatment elsewhere. Option CC8.2 proposed that construction and demolition waste including soils should be retained on site, processed if necessary and incorporated into the development. Option CC8.3 recommended that waste material arising from demolition, excavation or construction should be reused within the same site, using temporary on-site processing if necessary, unless this is detrimental to the character of the National Park.

**Preferred policy approach**

- 9.145 Preferred policy will be developed in conjunction with the principles established in CC5, and building upon objectives of Option CC 7.3 and Option CC8.3 which are effectively the same issue. The policy sets an expectation for all development sites, that the management and reuse of demolition and construction waste, such as crushed masonry and other inert wastes as secondary aggregates, will be used on-site, and secured through planning condition or legal agreement unless it can be demonstrated that this is not the most sustainable option. Where disposal will harm the special qualities of the National Park the management of construction and demolition waste will be required to take place off-site.
- 9.146 The policy consideration will also need to recognise any environmental risk from on-site re-use (such as the possibility of contaminated waste and /or proximity to watercourses or other sensitive receptors to dust, noise and disturbance for extended periods) may require an alternative solution to be taken.
- 9.147 Detailed Development Management Policies should include requirements such as whether the developer can demonstrate that alternative sites elsewhere in the vicinity would be better suited to a sustainable use of the material within a reasonable timeframe; this may be tied to specific planning consents by legal agreement where possible. They could also emphasise the importance of 'locality' and set out criteria to define this, and seek to avoid long term storage of re-used materials in sensitive locations, creating waste disposal sites by default.
- 9.148 Where Development Briefs are prepared for sites of particular importance, specific expectations for the re-use of recycled building materials and demolition waste will be included. This issue is dealt with in Policy CC1 on Sustainable Design and Construction. This will require its incorporation into a suite of coordinated actions, to help ensure that the whole design and construction process from start to finish achieves the wider principles of sustainable development.

**CC7: Dealing with construction and demolition waste**

Wherever possible, construction and demolition waste should be managed and reused on site, because of the ecological, heritage, landscape, community and transport implications that can arise from off-site disposal. Where significant environmental risk may arise to sensitive receptors including flora, fauna, local communities and the water environment from on-site re-use of such waste, for example with contaminated materials, then an appropriate off-site disposal option should be demonstrated.

If the incorporation of construction and demolition waste materials on-site would be likely to raise adverse effects on visual or landscape amenity, then an off-site solution will be acceptable. In any other circumstance, where a developer wishes to advocate an off-site solution for construction and demolition waste, then it will be necessary to demonstrate how that solution is better in sustainability terms than on-site management and reuse.

### **National and regional policy context**

9.149 This issue arises from the same policy background as for Issue CC6 and is part of the response to the Regional Priorities for Waste Management set out in the East Midlands Regional Plan<sup>183</sup> and the East Midlands Regional Waste Strategy<sup>184</sup>. The preferred approach conforms to national and regional policy.

### **What our other evidence and analysis tells us**

9.150 The Refined Options identified that the use of specific sites for waste management facilities could potentially encourage waste to be brought into the National Park. It is therefore generally considered to be more appropriate and in line with government guidance and regional policy for waste management facilities to be sited outside the National Park where there is more scope in landscape and access terms. The same evidence applies as in Issue CC5.

### **Consultation response to options**

9.151 The majority of responses supported option CC7.1 (11 out of 14 responses) with a number of them suggesting adding a caveat for appropriate controls for managing dust generation should be added.

9.152 There was general agreement that option CC7.2 was unsuitable and should be removed (10 out of 11 responses). There were few comments on option CC7.3 (4), all in support of the option. The consensus of opinion was to support option CC8.3 (14 responses).

### **Previous coverage by the Development Plan**

9.153 Former policies in the Structure Plan<sup>185</sup> and Local Plan<sup>186</sup> set very clear strategic presumptions against major development for waste disposal or ancillary development, and did not support identification of sites for those uses. Policy set out a presumption in favour of the reuse of construction and demolition waste on development sites, which the Core Strategy will continue.

### **Discarded Options**

9.154 Option CC7.2 was discarded because it is not in accordance with national or regional guidance or the Municipal Waste Management Strategies of the National Park's constituent authorities. Option CC8.1 was discarded because it does not meet sustainable development aims as set out in PPS10 and PPS1. Option CC8.2 is in accordance with PPS10 and PPS1, but was discarded because it does not take account of regional guidance or the National Park context.

<sup>183</sup> DCLG. (2009). East Midlands Regional Plan (RSS). TSO.

<sup>184</sup> EMRA. (2006). East Midlands Regional Waste Strategy.

<sup>185</sup> Peak Park Joint Planning Board. (1994). Peak District National Park Structure Plan.

<sup>186</sup> PDNPA. (2001). Peak District National Park Local Plan. Policy LU4.

## 10. Homes and communities

### Spatial context and issues covered

#### Why we need to address this spatial theme

- 10.1 National Park Authorities have a duty, in the carrying out of National Park purposes, to seek to foster the economic and social well-being of local communities within the National Park, taking full account of their needs<sup>187</sup>. The need for affordable homes as part of sustainable communities is an important item in the National Park Management Plan and in relevant community strategies, as well as in national and regional policy<sup>188</sup>. Our approach to affordable housing builds on that already set out in current policy<sup>189</sup>. We think that truly affordable homes are those managed by social housing providers and that all schemes for three or more new homes should involve a housing association or similar body. In addition, individual homes of a similar size and type developed by individuals (with occupancy restricted to local families) provide a form of “intermediate” housing, the value of which lies between social provider and open market properties.

#### Spatial aims assisted by policy

- 10.2 Our spatial aim for homes and communities is: “The National Park’s communities will be more sustainable and resilient with a reduced level of affordable housing need and improved access to services.”

#### How Core Policies can help deliver our Spatial Objectives

- 10.3 Policies for homes, services and facilities, open space and shopping will be applied in the context of the settlement strategy described in Chapter 6 (GSP4b).
- 10.4 This chapter will be supplemented by information about the anticipated levels of delivery in each spatial area. This will be informed by further analysis of the evidence base and through delivery-focused discussions with Housing Authorities during the next phase of consultation.
- 10.5 It is important to point out that whilst we are the local planning authority for the entire National Park, the nine District and Unitary Councils that cover the National Park are the Housing Authorities. So, through planning decisions based on policies in the Local Development Framework, we will control the acceptability of design and location of newly built homes and reused buildings, for both private and socially provided housing. We will also be able to restrict their occupancy to meet the needs of people in the locality. However, the District and Unitary Councils are responsible for drawing up housing strategies, advising the Homes and Communities Agency about local resource needs, and priorities for social housing. Much of this is actually delivered and managed by social housing providers such as housing associations rather than by local authorities themselves.

<sup>187</sup> Her Majesty’s Government. (1995). The Environment Act 1995. Section 62. and Department of the Environment. (1996). Circular 12/96. HMSO. Para 5.

<sup>188</sup> Office of the Deputy Prime Minister. (2005). Planning Policy Statement 1: Delivering Sustainable Development. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty’s Stationery Office. paras 23,27,& 32.

Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO, para 9.

Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO, paras 2.4.26 – 2.4.30 & policies 8&9, para 3.1.6 & policy 13a, paras 3.1.23, 3.1.24 & policy 17.

<sup>189</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing.

Peak District National Park Authority. (2001). Supplementary Planning Guidance: Meeting the local need for affordable housing in the Peak District National Park.

Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO.



**Relationship to General Spatial Policies**

- 10.6 Throughout the National Park, great care will be needed to accommodate newly built development where it does not harm landscape and other valued characteristics. To achieve this, policies for particular types of development in homes and communities will be used in conjunction with those for settlement strategy Chapter 6 (GSP4b).

**Summary of issues covered**

- 10.7 This chapter considers the overall strategic role played by the National Park in relation to housing in this part of the East Midlands<sup>190</sup> and whether there are limits to the scale of development that can be accommodated. It looks at past trends, how to increase the proportion of homes that are affordable, in both new and existing development. It considers how to address the housing needs of different groups of people. It shows that in some circumstances, open market housing might play a role in schemes intended to conserve and enhance vernacular buildings or to remove or avoid eyesores.
- 10.8 This chapter also includes the preferred approach to providing, improving and retaining services and facilities for the community, such as health centres, playing fields, village halls, public houses and shops.

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<sup>190</sup> For spatial strategy purposes, the Peak Sub-region and the Peak, Dales and Park Housing Market Area include the entire National Park together with the areas of Derbyshire Dales District and High Peak Borough outside the National Park.

**Preferred Approach HC1 – The overall strategic role of the National Park in housing provision, and the estimated need for affordable housing**

**Options presented during the Refined Options stage**

10.9 Only one realistic option was identified, having taken account of legislation, policy, previous (regional and structure plan) policy and current (regional) strategy, population and forecasting. This remains the preferred approach.

**Preferred policy approach**

10.10 We think this is the best way to approach the strategic relationship between housing and National Park purposes. More detail on the probable scale of provision and each of the reasons in HC1 is set out in preferred approaches HC2 to HC7

10.11 As part of the preferred approach:

- We can permit housing when it is necessary to achieve conservation and enhancement (for example the conservation of a valued building, or the treatment or enhancement of a site that detracts from its surroundings). Sometimes, this may involve open market housing (see Preferred Approach HC5) .
- Addressing the need for affordable housing that arises within the National Park will help local people who cannot compete in the open housing market, counteracting the overall population trend to some degree. It can help people that have moved away from the National Park (e.g to pursue further education and early careers) to return within a reasonable period.
- Taking account of the changing population and household structure will assist consideration of the needs of key workers, care homes for the elderly or infirm, and for particular sizes or tenures of homes suited to single people or young families.

**HC1 - Reasons for new housing in the National Park**

The reasons for permitting new housing in the National Park are:

- when it is needed to secure National Park purposes for conservation and enhancement and, as an exception to the lack of any target:
- when it addresses an identified local need for affordable housing, including those who wish to return to the National Park within a reasonable period of having moved elsewhere, and
- to take into account wherever possible the need for particular types of home generated by the changing population structure.

Housing will only be permitted where it achieves one or more of these.

**National and regional policy context**

10.12 The preferred approach conforms generally to national and regional policies which, read together, encompass the logic underlying the Structure Plan<sup>191</sup>: that a significant slowing of new development is necessary to hand on the National Park to future generations in a relatively 'undeveloped' state.

10.13 Legislation and national policy<sup>192</sup> are clear on the vision for and role of the National Park. They prioritise the achievement of National Park purposes (conservation and enhancement; and

<sup>191</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Chapter 4 Housing.

<sup>192</sup> The Environment Act 1995. Part III National Parks.

Department of the Environment. (2006). Circular 12/96, Environment Act 1995 Part III National Parks. HMSO.

Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable Development in Rural Areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty's Stationery Office, paras 21 – 23.

Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO, para 30.

understanding and enjoyment). Promoting social and economic well-being is not intended to outweigh or compromise National Park purposes; instead it should be part of pursuing them. Rural exception housing sites (not shown on-plan) should be used entirely for affordable housing. They are a key tool for National Parks with no housing target in the Regional Plan.

10.14 The Regional Plan<sup>193</sup>:

- restates the vision and role of the National Park, making it clear that development strategies in and around the Peak Sub-area (not only those for the National Park) should help to secure them;
- does not require the National Park to contribute to specific regional or sub-regional targets for either the level of population or numbers of homes. Instead, the affordable housing needs of the National Park's communities are to be addressed in the context of National Park purposes;
- requires local planning authorities, local authorities, developers and relevant public bodies to work across administrative boundaries to ensure that sufficient housing land is released to achieve a sustainable pattern of development in the Peak Housing Market Area. Bearing in mind the absence of a housing target for the National Park, it places a requirement on adjacent authorities to consider how they should take into account development that does occur within the National Park. In this way, concerns expressed by some respondents about inter-authority relationships should be taken into account.

**What our other evidence and analysis tells us**

10.15 Some 575 (29 per yr) new affordable homes would have to be provided throughout the entire National Park by 2026<sup>194</sup> to fully address both the backlog and newly arising need. The actual rate of provision will depend largely on government grant (through the Homes and Communities Agency) in response to bids from social housing providers and District Council led housing strategies. Addressing the need over a shorter period would result in higher rates of provision (38/yr by 2021 or 58/yr by 2016).

10.16 Population projections indicate that with fewer people in each household (in common with national trends) there will be fewer people in total. Even if the backlog of need for affordable housing is met in full, the population is likely to decrease by around 7 to 9% by 2026 (although the number of households will marginally increase). Any additional housing justified by enhancement would lessen the overall reduction. Also, the labour force will reduce whilst there will be an increase in older age groups and consequently in the numbers of people likely to need care and support (in common with other parts of the country and rural areas in particular). However, this ageing profile is only slightly more evident in the National Park than in Derbyshire Dales outside the National Park. The projections show that increasing the number of homes does not remove the problems likely to be faced by service providers (health, social care etc). Providing more housing results in more people in the older and infirm groups, even though proportions appear more in keeping with Peak Sub-area norms. The social impact of these changes can be seen to be complex and difficult to predict but not necessarily problematic in a way that can be altered by rates of housebuilding.<sup>195</sup>

10.17 Together with enhancement sites (see Issue H3), addressing the local need for affordable homes could increase opportunities for younger people and families to stay in the area, counteracting the overall trend to some degree. It will help people that have moved away from

<sup>193</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO, para's 2.4.26 – 2.4.30 & policies 8,9,10, para 3.1.6 & policy 13a, para's 3.1.23, 3.1.24 & policy 17.

<sup>194</sup> Peak District National Park Authority. (2008). Housing Needs Survey Implications. Date Accessed: 17/06/09. <http://www.peakdistrict.gov.uk/housing-needs-study-implications.pdf> – based on:

John Herrington Associates. (2007). Derbyshire Dales and High Peak Joint Housing Needs Survey Covering The Peak Sub Region: Final Report March 2007. Date accessed: 17/06/09. <http://www.peakdistrict.gov.uk/housingneedsurvey07.pdf>

<sup>195</sup> Peak District National Park Authority. (2008). Peak District National Park Population Context. Date Accessed 17/06/09. <http://www.peakdistrict.gov.uk/population-context.pdf> - based on:

Marshall and Simpson, Centre for Census and Survey Research, Manchester University. (2006). Population, household and labour force projections for the Peak District National Park Authority and East Midlands Regional Assembly. Date Accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/pubs/populationstats.htm>

the National Park (e.g. to pursue further education and early careers) to return within a reasonable period if they choose to but cannot buy into the open market. This helps to meet the concerns about population balance expressed in consultations for Community Strategies and the National Park Management Plan.

- 10.18 The changing population structure generates a need for particular types of housing, including those for key workers; care homes for the elderly or infirm; and for particular sizes or tenures of home suited to single people or young families.<sup>196</sup> These are dealt with in Preferred Approach HC4.

### **Consultation response to options**

- 10.19 Most responses (8) to the 2007 Issues and Options revealed support for more affordable housing, restricted so that it provides for local needs in perpetuity, although this was within the context of general concern about the importance of National Park purposes.
- 10.20 At the Refined Options stage in 2009 there was general support (22 responses) for the preferred option. Several parish councils said that social landlords sometimes reduce affordable housing stock by permitting residents to buy them, and radical measures are needed to ration the number of homes that can be sold to people living outside the National Park. Several respondents sought more explanation of the relationships with surrounding regions and authorities, and the need for shared information and priorities for affordable housing. It was suggested that unmet demand for open-market housing within the National Park should not simply be transferred to other parts of the Peak Sub-area. Two responses suggested that housing policy should be based solely on the needs of a changing population structure for both affordable and open market housing (without reference to National Park purposes) but this would be inconsistent with law and national / regional policy.<sup>197</sup>

### **Previous coverage by the Development Plan**

- 10.21 The preferred approach to housing continues that of former and current local policy, addressing local needs with neither a numerical target nor limit, but with (i) all development constrained in extent by consideration of National Park purposes and conservation policies; and (ii) anticipated rates of development and population change, nevertheless, discussed: thereby providing a basis for monitoring and review. The absence of a target was a mechanism to help slow down the rate of development of new open market housing in the National Park, which had for many years been running at a higher rate than planned for, resulting in unjustified pressure on the landscape without meeting local housing needs.<sup>198</sup> Subsequent development management policies, and a reviewed SPD on meeting the local need for affordable housing, will give an opportunity to review the detailed criteria for determining the local justification for housing and the necessary mechanisms for ensuring such properties remain affordable in perpetuity.

### **Discarded Options**

- 10.22 No other options were put forward. The suggestion in two responses that housing policy should be based solely on the needs of a changing population structure for both affordable and open market housing (without reference to National Park purposes) would be inconsistent with law and with national / regional policy.<sup>199</sup>

<sup>196</sup> DTZ. (2008). Peak Sub Region Housing Market Assessment Final Report December 2008, sections 4,8 & 10 Date accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/looking-after/plansandpolicies/ppbackground.htm>

<sup>197</sup> The Environment Act 1995. Part III National Parks. and Department of the Environment. (2006). and Circular 12/96, Environment Act 1995 Part III National Parks. HMSO.

<sup>198</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan, paras 4.6 and 4.9

<sup>199</sup> The Environment Act 1995. Part III National Parks. and Department of the Environment. (2006). Circular 12/96, Environment Act 1995 Part III National Parks. HMSO.

**Preferred Approach HC2 – The scale of housing delivery in the National Park****Options presented during the Refined Options stage**

- 10.23 Two refined options were offered. Option H2.1 sought to meet need completely, regardless of National Park purposes, while option H2.2 sought to meet need as far as possible up to the point that National Park purposes become compromised.

**Preferred policy approach**

- 10.24 An approach based on option 2.2 is the best way in which to balance housing needs with National Park purposes. Setting estimates for the number of homes that can be provided will illustrate the anticipated rate of development and provide a base for indicative monitoring.

10.25

**HC2 - The scale of housing delivery in the National Park**

Newly built housing will be permitted provided that it complies with preferred approach HC1 and can be developed without harm to valued characteristics and national park purposes.

Spatial Strategy approaches GSP4a and GSP4b explain both landscape protection and settlement choice: pursuing the statutory purposes of conserving and enhancing the National Park's valued characteristics in a way that seeks to foster social and economic well-being.

The Core Strategy will contain estimates of the number of homes to be provided, but they will not be treated as minimum targets in the way that some spatial strategies do or, indeed, as upper limits.

**National and regional policy context**

- 10.26 The preferred approach conforms generally to national and regional policy.
- 10.27 Legislation and national policy are clear on the vision for and role of the National Park, prioritising the achievement of National Park purposes. Promoting social and economic well-being is not intended to outweigh or compromise them <sup>200</sup>(see Issue H1), but enables us to be as helpful as possible to accommodate the needs of local communities.
- 10.28 The Regional Plan<sup>201</sup> does not require the National Park to contribute to specific regional or sub-regional targets for either the level of population or numbers of homes. It is not specific about how far it is possible to meet the local need for affordable housing within the National Park, leaving that for us to determine in the light of principle, practicality and local circumstance. Limits will be found by considering where development would be harmful and are inherent in the required justifications for enhancement schemes.

**What our other evidence and analysis tells us**

- 10.29 Between 1991 (the base date for calculations in the former Structure Plan) and 2008/09, the number of new homes provided in the National Park was 1,664 (see table 3), raising the total stock to about 18,000. Of these, 378 were restricted in occupancy to ensure that they address the locally arising need for affordable housing and a further 85 were for agricultural key workers. Some open market dwellings were permitted before, but built after, the Structure Plan was adopted. Most involved changing the use of buildings rather than building new. The result is a surprisingly high but unsustainable increase (10%) in the stock of housing.

<sup>200</sup> The Environment Act 1995. Section 61.

Department of the Environment. (2006). Circular 12/96, Environment Act 1995 Part III National Parks. HMSO. Paras 20-23.

<sup>201</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO, Policy 13a.

**Table 3: New homes provided between 1991/92 and 2008/09**

Type	Newly Built	Conversion or change of use	Other	Total
Open market	388	674	72	1134
Locally Needed Affordable Housing	320	78	- 20	378
- Social Provider				277
- Other				101
Agricultural, forestry or other rural enterprise	59	39	- 13	85
Ancillary	12	66	- 11	67
<b>Total</b>	<b>779</b>	<b>857</b>	<b>28</b>	<b>1664</b>

(PDNP: Net additional residential dwellings – excluding holiday accommodation)

- 10.30 Paragraph 10.15 indicates that the future rate for new affordable housing provision lies between 29 and 58 per year, depending on whether it is possible to address needs over 10 years or 20 years from 2006. If the backlog of need is met, the remaining proportion of newly arising need that cannot be met via stock turnover is expected to result in a considerably smaller annual rate of provision. The actual rate at which the backlog can be addressed will depend heavily on public subsidy from the Homes and Communities Agency. Housing strategy managers in the constituent local authorities are being consulted to clarify their expectations about finances available to social housing providers, and when this is available it will be possible to present a better picture of what we expect to see over the lifetime of the LDF.
- 10.31 In the meantime, we can compare housing need with site availability indicated by the Strategic Housing Land Availability Assessment (SHLAA)<sup>202</sup>. This broadly indicates that the number of homes that could be developed between 2006 and 2026 without serious harm to the National Park is in the order of 490<sup>203</sup>. The SHLAA does not, however, take into account the potential for homes to be provided by conversion of one large property to several smaller ones (or flats), by making use of buildings such as redundant barns (change of use), or on small “windfall” sites.
- 10.32 Since 1991 almost all the former large mill buildings have been re-used for housing, and in the last 5 to 10 years the majority of more obvious opportunities for re-using barns etc have been taken. Our opinion is that over the plan period, changes of use and conversions are unlikely to proceed at more than 25% of annual rate since 1991. They might therefore add another 10 or so per year, making a total potential supply without serious harm to the National Park in the order of 690 by 2026 (35 per yr). However, although this total figure (which may be increased again by a small amount through windfall sites) seems to meet the surveyed need for affordable housing, the indicative sites are not evenly distributed throughout the National Park and do not relate well to the likely distribution of need. There is more discussion on this matter of distribution in Chapter 6 (GSP4b).

<sup>202</sup> ecosgen in conjunction with Arup. (2009). Peak Sub Region Strategic Housing Land Availability Assessment. Date Accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/lookingafter/plansandpolicies/ppbackground.htm>

<sup>203</sup> Table 9.3 of the Strategic Housing Land Availability Assessment: see footnote 202..

- 10.33 The mismatch between indicative sites and identified need suggests that the National Park is unlikely to be able to accommodate enough newly built affordable homes to meet locally identified needs that arise in all areas within it. To do so would be likely to harm its valued characteristics (see paragraphs 2.1 to 2.3) and contradict statutory National Park purposes. The reduced potential for change of use and conversion, and uncertainty about the total contribution that these might make to affordable housing, adds to the difficulty. The SHLAA, therefore, provides an alarm call that will require further detailed investigation of many settlements in which sites were not found, before there can be confidence that they might be able to grow further.

### **Consultation response to options**

- 10.34 The 2007 Issues and Options consultation supported giving priority to National Park purposes.
- 10.35 19 out of 21 responses to the 2009 Refined Options were in favour of option H2.2, meeting as much need as possible but not to the degree that the National Park would begin to be harmed. Additional comment said that more detailed work was needed to determine the point at which harm would occur (see settlement strategy paragraph 6.65 and GSP4b). 5 responses objected specifically to option H2.1.

### **Previous coverage by the Development Plan**

- 10.36 The preferred approach to housing numbers continues that of former and current local policy, in which there is neither a numerical target nor limit, but in which (i) all development is constrained in extent by consideration of national park purposes and conservation policies; and (ii) anticipated rates of development and population change are, nevertheless, discussed: providing a basis for monitoring and review<sup>204</sup>.

### **Discarded Options**

- 10.37 Option H2.1 was discarded because of its incompatibility with legislation and national and regional policy, as recognised by most of those who responded to consultations.

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<sup>204</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Chapter 4: Housing, particularly para 4.31.  
Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing, particularly para 4.5.

**Preferred Approach HC3 – Methods of providing affordable housing****Options presented during the Refined Options stage**

10.38 Four refined options were offered. Option H3.1 was to continue with virtually all newly built homes. Option H3.2 sought to use more enhancement sites and opportunities to change the use of existing buildings. Option H3.3 sought to buy existing open market properties as they come up for sale ('buy-back') and add them to the affordable sector, instead of building new homes, and Option H3.4 proposed to increase the amount of 'buy back' and decrease new-build over time.

**Preferred policy approach**

10.39 The preferred approach combines the short term use of options H3.1 and H3.2 with a move over time towards options H3.2, H3.2 and in particular H3.4. It offers the possibility of a new 'win-win' approach to maximising the amount of affordable housing where it is needed, in a way that minimises pressure for new buildings in a protected landscape. If successful, this new approach (which includes buying existing homes when they come up for sale) will help to overcome the sense of conflict between affordable housing and National Park purposes in the medium to long term. In the short term it will not prevent or slow down the use of those acceptable development sites that remain. It will, however, provide an additional route to address the identified backlog or shortage of affordable homes. In addition each home bought will be a candidate for improvement to help minimise the environmental and carbon footprint of the existing housing stock.

**HC3: Achieving affordable housing for local needs**

Housing that meets the local need for affordable homes will be increased through a combination of:

- newly built homes (where there is clear local evidence of need and/or where these are justified in order to conserve or enhance the National Park),
- changing the use of existing buildings to affordable housing or converting one home to several, and
- homes brought into the affordable sector by buying them from the existing stock of open market housing ('buy-back').

Provision of affordable housing will have to be justified by evidence of local needs and its occupancy will be restricted in perpetuity to meet those needs.

Newly built homes will be in a settlement in accordance with General Spatial Policy 4b, or on its edge if no suitable internal site is available. They will be of a size and type most likely to be affordable to those on low or moderate incomes and subject to legal agreements to ensure that they remain so in perpetuity.

**National and regional policy context**

10.40 The preferred approach conforms generally to national and regional policy.

10.41 The strategic role of the National Park (see Issue H1) implies that it will not always be possible to provide newly-built affordable housing. Although less specific than regional policy, government policy<sup>205</sup> also recognises the role of existing housing (including empty properties and renewing stock) and the need to integrate affordable housing into existing communities.

<sup>205</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO. Paras 29, 31,37 & 38.



- 10.42 The Regional Plan emphasises the need to explore a variety of methods to provide affordable housing rather than simply assume that they must be newly built. It specifically refers to purchase within the existing stock of housing as being one of these methods and acknowledges that special measures may be necessary in protected landscapes<sup>206</sup>.

### **What our other evidence and analysis tells us**

- 10.43 Discussion under issue H2 shows that the availability of suitable sites for newly built housing, or of buildings that can be re-used to provide new affordable housing, is both limited and reducing. Unless more use is made of methods other than new-build, it seems unlikely that enough affordable homes can be provided in all areas of the National Park without a scale of impact that would be harmful to its landscape and other valued characteristics.

### **Consultation response to options**

- 10.44 8 responses to the 2007 Issues and Options consultation provided support for 'buy-back' as part of a package to deliver more affordable housing.
- 10.45 Several respondents to the 2009 Refined Options consultation recognised that the options presented were not all mutually exclusive and that the best practicable solution might be to use elements of each. There was support (14 responses) for option H3.2, making use of enhancement schemes, and 2 respondents linked this to future reduction in changes of use into holiday accommodation (see Economy chapter). 8 responses favoured H3.1, suggesting that newly built affordable housing should always be sympathetically considered provided that there was sufficient local evidence of need. 9 responses supported 'buy-back' (H3.3 and H3.4), some preferring to phase this in over time, although there was concern about the financial practicality.

### **Previous coverage by the Development Plan**

- 10.46 Under former and current local policy, schemes justified by conservation and enhancement can provide for open market housing. We have, however made use of regional policy<sup>207</sup> to help make sure that some of the homes in larger schemes become part of the affordable sector and the preferred approach increases this imperative. Similarly the use of existing individual buildings in settlements can currently be changed to provide open market housing, and this would need to be altered to favour affordable housing (see Preferred Approach HC5). Newly built affordable housing is also permitted on rural exception sites but the preferred option implies a gradual slow down in this, along with a change in emphasis towards 'buy back'.<sup>208</sup>

### **Discarded Options**

- 10.47 Options H3.1 and H3.3 are discarded, but elements remain in the preferred approach. In particular there is an ability to continue the current rate of newly built homes in the short to medium term provided that there is evidence of need and suitable sites.

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<sup>206</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO, Paras 3.1.12 & 3.1.14 and Policy 15.

<sup>207</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO. Para 24.  
Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Paras 3.1.12 & 3.1.14 and Policy 15.

<sup>208</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Policy HC1.  
Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing, particularly para 4.8.

**Preferred Approach HC4 – Housing to address the needs of different groups, including key workers and different types of tenure.**

**Preferred Approach HC4a –The housing needs of different groups, and different types of tenure**

(Housing for key workers, including those employed in agriculture, forestry or other rural enterprises is dealt with in Preferred Approach HC4b)

**Options presented during the Refined Options stage**

10.48 Seven refined options were offered. Option H4.1 sought to address needs through targets in the Core Strategy, while Option H4.2 proposed to address needs at the time when schemes are being considered by seeking advice from housing authorities and referring to their strategies. Option H4.3 combined Option H4.2 with consideration in the Core Strategy and other local development documents but did not set out targets. Option H4.4 extended the concern for the mix of size, type and household across the proportion of larger developments (such as enhancement) that is allowed to cater for open market housing. Option H4.5 extended the current policy regarding gypsy sites to include travellers and showmen. Option H4.6 restricted the occupancy of newly provided supported housing (including care homes) to meet needs that arise within the National Park and Option H4.7 sought to make policy sufficiently flexible that even if it prioritised locally arising need it could allow consideration of individual cases of care need that might be outside these agreed norms.

**Preferred policy approach**

10.49 The preferred approach is a composite of previous options.

10.50 We think that Option H4.3 offers the best approach towards targets for size and type of housing, allowing the issues to be addressed in the Core Strategy but without setting targets in policy. Not all consultation respondents agreed with this, but many understood the difficulties of predicting needs where small numbers are involved in individual district council areas, and supported pragmatism at the time that schemes come forward. This will allow housing authorities to carefully review their advice about the best mix of size, type and tenure of new homes in the light of the most recent detailed local evidence (for example from new village level surveys by housing enablers and/or an analysis of Home Options information). The needs of young families will be among those considered at the time.

10.51 Open market schemes involving more than two homes that are justified by conservation and enhancement of the National Park will also be expected to demonstrate and respond to an understanding of the needs of the area in terms of size and type of residential units. This is separate from and additional to the requirement to provide as many affordable homes as possible in such schemes (see Preferred Approach HC5), and is intended to apply if their sole provision is not viable. It will enable those benefitting from enhancement schemes in the National Park to help extend the range of properties and choice available in the area.

10.52 The current approach towards gypsy sites in the National Park will be extended to include travellers and showmen.

10.53 New residential institutional accommodation (such as care homes, nursing homes, hostels and even new hospitals) will need to be justified in relation to needs that arise within the National Park. Policy should nevertheless be implemented with sufficient flexibility to take special circumstances (of both the clients and the institutions) into account where a convincing case can be made.

**Core Policy HC4a: Size, type and tenure of newly provided housing for different groups in the community**

We will ensure that the size and type of new housing or other accommodation reflects the locally arising needs of the National Park and its communities by:

- making sure that affordable housing schemes of 3 or more homes take account of the range of size, type and tenure advised by the relevant housing authority and social housing provider at the time that a scheme is being planned. This will include advice about the anticipated age of the intended occupiers, and about special needs such as those for key workers, including people whose jobs contribute to the conservation and enhancement of the National Park;
- ensuring that any development incorporating 3 or more new open market homes takes account of the types and sizes that would best be able to extend the choice available in the area;
- only permitting gypsy, traveller or showmen's caravan sites if exceptional circumstances show that it is possible to provide a small site for limited seasonal occupancy and personal use without harm to the character and appearance of area;
- making sure that new residential institutional accommodation and similar establishments demonstrate that they address needs that arise within the National Park and that they will be able to prioritise those needs in a manner agreed with ourselves:

**National and regional policy context**

- 10.54 The preferred approach conforms generally to national and regional policy.
- 10.55 Government policy asks local planning authorities to plan for a mix of housing on the basis of the anticipated profile of different types of households, including the needs of particular groups such as families with children, key workers, older and disabled people. It suggests that, "where appropriate", plans should set targets for different tenures, types and sizes of social rented and intermediate affordable housing - for particular locations. It requires authorities to address the accommodation needs of gypsies, travellers and showmen<sup>209</sup>.
- 10.56 The East Midlands Regional Plan<sup>210</sup> states that it is not possible to establish static targets on the mix of dwelling size and type. It prefers a strategic vision of the kinds of communities that authorities want to foster, taking into account that:
- a. for the market sector:
    - a reasonable mix of housing is available, addressing any identified imbalance;
    - certain dwelling types will not attract some types of household;
    - it may not be essential for every neighbourhood to be fully mixed.
  - b. for the social sector:
    - the allocation system enables homes to be more readily matched to households;
    - sufficient larger homes should be provided to allow households to grow.

The Regional Plan also requires work across administrative boundaries which it would be logical to apply to accommodation, focussing on the needs of the infirm and elderly to achieve a coordinated approach at the sub-area housing market level. It identifies minimum pitch requirements for gypsies and travellers that authorities should plan for during the period 2007 to 2012. There is no requirement for pitches in the National Park.

<sup>209</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO, Paras 20–24.

<sup>210</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Paras 3.1.11; Policy 17 and Policy 16 / Appendix 2.

**What our other evidence and analysis tells us**

- 10.57 The Regional Plan's conclusion that it is not possible to establish static targets for the mix of dwelling size and type is consistent with our experience of the complexity of dealing with many housing authorities across the National Park, the slow, scattered and numerically limited nature of development and the need for flexible, pragmatic solutions. Our Core Strategy might therefore contain informed discussion of these matters in support of a strategic vision of the kinds of communities that we want to foster, and/or refer to evidence documents that expand on this, including up-to-date parish needs assessments.
- 10.58 The Strategic Housing Market Assessment<sup>211</sup> found that:
- both subsidised affordable housing and entry level market housing are in short supply;
  - there is strong justification for influencing the size and type of market housing that is developed, and the market is sufficiently robust that it will not be deterred by tight guidelines of this type;
  - within the National Park, environmental considerations are likely to be dominant, but building smaller units should benefit the overall affordability of housing, always bearing in mind specific local needs and the mix of dwelling types/sizes in particular settlements;
  - targets for size and type need not be in development plan policies and, if required, are more suited to documents such as housing strategies;
  - providers and decision makers should pursue 80% of all affordable housing as social rented housing and 20% as intermediate housing, but with flexibility as to where, when and how ratios are applied on any particular scheme.
- 10.59 Recent research into the accommodation needs of gypsies and travellers did not identify any pitch requirements in the National Park<sup>212</sup>.
- 10.60 The Strategic Housing Market Assessment stresses that the growing proportion of elderly and infirm people will create additional needs for adaptation to existing homes and perhaps for some complexes either purpose-built or provided from changing the use of larger, existing properties. Their needs can be taken into account in other ways, such as by improving existing homes to meet 'lifetime home' standards (where the needs of the elderly and infirm for stair-lifts, bath lifts or wheel chairs can be more easily met)<sup>213</sup>. Newly built homes should also be built to 'lifetime home' standards. These standards may need to be improved upon when the findings of newly commissioned local research are reported and we will then be able to consider how subsequent development management policies might enable the use of lifetime homes standard in as many new homes as possible. There has been some demand to allow building in the National Park to meet needs of this type arising over a much wider area including surrounding urban populations. As with ordinary affordable homes, this places additional pressures on the existing stock and on land for newly built facilities.

**Consultation response to options**

- 10.61 The 2007 Issues and Options consultation only considered key workers (see Preferred Approach HC4b) and gypsies and travellers. There were mixed views about gypsies, travellers and showmen but with a preference towards not having separate policy addressing their needs (4 responses against 3).
- 10.62 Responses to the 2009 Refined Options consultation generally agreed that new affordable housing should in some way address the types of need that are identified, but several (7) objected to targets. 3 respondents preferred H4.2 - to identify needs at the time schemes are being considered, combined with a discussion of anticipated needs in the Core Strategy.

<sup>211</sup> DTZ. (2008). Peak Sub Region Housing Market Assessment Final Report.Chapter 10. Date accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/looking-after/plansandpolicies/ppbackground.htm>

<sup>212</sup> Opinion Research Services. (2008). Derbyshire Gypsy and Traveller Accommodation Assessment 2008, figure 48. Date Accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/looking-after/plansandpolicies/ppbackground.htm>

<sup>213</sup> Habinteg Housing Association. (2009) lifetime homes. Date Accessed: 17/06/09. <http://www.lifetimehomes.org.uk>

Pragmatism and flexibility were welcomed given the difficulty of meaningful targets where low numbers are involved.

- 10.63 11 responses supported option H4.5, but sensitivity and scale were regarded as important to fulfil National Park purposes.
- 10.64 There were mixed views on whether to restrict occupancy of new-build supported housing such as care homes. 5 responses supported restrictions as in option H4.6. There was more support (13) for the flexibility of H4.7, allowing for special personal circumstances (for example for dependant relatives living outside the National Park), and issues around the viability of the care home business.

#### **Previous coverage by the Development Plan**

- 10.65 The preferred approach builds on rather than alters former and current local policy<sup>214</sup>.

#### **Discarded Options**

- 10.66 Option H4.1 is discarded. It did not receive widespread support, is not in keeping with the Regional Plan, and we think it impractical. Elements of the other options are combined in the preferred approach.

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<sup>214</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Chapter 4: Housing, particularly Policy HC4.  
Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing, particularly Policy LH7.

## Preferred Approach HC4b - Housing for key workers, including those employed in agriculture, forestry or other rural enterprises

### Options presented during the Refined Options stage

- 10.67 The Refined Options stage did not include separate options for the way in which key worker housing needs might be addressed. It did, however, point out that the Core Strategy might extend the current key worker justification for affordable housing so that it covers land management roles other than those already encompassed by the term 'agricultural and forestry workers'.

### Preferred policy approach

- 10.68 Our preferred approach extends the current approach towards housing for agricultural and forestry workers to others involved in land management. This implements national policy. Other key worker considerations will be addressed within the overall estimates of need for affordable housing. They do not justify increased provision over and above this. We think that any review of or addition to criteria that might be needed to assess key worker circumstances (currently in the Local Plan<sup>215</sup>, PPS3 and PPS7) would be better dealt with in the detailed Development Management DPD rather than in the Core Strategy.

#### **HC4b: Housing for key workers, including those employed in agriculture, forestry or other rural enterprises**

Other than for agriculture, forestry or other rural enterprises in accordance with E1, the needs of key workers will be accommodated within the general provision of affordable homes (whether newly built or otherwise).

New homes for key workers in agriculture, forestry or other rural enterprises will need to be justified by functional and financial tests related to the needs of the enterprise, rather than to personal preferences or individual circumstances. Wherever possible they should be provided by the re-use of traditional buildings that are no longer required for agriculture. Criteria used in the current Local Plan will also be applied to other rural enterprises. In all such cases, we will consider whether new homes should be tied to the land holding for which they were declared to be needed. If, at a future date, they are no longer required for this purpose, they will be required to be used:

- a) in open countryside - either as part of the intermediate affordable housing stock, or temporarily, for holiday accommodation; or
- b) in settlements - as part of the intermediate affordable housing stock.

### National and regional policy context

- 10.69 The preferred approach conforms to national and regional policy.
- 10.70 Key workers are one of the groups of people for whom government wishes to provide affordable housing<sup>216</sup>, and any isolated new home in the countryside requires special justification, whether in a National Park or not<sup>217</sup>. Justification may be required when agricultural, forestry and certain other full-time workers need to live at their workplace, although it will often be more sustainable for them to live in nearby towns or villages or in suitable existing buildings, if opportunity exists. Detailed criteria are only set out in the PPS in relation to agricultural homes, but it is made clear that the same considerations should be applied to forestry and "certain other" (not specified) activities and workers. Other rural based enterprises must be acceptable in themselves in that

<sup>215</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policy LH2.

<sup>216</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO. Paras 27 & 29.

<sup>217</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable Development in Rural Areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty's Stationery Office. Paras 10 & 11 and Annex A.

location before the need for a home is even considered. Food processing (and by implication processing rather than producing any rural product) cannot justify such a new home; neither can retirement needs.

- 10.71 Careful scrutiny is advocated to prevent abuse of these concessions. This may include the history of a holding and the use or disposal of other buildings. Determination of whether a new home is essential depends on the needs of the enterprise for full time employees and not on personal preferences or circumstances. There must be a sound functional and financial case for the size of home proposed.
- 10.72 The Regional Plan does not address issues around housing needs for key workers.

### **What our other evidence and analysis tells us**

- 10.73 The Housing Needs Survey<sup>218</sup> demonstrates that key worker housing needs can be managed within current strategic estimates and therefore do not imply a need to increase overall numbers. We think that any review of criteria needed to assess key worker claims is best dealt with in detailed development management policies rather than in Core Strategy.
- 10.74 New agricultural and forestry housing has been provided at a rate of about 7 per yr between 1991/92 and 1998/99, declining to 3 per yr since then (a total of 85 – see table 3). We are aware of some instances where farming families seek additional accommodation to cater for family needs as one generation gets ready to retire and the next may wish to take over the enterprise. National policy ought to be applied inside a National Park at least as carefully as in other rural areas, and it is clear that to justify a completely separate new home, the national tests designed to prevent abuse of the planning system should be implemented. After all, there is no certainty that a farm business will remain in the same family ownership in perpetuity. Nevertheless, it should be possible in many cases to use an annexe to the main farmhouse or for needs to be met through change of use to agricultural buildings under the policies on locally needed affordable housing (see HC3 and HC5). If necessary, these interrelationships will be considered in more detail in subsequent development management policies and/or practice.
- 10.75 It is anticipated that there may be a few cases where extending the current policy to encompass other key workers will enable new homes in the countryside where they are justified by work that is essential to the delivery of National Park purposes (e.g. conserving and enhancing biodiversity or landscape, including the relationship to recreation management). In all cases, exceptional permission for a new home in the open countryside would, as now, only be granted where it is absolutely essential to live on-site rather than simply nearby. The current restrictions on future use of such properties help to discourage attempts to abuse the planning system by the deliberate use of short term land management arrangements in order to justify a permanent home. Given that one of the purposes of National Parks is “conservation and enhancement,” it is also logical that every effort should be made to provide this type of housing in traditional buildings that are no longer required for agriculture before new buildings are considered.

### **Consultation response to options**

- 10.76 Responses to the 2007 Issues and Options revealed some support (4 responses) for addressing the needs of key workers including those who contribute directly to national park purposes (via estate management etc).
- 10.77 The 2009 Refined Options consultation referred to one matter of principle that might be addressed in core policy: whether the current approach towards housing for agricultural and forestry workers should be extended to others involved in land management? Only one response supported this, and no other comments were received.

<sup>218</sup> John Herrington Associates. (2007). Derbyshire Dales and High Peak Joint Housing Needs Survey Covering the Peak Sub Region. Final Report March 2007. Para 11.63 & table 11.7. Date accessed: 17/06/09.  
<http://www.peakdistrict.gov.uk/housingneedssurvey07.pdf>

**Previous coverage by the Development Plan**

10.78 Former and current local policy<sup>219</sup> includes people with “an essential functional need to live close to ...work...” as having a local qualification that can justify an affordable home provided under the “rural exceptions” route. It also allows for the provision of agricultural or forestry workers’ homes where they are properly justified by business needs (not personal preferences or circumstances), preferably located in a nearby settlement but in the countryside if this is not possible or practicable. In implementing this policy, we consider whether new homes should be tied to the land holding for which they were declared to be needed. When an agricultural or forestry need no longer exists, the dwelling is required to join the stock of affordable housing and/or may sometimes be used to provide temporary holiday use.

**Discarded Options**

10.79 None were put forward in the Refined Options consultation.

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<sup>219</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Policies C2, C3 & C6. Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policies LC12 and LH3.



## Preferred Approach HC5 – Increasing the proportion of affordable housing in enhancement schemes

### Options presented during the Refined Options stage

- 10.80 Four refined options were offered. Option H5.1 establishes a standard proportion that will be sought from all enhancement schemes. Option H5.2 establishes the most suitable proportion on a scheme by scheme basis but based on clear principles in the plan. Option H5.3 seeks a financial contribution in cases where a proportion of affordable homes is not possible or viable.

### Preferred policy approach

- 10.81 Our preferred approach combines elements of all the options. It seeks to maximise the affordable housing contribution that enhancement schemes make, subject to viability and conservation considerations. It recognises that in some cases the costs of changing a building's use or of new build enhancement schemes can be so high that they would not be viable without some open market sales.

#### **HC5: Increasing the proportion of affordable housing on enhancement schemes including changes of use to existing buildings**

Residential development may be justified by its contribution to the conservation and enhancement of the National Park.

In these circumstances we will increase the proportion of housing that addresses the local need for affordable homes by requiring in all cases (regardless of the number of homes involved) that the entire scheme must comprise affordable housing unless (i) that would mean that it was no longer financially viable, or (ii) there is no identified need. The affordable housing could be a mixture of “truly affordable” or intermediate “more affordable” housing, both being restricted to occupants with a local qualification. We would follow the advice of the relevant housing authority and social housing providers as to what that mixture should be. Where it is not viable for the whole scheme to be affordable housing, evidence must be provided so that we can determine a realistic minimum proportion. Judgements about financial viability will be based on our agreed methodology.

Where an enhancement scheme might provide more affordable housing than is needed in that particular part of the National Park, we will (subject to viability considerations) ask for a financial contribution to help meet affordable housing needs elsewhere.

In all cases we will make sure that conservation and enhancement is prioritised above other considerations.

### National and regional policy context

- 10.82 The preferred approach conforms generally to national and regional policy.
- 10.83 There is general encouragement for all open market residential developments to provide a locally determined proportion of affordable housing<sup>220</sup>.
- 10.84 The Regional Plan encourages provision of affordable homes as a form of planning gain when open market residential development is permitted. For the Peak, Dales and Park Housing Market Area, the number of affordable homes to be provided equates to 61% of the total housing provision. Within the National Park, the driving context for housing is “complying with the statutory purposes of the Peak District National Park;..(and)..meeting affordable housing needs in a way that promotes a more sustainable pattern of development.” The Regional Plan does

<sup>220</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO. Paras 24 and 29.

not impose any form of housing target on the National Park, but any housing development that does occur is to be counted as a contribution to the targets for the Housing Market Area<sup>221</sup>. Given this wider context it is logical that in the National Park the two key drivers of housing policy should now be combined to seek as many affordable homes as possible whenever residential opportunities arise. This will help to raise the proportion of affordable homes provided across the Housing Market Area as a whole, adding to those provided under Preferred Approach HC4a.

### **What our other evidence and analysis tells us**

- 10.85 It has proved very difficult to make an accurate estimate of the number of homes likely to be provided by enhancement projects, whether new-build or change of use. The Strategic Housing Land Availability Assessment (SHLAA)<sup>222</sup> has provided an indicative estimate of new build opportunities, but has not been able to survey all potential candidates for changing the use of existing buildings, and take into account their owners' intentions. Despite these uncertainties, it is becoming clear that the number of larger enhancement schemes (both new build and change of use) is both limited and finite. On the other hand, the strong demand for housing in the National Park helps to ensure the viability of those schemes that come forward.
- 10.86 The SHLAA has provided a viability assessment 'tool' to help authorities develop a more consistent approach when considering development economics on a case by case basis. This can be applied to proposals for single homes as well as schemes that involve changing the use of large individual buildings or newly built groups. Those larger proposals may require additional more sophisticated analysis than that offered by the viability assessment tool. The initial value of land can be factored into the model and should help prevent unrealistic expectations, particularly when allied to a firm principle of maximising the number of affordable homes to be provided. In our experience, the range of factors involved varies widely from scheme to scheme and it would be impractical to set a plan-wide proportion of affordable homes for this kind of project. Individual evaluation in the market circumstances that apply when a scheme comes forward is more realistic.
- 10.87 To assess whether the policy presumption in favour of affordable housing is reasonable (particularly in respect of smaller schemes) and can be maintained on all enhancement sites, the results of viability assessments will be kept under review. If the evidence warrants it, we will consider introducing a size threshold below which we accept that projects require open market values in order to ensure continued useful conservation and enhancement of the built heritage. Sometimes, larger enhancement schemes might include an amount of housing that is greater than the number of affordable homes required in that part of the National Park. In such a case we will ask for a contribution towards the costs of providing affordable homes elsewhere. These details will be addressed in development management documents following adoption of the Core Strategy.

### **Consultation response to options**

- 10.88 8 responses to the 2007 Issues and Options revealed support for increasing the amount of affordable housing provided in enhancement projects, but it did not consider options.
- 10.89 Most responses to the 2009 Refined Options (15) supported option H5.2, trying to increase affordable housing on a scheme by scheme basis. Option H5.1, to apply a standard rate, was only supported by 6 responses. 13 responses also favoured option 5.3, to require a financial contribution where a proportion of affordable homes is not possible or viable. One response commented that all three options might make heritage led regeneration (including the reuse of important individual buildings) less viable, so it advocated a separate approach to proposals for

<sup>221</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Paras 3.1.9 to 3.1.12, Policies 13a & 14.

<sup>222</sup> ecosgen in conjunction with Arup. (2009). Peak Sub Region Strategic Housing Land Availability Assessment. Date Accessed: 17/06/09. <http://www.peakdistrict.gov.uk/index/looking-after/plansandpolicies/ppbackground.htm>

historic buildings, prioritising appropriate new uses to secure their long-term future above other concerns.

### **Previous coverage by the Development Plan**

10.90 Former and current local policy does not require development justified by enhancement purposes to provide (entirely or in part) affordable housing<sup>223</sup>. Nevertheless, it has been possible in practice to negotiate a proportion of affordable housing on new build schemes of sufficient scale (in Eyam for example). The preferred approach will bring that practice within local policy. It will also (in accordance with National Park purposes) continue to accept that, if need be, priority is given to conservation needs above other matters.

### **Discarded Options**

10.91 Apart from the starting point of seeking 100% affordable housing on such a scheme unless that is not viable, the option of simply using a standardised requirement regardless of local circumstances (H5.1) was rejected. We think it impractical and it was not supported by consultation responses.

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<sup>223</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Policy HC1. Peak District National Park Authority. (2001). Peak District National Park Local Plan. Para 4.8.

**Preferred Approach HC6 – The approach to identifying housing sites****Options presented during the Refined Options stage**

- 10.92 Four refined options were offered. Option H6.1 sought to identify sites for newly built affordable housing in the plan. Option H6.2 proposed to retain the current policy of developing 'rural exception' sites without showing them in the development plan. Option H6.3 was to identify all opportunities for new housing that could be justified by National Park purposes (enhancement), and option H6.4 sought to identify only the most significant opportunities for new housing that could be justified by enhancement.

**Preferred policy approach**

- 10.93 Our preferred approach is option H6.2. This cautious approach seeks to avoid the risk of legal and procedural problems with identifying sites for affordable housing that could lead to the loss of valued characteristics. It continues a well tried system developed over more than a decade, which allows for the maximum local community input into how new housing might impact on a small settlement at the time that the proposal is imminent. Strategic considerations about the best location for new housing development in the National Park form the basis of the settlement strategy (Chapter 6 GS4b).

**HC6: Identifying housing sites**

We will not formally identify housing sites in the Local Development Framework. However, we will continue to assist social housing providers and others on a case by case basis to identify the best sites in the communities where they are trying to address identified need, or in the nearest suitable settlement if that is not possible (see GSP4b: Settlement Strategy).

**National and regional policy context**

- 10.94 The preferred approach conforms generally to national and regional policy.
- 10.95 Government policy<sup>224</sup> allows local planning authorities to consider allocating sites in their spatial plans even if they are to be used entirely for affordable housing (in a similar way that 'rural exception' sites are). However, this is not a requirement. The Regional Plan includes "allocating sites solely for affordable housing in Local Development Frameworks" as one of a series of measures that local authorities should make use of. It does not set a target that requires a particular minimum number of new homes to be provided within the National Park, leaving the decision on appropriate numbers to the National Park Authority<sup>225</sup> (also see Preferred Approaches HC1 and HC2).

**What our other evidence and analysis tells us**

- 10.96 In the circumstances that apply in most areas outside National Parks, spatial plans commonly identify housing sites in order to clarify that they are suitable for use within the plan period<sup>226</sup>. This shows that the plan has considered how to implement the housing requirements set out in the Regional Spatial Strategy and provides a starting point for monitoring this. However, in the Peak District National Park, the absence (since 1994) of a housing target has led to a housing delivery system that makes use of 'rural exception' sites that are not shown on the development plan. This often involves a level of detailed discussion on a village by village basis, in response to identified needs at a particular time. This detailed assessment would be very difficult to carry

<sup>224</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO, para 30.

<sup>225</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Para 3.1.14 & Policy 13a.

<sup>226</sup> Communities and Local Government. (2006). Planning Policy Statement 3: Housing. TSO. Paras 60 & 70.

Communities and Local Government. (2008). Planning Policy Statement 12: Creating strong, safe and prosperous communities through Local Spatial Planning. TSO.

out as part of drawing up a spatial strategy, particularly in advance of the real identification of need and resources that will determine the scale of a project. The Strategic Housing Land Availability Assessment provides a starting point for this type of work (see paragraph 10.31).

- 10.97 There is mixed opinion about whether the on-plan identification of sites intended entirely for affordable housing would be an advantage and make the provision of new affordable housing easier, compared to continuing the off-plan 'rural exceptions' approach. It is clear from paragraph 10.29 that the absence of identified sites in the Local Plan did not prevent a substantial and successful delivery process. Discussion with local housing providers suggests that the identification of sites for affordable homes on-plan can make local landowners reluctant to accept housing schemes, because they have increased 'hope value' expecting that they will one day be released for market housing.
- 10.98 In the context of our focus on delivery via rural exceptions for affordable housing, we remain uncertain about the potential risk in law of identifying such sites, with a concern for their loss to open market housing on appeal. This stems from the lack of a separate use class for affordable housing under the Planning Acts, and Government has not been able to reassure us because of the absence of case law. It has been suggested that we seek Counsel's Opinion (see paragraph 10.100), but without the clarity of case law, the value of spending public funds on this is doubtful. In our view, the procedural risk to the integrity of the development plan and its ability to conserve the valued characteristics of the National Park should not be entered into. Suitable remaining sites are too few. (see paragraph 10.31).

### **Consultation response to options**

- 10.99 8 responses to the 2007 Issues and Options expressed support for identifying sites (option H6.1) as part of a package to accelerate housing provision.
- 10.100 In the 2009 Refined Options consultation, support was divided between H6.1, identifying sites on-plan (15 responses), or continuing the rural exceptions approach of H6.2 (17 responses). It was noted that the latter was a well-tried policy that helps reduce land costs and allows timely response to changing data and circumstances. If the risk of losing sites to open market housing could be removed, other respondents would support site identification, and the two options H6.1 and H6.2 might run side by side. Support was also split between identifying all enhancement opportunities as option H6.3 (3 responses), or only the largest ones as option H6.4 with a bias towards the latter (7 responses). Some responses (3) suggested that Counsel's opinion be sought about the risk of losing identified sites to open market housing.

### **Previous coverage by the Development Plan**

- 10.101 The preferred carries forward former and current local policy which makes no provision for the allocation of sites on-plan.<sup>227</sup>

### **Discarded Options**

- 10.102 Options H6.1, H6.3 and H6.4 are discarded. They were not uniformly supported. They are optional rather than required by government policy and there is a remaining risk associated with site identification. The level of effort required to identify all possible opportunities, prepare site briefs and involve the local community before a proposal comes forward is difficult to justify.

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<sup>227</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Chapter 4: Housing, particularly para 4.31.  
Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing.

## Preferred Approach HC7 – Where to buy existing housing stock for use as affordable housing

### Options presented during the Refined Options stage

10.103 Five Refined Options were offered. Option H7.1 prioritised larger settlements. Option H7.2 prioritised settlements where there has been no other form of recent provision. Option H7.3 gave priority to those settlements with proven need where new buildings are most difficult to accommodate. Option H7.4 prioritised smaller places with proven need that are not on the current designated settlements list. Option H7.5 focussed on those settlements or smaller places prioritised by the housing authorities and social housing providers.

### Preferred policy approach

10.104 Our preferred approach is to rely principally on Option H7.5. It properly recognises the pivotal role of the housing providers and housing authorities in any increased purchase and renewal of existing residential stock. Nevertheless, working together on this matter should enable the decision makers to be aware of other viewpoints and to take into account the range of considerations raised by the other options. Preferred Approach HC3 provides the general policy context for buying existing residential stock rather than building new homes.

#### **HC7: Where to buy existing housing stock for use as affordable housing**

It will be for the housing providers and housing associations to decide which places should be prioritised when buying and (if necessary) renewing existing homes so that they can become part of the affordable housing sector in perpetuity. We will help them to:

- integrate this with other settlement strategy considerations;
- take into account sustainability and service provision considerations; and
- develop a robust control mechanism to restrict occupancy to local needs in perpetuity.

### National and regional policy context

10.105 The preferred approach conforms to national and regional policy.

10.106 National policy does not consider the spatial priorities to be attached to buying existing housing stock. The Regional Plan includes scope for purchasing properties from within the existing stock, particularly former council housing, but does not consider the spatial priorities to be attached to buying existing stock, other than to make it clear that this should be considered in rural areas and that special measures may be necessary in protected landscapes<sup>228</sup>.

### What our other evidence and analysis tells us

10.107 If providers were to increase the amount of affordable housing provided by buying existing homes, they would need to decide where to prioritise resources. Planning permission would only be required if an existing home was being split into several dwellings, redeveloped or extended significantly. Nevertheless, there is a relationship to settlement strategy, so purchase decisions should be coordinated with the opportunities for new-build where possible.

10.108 Focusing attention (regardless of settlement size) on those places already prioritised by the housing authorities and social housing providers would reflect their current responsibilities for housing investment decisions. To integrate their work fully with the new Local Development Framework implementation process, they would need to take into account the range of settlement criteria set out in paragraph 6.66. Since planning permission is seldom required, the key responsibilities will be theirs rather than ours, although as planning authority we may be able

<sup>228</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Paras 3.1.12 and 3.1.14.

to lever some additional resource through the use of commuted sums (see Issue H5). Every home bought in this way will also be able to be brought up to modern standards where necessary (e.g. for energy and accessibility).

### **Consultation response to options**

10.109 The 2007 Issues and Options consultation did not consider this issue.

10.110 Most responses (6) to the 2009 Refined Options consultation felt that these options should be left to market forces rather than being part of the planning system, since they are commercial decisions for the housing providers. There was a spread of support and opposition between the options, particularly among parish councils.

### **Previous coverage by the Development Plan**

10.111 The possibility of buying existing housing stock and adding it to the affordable sector was not considered in former and current local policy. This was not because it could not occur, but because of the more limited focus of those documents on land use matters, compared to the broader ability of spatial plans to consider the relationship between land use and other forms of delivery in achieving our aims and objectives.<sup>229</sup>

### **Discarded Options**

10.112 Options H7.1, H7.2, H7.3 and H7.4 are discarded as priorities, but can be taken into account by the housing providers and housing authorities when making their decisions. Given the variety of viewpoints expressed, it is most logical to emphasise the role and responsibility of the housing authorities and social housing providers and this is clearest in option H7.5.

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<sup>229</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan – Adopted Replacement. Chapter 4: Housing. Peak District National Park Authority. (2001). Peak District National Park Local Plan. Chapter 4: Housing.

**Preferred Approach HC8 - Community services and facilities**

**Options presented during the Refined Options stage**

10.113 This issue was not directly addressed within Refined Options, although options focused upon settlement choices and considered the scope for a range of community development to take place within agreed settlements.

**Preferred policy approach**

10.114 This issue addresses community-focused services including health centres, post offices, playing fields, nurseries and schools; and buildings such as village halls, church centres or sports facilities. Public houses, village shops and rural petrol stations can also play important roles in community vitality and viability. We want to take a positive approach to the provision and improvement of these community facilities and services within or on the edge of those settlements identified in the general strategic approach GSP4b.

10.115 Where new or improved community facilities are proposed, a clear need should be demonstrated, possibly through support from Parish Councils, community groups, sports clubs, or via village plans. We will encourage sharing of new or existing buildings between user groups, such as operating a community gym within the village hall, and using a public house for a pre-school group. Clusters of smaller settlements could jointly develop community facilities in the most sustainable location.

10.116 Change of use to non-community uses will be resisted, and another beneficial community use should be sought before permission will be granted. Clear evidence of non-viability will be required, such as marketing the building or facility for a period of time to test whether another community interest, operator or owner could be found.

**HC8: Community services and facilities**

The provision or improvement of community facilities and services will be encouraged, located within settlements identified in policy GSP4b or on their edges if no suitable internal site is available. Preference will be given to change of use of existing traditional buildings rather than construction of new buildings. Replacements for existing buildings should achieve enhancement wherever possible. Shared or mixed use with other uses and community facilities will be encouraged.

Proposals will need to demonstrate evidence of community need. Conditions or legal agreements will be used to control hours of use or other potentially un-neighbourly impacts.

Proposals for the change of use of buildings or sites which provide community services and facilities to non-community uses will be resisted, unless it can be shown that the service or facility is no longer required, is available elsewhere in the settlement, or is no longer viable. Wherever possible, the new use should meet another community need or offer alternative community benefit such as social housing. Evidence of reasonable attempts to secure such a use will be required before any other use is permitted.

Redevelopment of community recreation sites and sports facilities for other uses will not be permitted until a satisfactory replacement facility has been provided.

**Indicative Development Management Criteria**

For development to be permitted it must satisfy criteria including:

- design, scale and materials in relation to landscape and setting;
- accessible and sustainable location;
- demonstration of need for facility to serve local community;
- impact of associated parking, lighting etc on landscape and local amenity; and



- control of noise, activities and hours of use.

### **National and regional policy context**

- 10.117 The preferred approach is consistent with national and regional policy.
- 10.118 Planning Policy Statement (PPS) 7<sup>230</sup> supports the provision, improvement and retention of rural services and facilities such as village shops and post offices, petrol stations, village and church halls, and public houses that play an important role in sustaining service centres and village communities. Criteria should be set out in LDFs to be applied in considering applications that will result in the loss of important village services. Where possible, new developments should be supported by improved public transport, walking and cycling facilities.
- 10.119 Planning Policy Guidance (PPG) 17<sup>231</sup> requires authorities to take account of community need for recreation space, having regard to current provision and deficiencies, and resisting pressures for development. It says that small scale sport and recreation facilities to meet local needs should be located in or adjacent to villages, and would require special justification to be located in the open countryside. Facilities which are likely to attract significant numbers of participants or spectators should be located in or on the edge of country towns.
- 10.120 Regional policy<sup>232</sup> requires policies and programmes to address the social and economic needs of National Park communities. Local authorities should increase access to green space for formal and informal recreation, educational purposes and to promote healthy lifestyles, and work together to develop 'green infrastructure plans' based on character assessments of existing natural, cultural and landscape assets and the identification of new assets required to meet the needs of existing and expanding communities.

### **What our other evidence and analysis tells us**

- 10.121 The State of the National Park Report 2004<sup>233</sup> noted that there had been fluctuations in community service provision across the National Park in the previous 10 years, with some parishes gaining services whilst others declined. However there was a net decrease overall, particularly of post offices, bus services, healthcare facilities and public houses. The National Park Management Plan<sup>234</sup> recognises the need for better and more accessible services across the National Park, reflecting many of the Community Strategies (see appendix 17) of its constituent authorities.
- 10.122 The Peak Sub-region Open Space, Sport and Recreation Study<sup>235</sup> reports a general high level of satisfaction by residents and visitors with the current provision and quality of facilities. The report identifies deficiencies affecting the National Park in sports pitches, tennis courts, athletic tracks, provision for young people, and allotments. It accepts that it is difficult to provide easily accessible facilities in the rural area, but suggests a particular need to improve public transport links between rural settlements and facilities in more urban areas.

### **Consultation response to options**

- 10.123 This issue was not included explicitly within either the 2007 or the 2009 consultations, so no directly relevant responses were received. Some responses made in relation to the settlement strategy Refined Options (see Chapter 6) comment on the need for sustainable choices, and the importance of community facilities to the survival of smaller communities.

<sup>230</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Paras 6, 7.

<sup>231</sup> Department for Communities and Local Government. (2002). Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation. Paras 1-5, 26.

<sup>232</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Policies 8 and 28.

<sup>233</sup> Peak District National Park Authority. (2004). State of the National Park Report update.

<sup>234</sup> Peak District National Park Authority. (2006). Management Plan 2006-11. Outcome 9.

<sup>235</sup> Knight, Kavanagh & Page. (2009). Peak sub-region PPG17 Open Space, Sport and Recreation Study.

**Previous coverage by the Development Plan**

10.124 The Structure Plan<sup>236</sup> emphasised the importance of ensuring town and village viability. Policy GS2 recognised Bakewell as the main service centre in the National Park, and SC2 sought to ensure that shops and community services were not lost to housing or other uses. Local Plan<sup>237</sup> Policies LS4 and LS5 permit new and improved community facilities for local needs, and seek to retain existing facilities wherever possible. Policy LR2 safeguards community recreation sites and facilities, unless a satisfactory replacement was provided.

**Discarded Options**

10.125 Not applicable.

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<sup>236</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Para 5.7,policies GS2 and CS2.

<sup>237</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policies LS4, LS5 and LR2.

**Preferred Approach HC9 - Shopping**

**Options presented during the Refined Options stage**

10.126 This issue was not directly addressed within the Refined Options consultation.

**Preferred approach**

10.127 The preferred approach is to support new retail premises within or on the edge of the identified settlements (see chapter 6: GSP4b). The Central Shopping Area will be maintained for Bakewell, to continue to consolidate and strengthen shopping facilities in the town centre. The only exceptions to this focus on towns and villages will be for small scale retail provision which is ancillary to a business or relates directly to a recreation and tourism activity, where this is appropriate to the sensitivity of the countryside location (see also Economy issue E1). Elsewhere, retail development will not be permitted.

10.128 Shops which provide a valuable service to the community and are (or could be) viable will be safeguarded from changes to other uses. However, if non-viability is satisfactorily proven, attempts must be made to secure another community use in its place before other uses are permitted.

<b>HC9: Shopping</b>
<p>New retail premises will be permitted within the Bakewell Central Shopping Area and within or on the edge of identified settlements, where they are of appropriate scale to serve the needs of the local community and the settlement’s visitor capacity. Large scale retail developments, such as themed shopping and ‘designer outlets’ will not be permitted.</p> <p>Within settlements, related activities such as professional services and outlets for the sale and consumption of food or drink, will be permitted where there is no harm to the role or character of the area, including its vitality and viability.</p> <p>Retail use in the countryside will only be acceptable where proposals are small scale and appropriate to the sensitivity of their location, and:</p> <ul style="list-style-type: none"> <li>• are ancillary to a business in accordance with E1; or</li> <li>• relate directly to and are ancillary to established recreation and tourism facilities.</li> </ul> <p>Sales of produce as part of acceptable farm diversification proposals will be supported where the scale is subservient to the main use and would not generate unacceptable traffic. The proportion of ‘imported’ produce offered for sale will be strictly limited and controlled by legal agreement.</p> <p>Change of use from a shop will be resisted, unless it can be shown that the shop is no longer required by the community or can no longer be viable. Where non-viability is established, preference will be given to affordable housing, employment workspace or community service provision wherever possible and practicable.</p>
<b>Indicative Development Management Criteria</b>
<p>For development to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• scale appropriate to serve needs of the local community and visitors;</li> <li>• impact on the natural, built and historic environment;</li> <li>• traffic and parking implications, including delivery and servicing;</li> <li>• signs and lighting;</li> <li>• hours of opening;</li> <li>• impact on amenity of nearby residents; and</li> <li>• evidence of non-viability etc in changes of use.</li> </ul>

**National and regional policy context**

- 10.129 Although there may be unmet demand for additional retail floorspace, our preferred approach does not comply with requirements in national policy statements for the application of a sequential approach to proposals for new retail development. This is because our evidence advises that developments outside Bakewell town centre would harm its vitality and viability as the National Park's main market town. In other respects the preferred approach conforms to national and regional policy.
- 10.130 Planning Policy Statement (PPS) 6<sup>238</sup> recommends that in rural areas, authorities should recognise the role of market towns and larger villages in providing a range of shops appropriate to their catchment areas, and support development to enhance their vitality and viability. For new development where need is identified, a sequential approach is advocated: giving preference to the town centre, then edge of centre, and only then to out of centre sites. The PPS advises authorities to protect existing shopping facilities which provide for people's day-to-day needs, and to try to remedy any deficiencies. The importance of shops and services to the local community must be taken into account in assessing proposals which would result in their loss. Care should be taken to ensure that farm shops do not adversely affect other easily accessible local convenience shops.
- 10.131 The draft replacement for PPS6<sup>239</sup> says that authorities should support sustainable growth and development, understand the needs of town centre investors and service providers, and identify development opportunities for a range of shops to enhance customer choice and promote competition.
- 10.132 Planning Policy Guidance (PPG) 13<sup>240</sup> recognises that accessibility to shops by public transport, walking and cycling is less achievable in rural areas, and advocates that shops should be in the most accessible locations, such as market towns. Town centres should be promoted. Planning Policy Statement (PPS) 7<sup>241</sup> says that policies should sustain, enhance and where appropriate revitalise country towns and villages.
- 10.133 Regional policy<sup>242</sup> requires policies and programmes to address the social and economic needs of the National Park's communities. The regional priority for town centres and retail development in the Peak sub-area is that development should be focussed on encouraging quality schemes that are in scale with existing historic town centres located mainly outside the National Park. Authorities should promote the vitality and viability of existing town centres, including rural towns.

**What our evidence and analysis tells us**

- 10.134 The Peak Sub-region Retail and Town Centre Study<sup>243</sup> proposes a retail hierarchy across the sub-region, in which Bakewell is the only 'small town' identified within the National Park, and 'other centres' are Youlgreave, Baslow, Tideswell, Hathersage and Hope. However, the study's recommendations did not distinguish between these second tier settlements and any other villages. We think that identifying a three tier hierarchy is unlikely to bring forward any significantly different provision than a two tier approach including Bakewell and all other designated villages.

<sup>238</sup> Office of the Deputy Prime Minister. (2005). Planning Policy Statement 6: Planning for Town Centres. Paras 2.44-2.47, 2.50, 2.58, 2.62, 2.63.

<sup>239</sup> Department for Communities and Local Government. (2008). Proposed changes to PPS6: Planning for Town Centres. Proposed changes to para 1.5 and new para 2.11a.

<sup>240</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. Paras 40-44, 71

<sup>241</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Para 2.

<sup>242</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Policies 8 and 22, paras 3.2.12 and 3.2.16.

<sup>243</sup> GVA Grimley. (2009). Peak sub-region Retail and Town Centre Study. Paras 13.38-13.47 and 14.6-14.15.

- 10.135 The study reports that Bakewell is performing well, particularly in terms of convenience goods. Trading figures suggest that there may be scope for additional provision, but the study advises that this must be located within or adjacent to the town centre in order to add to its vitality and not undermine the strong independent retail offer. This implies that a sequential approach to determining development proposals would not be appropriate in Bakewell, nor indeed elsewhere in the National Park.
- 10.136 The Retail Study recommends that LDF policy should maintain and enhance existing convenience goods shops in Bakewell, and ensure that local provision in outlying villages is not lost. Bakewell also performs well in relation to its size for non-bulky comparison goods, so policy should aim to enhance the range of shops, key attractors and speciality retailers. The loss of retail to non-retail or tourist-related uses could be detrimental to performance. The LDF should aim to maintain the strong local independent bulky comparison goods offer.
- 10.137 The State of the National Park Report 2004<sup>244</sup> reported a 60% loss of general food stores across the National Park in the previous ten years. The National Park Management Plan<sup>245</sup> recognises that residents want post offices and local shops in their village, and proposes action to retain services and therefore thriving communities.

### **Consultation response to options**

- 10.138 As this matter was not specifically considered within the 2007 or 2009 consultation, there are no specific responses from stakeholders or other interested parties. Some responses made in relation to the settlement strategy Refined Options (see Chapter 6) comment on the need for sustainable choices, and the importance of community facilities to the survival of smaller communities.

### **Previous coverage by the Development Plan**

- 10.139 The former Structure Plan<sup>246</sup> policy SC1 safeguarded existing shops and restricted retail development to the confines of towns and villages, with possible exceptions associated with farm diversification, appropriately-scaled factory shops and at existing petrol stations, where this would not threaten the viability of nearby settlements. The Local Plan<sup>247</sup> includes detailed policy permitting retail development of appropriate scale for local needs or acceptable levels of visitor orientated outlets, within designated settlements. Professional or financial services and take-away food shops require careful consideration of potential impact on the primary retail role, character and amenity. Shops are safeguarded unless they could be shown to be no longer viable or required by the local community, and new uses in retail premises are required to meet another community need.
- 10.140 Specific reference is made in the Local Plan to Castleton and Hartington, where concerns about over-saturation by shops serving visitors' needs only, prompted policy requiring that new developments should sell goods primarily appropriate to local community needs. This will remain as saved policy, and the issue can be considered for inclusion in a later LDF document.

### **Discarded Options**

- 10.141 Not applicable.

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<sup>244</sup> Peak District National Park Authority. (2004). State of the National Park Report update.

<sup>245</sup> Peak District National Park Authority (2007) National Park Management Plan

<sup>246</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy SC1.

<sup>247</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policies LS1, LS2, and LS3

## 11. Economy

### Spatial Context and Issues covered

#### Why we need to address this spatial theme

- 11.1 Under the Environment Act 1995<sup>248</sup>, National Park Authorities have a duty to foster the economic and social well-being of local communities in carrying out National Park purposes. This implies focusing our planning on the needs of the National Park's communities, and not specifically seeking to create jobs for people who live beyond the National Park, a principle which also supports the sustainability of the Core Strategy. Circular 12/96<sup>249</sup> says that "it is essential that the National Park Authorities take full account of the economic and social needs of local communities in fulfilling national park purposes, and this can only be achieved by working in close co-operation with local authorities, landowners and land managers and those other agencies and persons with interests in the National Parks".

#### Spatial Aims assisted by policy

- 11.2 Our Spatial Aim for the economy is that by 2026 the rural economy will be stronger and more sustainable, with more businesses contributing positively to conservation and enhancement of the valued characteristics of the National Park whilst providing high quality jobs for local people.

#### How Core Policies can help deliver our Spatial Objectives

- 11.3 Economy policies will play a key role in achieving our spatial aims and objectives for the National Park. Specific areas will be supported as shown below:
- 11.4 In the Dark Peak and Moorland Fringes, economy policies will particularly seek to support:
- agriculture and land management;
  - a sustainable tourism economy based around key visitor sites and holiday accommodation including camping and caravanning, all based on the quiet and wilder characteristics of this part of National Park.
- 11.5 In the White Peak and Derwent Valley, the full range of economy policies will be applied to reflect:
- the range of opportunities for agriculture, land management, tourism and other small businesses that exist across the countryside, towns and villages of the area. Bakewell and the Hope Valley will continue to play a key role for businesses wishing to establish themselves or invest for the future;
  - a positive approach to the role of the rural economy, which is essential to help support our commitment to achieving a network of sustainable communities.
- 11.6 In the South West Peak, economy policies will support:
- a predominantly agricultural economy, enabling appropriate opportunities for diversification and additional income to help support land based businesses;
  - further opportunities for tourism and other small business in the villages of Staffordshire Moorlands and Cheshire.
- 11.7 Throughout the National Park, the Core Strategy will support innovative business opportunities which are compatible with the spatial strategy and which are designed and located to respect the character and appearance of these valued landscapes.

<sup>248</sup> Her Majesty's Government. (1995). The Environment Act 1995. Section 62.

<sup>249</sup> Department of the Environment. (1996). Circular 12/96. HMSO. Para 5.

**Relationship to General Spatial Policies**

- 11.8 Issues E1 and E2/E3 explain the approach that will be taken to encourage economic development in the open countryside and settlements respectively. A sustainable approach is preferred, with development focused within settlements unless there is a strong reason to locate in the open countryside – for example, in order to provide additional income to assist land management or to secure an historic or traditional building.
- 11.9 Sustainability should also be a factor in locating tourism developments, but their location should also be related to their purpose of enabling people to enjoy and understand the National Park's valued characteristics, so they may be in either village or countryside locations.

**Summary of Issues Covered**

- 11.10 This chapter considers the key strategic issues for the Peak District economy. Issue 1 relates to opportunities for economic development in the open countryside, and Issue 2 covers economic development within settlements. Issue 3 then considers the need for allocation or safeguarding of specific sites for employment uses. Issue 4 considers serviced and self-catering visitor accommodation and Issue 5 covers camping and caravan sites.
- 11.11 At the refined options stage this section included an additional issue which related to the provision of new attractions and facilities for visitors. This issue has now been incorporated into the newly formed section 'Visiting and enjoying the National Park'.

**Preferred Approach E1 – Businesses in the countryside****Summary of the options presented during the Refined Options stage**

11.12 Three refined options were offered. Option E1.1 was to continue with the current policy for agricultural diversification, seeking to retain agriculture as the primary land use, not permitting the re-use of modern farm buildings for other uses, nor the inappropriate use of traditional farm buildings. Option E1.2 would allow more diversified uses in both traditional and modern farm buildings, where they deliver conservation and enhancement of the National Park landscape and have an essential need to be on site. Option E1.3 would also permit a wider range of economic uses within both modern and traditional farm buildings, but would not require any link to agriculture or land management.

**Preferred policy approach**

- 11.13 The preferred approach is based on option E1.2. It widens the scope of current policy, allowing small businesses to be established in the countryside. It is not as permissive as some consultees would like to see, but this is justified by the special protection given to National Park landscapes. The main purpose is to allow new businesses to be set up which will support farmers and land managers in maintaining their land sustainably and in accordance with National Park purposes. It is aimed at farms and estates rather than individual dwellings or smallholdings. The parent concern must retain ownership and control of the site and building, to ensure that income can be returned to management of the landscape.
- 11.14 This issue should be read in relation to issue E2, which gives more opportunity to establish businesses within settlements. Issues E4 and E5 also enable the provision of visitor accommodation and camping and caravan sites within the countryside, and VE1 provides for recreation, environmental education and interpretation developments. HC9 describes the preferred approach to retail operations.
- 11.15 Businesses should be accommodated within existing traditional buildings wherever possible, but the reuse of more modern buildings will be acceptable in some circumstances in line with national policy.
- 11.16 It will be important to restrict future incremental growth in some parts of the National Park (guided by Landscape Character Assessment), to prevent harm to the appearance and character of National Park landscapes. There will be an expectation that enlarged businesses will relocate to towns or villages in or around the National Park.
- 11.17 The policy should promote potential links between the economy and the National Park environment, which evidence<sup>250</sup> shows can be beneficial.

**E1: Businesses in the countryside**

Farmers and land managers will be encouraged to support their core businesses by diversifying into other activities, particularly those which develop new agricultural opportunities or add value to primary produce. The new enterprise should be small scale, and must support an existing primary business responsible for estate or land management (such as agriculture or forestry), which maintains or enhances the character of the landscape in line with National Park purposes. Beyond this policy and policies E4, E5 and VE1, there is no scope for setting up new businesses in the countryside.

Ancillary retail operations may be acceptable, but must be small scale and principally selling goods produced at the premises (see also policy HC9). Additional dwellings related to new business use will not be permitted.

<sup>250</sup> SQW Consulting. (2008). Contribution of the Peak District National Park to the economy of the East Midlands. Summary para 26.



Businesses should preferably be accommodated in existing traditional buildings, but the reuse of modern agricultural buildings may be acceptable in some circumstances. Business use in isolated buildings in the countryside will not be permitted. When economic reuse of a modern building is proposed, consideration should be given as to whether there is scope for a smaller, better suited replacement building, where siting and design can achieve enhancement.

Promote potential links between the economy and the National Park environment.

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#### **Indicative Development Management Criteria**

For development to be permitted it must satisfy criteria including:

- location, scale and design;
- potential impact on landscape character, wildlife and cultural heritage;
- impact of traffic on local road network and potential conflict with other road users;
- access to service centres, markets and housing;
- site management and potential impact on operation of farm unit;
- opportunities for enhancement and improvement to the building or its setting;
- retention of site and building in ownership of the primary business;
- limits to future incremental business growth.

Where a building is being considered for re-use, consideration will be given to:

- its location, size, design and materials;
- its relationship with other buildings and features; and
- whether replacement would be better, or circumstances where a replacement building would not be acceptable.

### **National and regional policy context**

- 11.18 The preferred approach conforms to national and regional policy and guidance.
- 11.19 Government policy and guidance seeks to protect the quality and character of the countryside (particularly in National Parks), and advocates strict control of new building development in open countryside. However, policy statements increasingly stress the need for a positive approach to economic development in rural areas. Planning Policy Statement (PPS) 7<sup>251</sup> supports the re-use or replacement of existing agricultural buildings for economic development. It recognises the role of agriculture in maintaining and managing the countryside and valued landscapes, and supports proposals which enable it to diversify into new agricultural opportunities and add value to primary produce. Planning Policy Guidance (PPG) 13<sup>252</sup> encourages farm diversification, but says that authorities should be realistic about alternatives to the car, and not reject proposals where small scale business development would result in modest additional vehicular movements in comparison to other uses permitted on the site. Consultation draft Planning Policy Statement (PPS) 4<sup>253</sup> will incorporate much of current PPS7 policy, and supports farm diversification for business purposes where it is consistent in scale and environmental impact with its rural location.
- 11.20 Within the context of the highest status of protection for the National Park, the Regional Plan<sup>254</sup> requires local authorities and others to work together to promote the continued diversification and further development of the rural economy, where this is consistent with a sustainable pattern of development and the environmentally sound management of the countryside.

<sup>251</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty's Stationery Office. Paras 17-19, 27.

<sup>252</sup> ODP. (2001). Planning Policy Guidance 13. TSO. Para 43.

<sup>253</sup> Department for Communities and Local Government. (2009). Consultation Paper on a new Planning Policy Statement 4: Planning for prosperous economies. OPSI. Para EC9.2.

<sup>254</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Policy 24.

**What our other evidence and analysis tells us**

- 11.21 The Peak Sub-Region Employment Land Review<sup>255</sup> noted that characteristics of the local economy included a high proportion of small firms, and high levels of self-employment and home working in the National Park. It identified modest opportunities for growth sectors including food and drink, creative industries, tourism, and knowledge-based industries. It recommended that a stock of existing lower quality/cost premises should be retained in the more remote parts of the sub-region i.e. the National Park. The preferred approach will address this by enabling reuse of existing buildings for economic purposes.
- 11.22 The emda-commissioned report Contribution of the Peak District National Park to the economy of the East Midlands<sup>256</sup> indicated that the high quality environment and landscape of the National Park has a very positive effect on the performance of businesses located there. It confirmed the need to recognise that the National Park supports a diverse cross section of businesses, and that many can benefit from the link to the environment, not just tourism and agricultural businesses. It concluded that economic development should not be unnecessarily stifled within the National Park, where this was compatible with environmental objectives. Our New Environmental Economy, Environmental Quality Mark and recently established Live and Work Rural programmes show how greater sustainability can be achieved by promoting this link.
- 11.23 Our Cultural Heritage Strategy<sup>257</sup> encourages and promotes re-use of the existing historic building stock to appropriate modern use rather than replacement.

**Consultation response to options**

- 11.24 In only 8 responses to the 2007 Issues and Options, everybody preferred the option allowing more diversified economic uses in both new and traditional buildings where they deliver conservation and enhancement and have essential need to be on site. Nobody wanted to continue the current more restrictive approach.
- 11.25 The majority of responses to the 2009 Refined Options (12) supported the preferred option E1.2. Few (5) supported option E1.1 – they wanted more flexibility in line with RSS. Some (7 responses) supported E1.3, because it is more flexible not to require a link to agriculture or land management; but others were concerned that it could lead to a decline in landscape character. Several organisations involved in farming and land management wanted policy to be more flexible, and permit any business to set up within both traditional and new farm buildings, not requiring a link to agriculture or land management.

**Previous coverage by the Development Plan**

- 11.26 The preferred option maintains a similar approach to the former Structure Plan, but with added flexibility for other people who contribute to maintaining the landscape to benefit from additional income. Elements of saved Local Plan policy will continue to be applicable, but the revised position on re-use of agricultural buildings will necessitate a review of criteria in the subsequent Development Management DPD, and a related SPD on farm building design.

**Discarded Options**

- 11.27 Option E1.1 was discarded because it is too restrictive, does not conform to national policy on the reuse of modern farm buildings, and does not recognise that other businesses can contribute to conservation and enhancement of the landscape. It also received little support in consultations. Although option E1.3, the most permissive option, was supported by farming and

<sup>255</sup> Nathaniel Lichfield and Partners. (2008). Peak Sub-Region Employment Land Review. Paras 4.68, 9.13 et seq, 9.87.

<sup>256</sup> SQW Consulting. (2008). Contribution of the Peak District National Park to the economy of the East Midlands. Paras 3.36, 4.30 and summary para 26.

<sup>257</sup> Peak District National Park Authority. (2006). Peak Through Time: Cultural Heritage Strategy for the Peak District National Park. Objective 3.3 action (b).

land management organisations, it has been discarded because it is too broad, does not reflect National Park purposes, is less sustainable in terms of vehicle movements if employees live off-site, may perpetuate the existence of intrusive modern farm buildings beyond their original purpose, and risks harm to landscape and character. The preferred option E1.2 can support farmers and land managers and contribute to the sustainable management of the landscape by allowing greater diversification but within carefully worded criteria.

**Preferred Approach E2 – Employment in towns and villages**

**Summary of the options presented during the Refined Options stage**

11.28 Three refined options were offered. Option E2.1 would retain the possibility for employment development across all settlements. Option E2.2 would limit new employment development to just Bakewell, or to Bakewell and the larger settlements. Option E2.3 was to limit new employment sites to areas with access to sustainable forms of transport.

**Preferred policy approach**

11.29 The preferred approach is based on option 2.1. It aims to give more flexibility and opportunity to establish small businesses within designated settlements. A positive approach may enable the Peak District economy to become stronger and more sustainable, although evidence suggests that no new land needs to be allocated for employment development (see E3).

11.30 Only small scale employment development is acceptable in most village locations, at a level appropriate for the needs of people living in the immediate local area. Development will be directed to the most sustainable locations, preferring brownfield sites and enhancement opportunities. New building for employment will also be possible where it can be accommodated without harm. The change of use of traditional buildings in or on the edge of villages for workspace can also benefit the built environment.

11.31 The preferred approach covers all employment uses, but we will consider specific promotion of high-spec, high-tech businesses to provide higher skilled job opportunities.

<p><b>E2: Employment in towns and villages</b></p> <p>We will encourage small scale employment development, appropriate for the needs of the local population, in or on the edge of settlements set out in General Spatial Policy 4b. Development should be directed to the most sustainable locations, with preference for reuse of existing traditional buildings, previously developed sites and enhancement opportunities, but permitting new buildings where they can be accommodated without harm.</p> <p>High-spec, high-tech businesses will be promoted. Business growth and intensification will require careful consideration.</p> <p>Home working will be encouraged where there would be no adverse impact.</p> <ul style="list-style-type: none"> <li>•</li> </ul>
<p><b>Indicative Development Management Criteria</b></p> <p>For development to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• scale and likely employment generation;</li> <li>• impact on the surrounding area, particularly cultural heritage and landscape character;</li> <li>• amenity; and</li> <li>• access and traffic movements.</li> </ul>

**National and regional policy context**

11.32 The preferred approach conforms generally to national and regional guidance.

- 11.33 Under the Environment Act 1995<sup>258</sup>, National Park Authorities have a duty to foster the economic and social well-being of local communities in pursuing National Park purposes. This infers providing employment opportunities which are focused on serving the needs of the National Park's communities, rather than from a wider area. National policy and guidance requires plans to be positive and flexible towards economic development. Planning Policy Statement (PPS) 6<sup>259</sup>, PPS7<sup>260</sup>, Planning Policy Guidance (PPG) 13<sup>261</sup> and consultation draft PPS4<sup>262</sup> all require development to be focused in town or service centres and with access to sustainable forms of travel where practicable. The preferred approach goes further, as it relates to a large number of small settlements, but it does balance the first National Park purpose and the duty, by enabling communities to benefit from small scale local employment opportunities. PPS1<sup>263</sup> stresses the desire to reduce the need to travel, but accepts that relying on foot, bicycle or public transport is difficult in rural areas.
- 11.34 The Regional Plan<sup>264</sup> requires policies and programmes to address the social and economic needs of the National Park's communities, including the provision of appropriate business premises. It requires local authorities to work with partners to promote further development of the rural economy, where this is consistent with a sustainable pattern of development and environmentally sound countryside management.

### **What our other evidence and analysis tells us**

- 11.35 The Employment Land Review<sup>265</sup> advises that, despite relatively low levels of demand for more employment space in sub-region, we need to accommodate some indigenous business growth. The study foresees modest opportunities for growth in some sectors such as food and drink, creative industries, tourism, and knowledge-based industries, and suggests that we should consider specific promotion of high-spec, high-tech businesses. High skill levels and the quality environment are potential drivers of future demand.
- 11.36 The East Midlands Regional Economic Strategy<sup>266</sup> says that we should support a range of opportunities and promote diversification, with a focus on the most deprived areas and market towns. The North West Regional Economic Strategy<sup>267</sup> concentrates on retaining and growing higher added value jobs, and getting more people into work especially in deprived, remote or disadvantaged areas. Community Strategy priorities for authorities in and around the National Park seek a stronger economy, with high wage and high skill jobs.
- 11.37 Several authorities acknowledge the importance of the National Park in helping to attract businesses to their areas. The towns and cities around the Peak District provide many employment opportunities for residents travel beyond the National Park boundary. Significant amounts of land are allocated within Local Plans for industrial and business development within these Districts/Boroughs. The preferred approach does not interfere with other authorities' economic policies, and aims to provide only for the National Park's communities.

### **Consultation response to options**

<sup>258</sup> Her Majesty's Government. (1995). The Environment Act 1995. Sections 61(1) & 62(1).

<sup>259</sup> Office of the Deputy Prime Minister. (2005). Planning Policy Statement 6: Planning for town centres. TSO. Para 2.50.

<sup>260</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty's Stationery Office. Para 3.

<sup>261</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. TSO. Para 4.1.

<sup>262</sup> Department for Communities and Local Government. (2009). Consultation Paper on a new Planning Policy Statement 4: Planning for prosperous economies. OPSI. Para EC9.2.

<sup>263</sup> Office of the Deputy Prime Minister. (2005). Planning Policy Statement 1: Delivering sustainable development. HMSO. Paras 27(v) & (vii).

<sup>264</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Policies 8 & 24.

<sup>265</sup> Nathaniel Lichfield and Partners. (2008). Peak Sub-Region Employment Land Review. Paras 9.12 & 9.13.

<sup>266</sup> emda. A flourishing region: Regional Economic Strategy for the East Midlands 2006-2020. Annex B: paras 1 & 5.

<sup>267</sup> Northwest Regional Development Agency. (2006). Northwest Regional Economic Strategy. Page 5.

- 11.38 In only 7 responses to the 2007 Issues and Options, everybody wanted to retain the possibility of employment development across all settlements. No responses supported limiting new employment development to just the larger settlements.
- 11.39 In the 2009 Refined Options, there was overwhelming preference (18 responses, including several Parish Councils) for option E2.1. No one supported E2.2. A minority (4) supported E2.3 because of reducing the need to travel by private car. Criteria should be attached to E2.1 to ensure sustainable location and scale, particularly in smaller settlements. One response suggested that elements of E2.2 could be incorporated in E2.1, to emphasise Bakewell and the larger settlements but not exclude others. It was suggested that policy encouraging homeworking should be included; however, planning permission is generally only required for larger scale home working, which can be covered by the other proposed employment policies

**Previous coverage by the Development Plan**

- 11.40 The preferred option essentially maintains the current approach to enabling development which provides employment opportunities within towns and villages.

**Discarded Options**

- 11.41 Option E2.2 was discarded because although in line with PPS7, PPG13 and draft PPS4, it is considered to be too restrictive and inflexible to provide local employment opportunities which are encouraged by PPS1, PPG4 and RSS. It received no support in consultations. Option E2.3 was discarded because opportunities would be seriously limited by the difficulties of sustainability in a rural area.

**Preferred Approach E3 – Identifying and safeguarding employment sites**

**Summary of the options presented during the Refined Options stage**

11.42 Four refined options were offered. Option E3.1 was to allocate more employment sites in case demand rises. Option E3.2 would safeguard all existing employment sites and not bring any more forward, since we don't foresee a sudden surge in demand. Option E3.3 was to allow changes of use on existing sites, possibly losing employment sites to housing. Option E3.4 would review existing employment sites, identify new sites in accessible locations, and propose other uses for sites that are not needed.

**Preferred policy approach**

11.43 This issue relates to the selection and safeguarding of employment land and sites in economic use, or proposed for such uses. The preferred approach is option E3.4, which attempts to take a realistic view of the likely need for employment land. The aim is to make allocations and safeguarded provision for business development appropriate to the needs of people living in the local area, in line with National Park purposes. The Peak Sub-Region Employment Land Review<sup>268</sup> (ELR) will be used to assess needs and opportunities and identify the best existing and new sites to meet the need for economic land, so that any surplus sites can be developed for other beneficial purposes.

11.44 The preferred approach is based on up to date evidence of supply and demand. Some flexibility would remain in the ability of different sites to meet the needs of different sectors, and in other opportunities offered in preferred options for Issues E1 and E2 above.

<p><b>E3: Identifying and safeguarding employment sites</b></p>
<p>Existing employment sites which are of high quality and in suitable locations will be safeguarded from other development.</p> <p>If required to meet identified needs, the development of additional sites which are suitable for, and capable of accommodating economic uses, will be considered in designated settlements. Where activities or operations on existing employment sites are inappropriate, or sites or buildings are surplus to requirements, redevelopment wholly or partly for other uses (including mixed uses) will be considered.</p> <p>Infrastructure and other improvements to make sites more attractive to businesses will be supported.</p>
<p><b>Indicative Development Management Criteria</b></p>
<p>For development of a new employment site to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• location in relation to settlements and work/travel patterns;</li> <li>• reducing vehicle trip generation and promoting sustainable transport;</li> <li>• need for phasing of development.</li> </ul> <p>Development of alternative uses on surplus sites must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• impact on cultural heritage and landscape character;</li> <li>• opportunities for enhancement; and</li> <li>• opportunities for other community uses, including that for affordable housing.</li> </ul> <p>Mixed uses including reduced employment space or live/work units should be considered.</p>

<sup>268</sup> Nathaniel Lichfield and Partners. (2008). Peak Sub-Region Employment Land Review.

**National and regional policy context**

- 11.45 National policy and guidance requires LDFs to provide suitable and appropriate land for economic development to meet current and future needs, and be flexible enough to allow for changes in the economy. Consultation draft Planning Policy Statement (PPS) 4<sup>269</sup> states that LDFs should prioritise the re-use of suitable previously developed land, and vacant or derelict buildings. It says that land may be safeguarded from other uses, but site allocations should not be carried forward without evidence of need and reasonable prospect of their take up. Alternative uses such as housing should be actively considered.
- 11.46 The Regional Plan<sup>270</sup> says that policies and programmes should address the social and economic needs of the National Park's communities, by for example the provision of appropriate business premises. The RSS does not place specific economic land requirements on the National Park.
- 11.47 The preferred approach conforms to national and regional policy statements because it is based on up-to-date employment site reviews and the assessment of needs and opportunities within the National Park. Taken with the preferred approach to Issues 1 and 2 above, it should provide sufficient flexibility to react to changes in the economy and be appropriate for local circumstances.

**What our other evidence and analysis tells us**

- 11.48 The Peak Sub-Region Employment Land Review<sup>271</sup> indicated that there is more than enough capacity in existing sites across the Peak Sub-area to accommodate local employment needs to 2026. Existing employment sites were reviewed against factors which determine success, including good access, high quality environment, close proximity to key settlements, and IT/broadband access. This concluded that many existing sites require investment, so it is preferable to focus on providing a number of good quality sites and consider other uses on less satisfactory sites. However, the Sub-area should also retain a stock of lower quality/cost premises in more remote locations, and must be able to accommodate some indigenous business growth. Modest opportunities for growth were identified in some sectors including food and drink, creative industries, tourism, and knowledge-based industries. The study concluded that there is potential for the development of small, flexible, managed workspace, but private developers may need public funding or enabling development to unlock some sites. This important local evidence supports the preferred approach. Some existing sites are not successful and may as well be developed for other uses when more suitable sites exist, or where opportunities for a more appropriate mix of uses are proposed. However care is needed not to deplete the overall range and stock of sites too much.

**Consultation response to options**

- 11.49 In only 5 responses to the 2007 Issues and Options, there was mixed opinion on the need for allocation of more employment sites, and whether to safeguard existing sites or allow changes of use.
- 11.50 In the 2009 Refined Options, there was greatest support (17 responses) for the preferred option (E3.4), not least because it meets the sustainability agenda. There were calls for policy to include improvements to IT provision and to allow small scale warehousing facilities. A minority (3) supported E3.3, but expressed concern that the best sites must remain available for employment use. No-one supported option E3.1, because of the risk of blight. Only one respondent supported E3.2; others were concerned that it would not ensure that the best sites are promoted. There was a call to add a specific policy on live/work units, which also links with homeworking under Issue E2.

<sup>269</sup> Department for Communities and Local Government. (2009). Consultation Paper on a new Planning Policy Statement 4: Planning for prosperous economies. OPSI. Para EC4.1.

<sup>270</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Policy 8.

<sup>271</sup> See footnote 1.



**Previous coverage by the Development Plan**

- 11.51 The preferred approach represents a change from former policy in that no new land is promoted for allocation (in line with the RSS). Policy seeks to retain an appropriate supply and range of employment land, giving scope to reconsider the best overall mix of uses for a settlement. Elements of saved Local Plan policy will continue to apply to development on existing employment land but the scope and detailed criteria for re-use will be considered further in the Development Management DPD.

**Discarded Options**

- 11.52 Option E3.1 was discarded because evidence indicates that additional capacity is not needed and it received no support in consultations. It is not considered desirable to pursue option E3.2, because some sites are not in suitable locations and other uses would be more beneficial on some sites, and again there was little support for this option. However, protection of the most suitable and best located sites is necessary to retain jobs in the area, so option E3.3 was also discarded.

**Preferred Approach E4 – Hotels, bed and breakfast and self catering accommodation**

**Summary of the options presented during the Refined Options stage**

11.53 Five refined options were offered. Option E5.1 permitted extension or improvement of existing holiday accommodation and conversion of traditional buildings outside settlements, but did not allow new buildings. Option E5.2 favoured holiday conversions outside settlements, and some new building in Bakewell. Option E5.3 permitted new holiday building in Bakewell and other larger settlements, and conversions both inside and outside settlements. Option E5.4 rejected new build serviced holiday accommodation because of potential traffic impact and environmental decline. Option E5.5 sought to explore the greater potential for eco-tourism.

**Preferred policy approach**

11.54 The preferred approach is option E5.2, which offers scope to provide a range of quality accommodation for staying visitors. It is slightly more permissive than current policy, giving limited scope for new build serviced accommodation in Bakewell. Although actual demand for this type of development appears to be limited, we believe that this is a reasonable exception because of Bakewell’s relative accessibility and important market town role. Elsewhere, new build holiday accommodation other than extensions and quality improvements is not necessary, given the scope for reuse of existing buildings.

11.55 The change of use of traditional buildings to holiday accommodation will continue to be encouraged where there is no landscape harm, although there are some locations in open countryside where it would spoil the predominantly natural landscape (see GSP4a). There is potential conflict in some cases with the desire to provide affordable housing. However holiday accommodation can provide additional income for the farming community, help to conserve traditional buildings and increase opportunities to enjoy the National Park.

11.56 The preferred approach is slightly more restrictive than advocated by some elements of national policy, but the National Park is surrounded by a large amount of visitor accommodation.

<p><b>E4: Hotels, bed and breakfast and self-catering holiday accommodation</b></p>
<p>The change of use of traditional buildings to serviced or self-catering holiday accommodation will be permitted, except in open countryside where they would create unacceptable landscape impact.</p> <p>Extensions to existing holiday accommodation will be permitted, and quality improvements to existing businesses will be encouraged.</p> <p>Some new build serviced holiday accommodation may be acceptable in Bakewell, but new build holiday accommodation will not be permitted elsewhere.</p>
<p><b>Indicative Development Management Criteria</b></p>
<p>For change of use of a traditional building to holiday accommodation to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• location;</li> <li>• quality and structure of the building;</li> <li>• scale;</li> <li>• design; and</li> <li>• impact on surrounding landscape character.</li> </ul> <p>For an extension to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• scale;</li> <li>• design; and</li> <li>• impact on landscape character and adjoining uses.</li> </ul>

S106 agreements would be used to control use in sensitive locations.

### **National and regional policy context**

- 11.57 Despite some minor exceptions, the preferred approach conforms generally to national and regional policy.
- 11.58 National policy and guidance requires LDFs to take a positive approach to providing visitor accommodation. Planning Policy Statement (PPS) 7<sup>272</sup> states that new buildings for tourist accommodation should be located in or adjacent to towns and villages. Our preferred approach is slightly more restrictive, because it only permits new-build tourist accommodation in Bakewell, which is the most accessible and best-served settlement and demand for this type of development appears to be limited.
- 11.59 The Good Practice Guidance on Planning for Tourism<sup>273</sup> advises that particular care be taken in designated areas to ensure that the qualities that justified designation are conserved. It recommends that existing buildings could be reused for visitor accommodation, particularly outside settlements.
- 11.60 PPS7<sup>274</sup> and Consultation draft PPS4<sup>275</sup> support extensions to existing tourist accommodation where the scale is appropriate and where it may help secure future viability of the business, and also the provision of self-catering holiday accommodation where this accords with sustainable development objectives.
- 11.61 The Regional Plan<sup>276</sup> states that local authorities and others “should seek to identify areas of potential for tourism growth which maximise economic benefit whilst minimising adverse impact on the environment and local amenity.” The RSS supports the provision of additional tourism facilities including accommodation close to popular destinations that have adequate environmental and infrastructure capacity, and improvements in the quality of existing facilities and services.

### **What our other evidence and analysis tells us**

- 11.62 Within the context of National Park purposes, the Peak District Sustainable Tourism Strategy<sup>277</sup> aims to maximise the local economic benefits of tourism, partly by increasing the number of staying visitors. Regional visitor and tourism strategies for the East and West Midlands<sup>278</sup> aim to attract more staying visitors.
- 11.63 Tourism Investment Opportunities Assessment Reports<sup>279</sup> for the East Midlands and Derby & Derbyshire Economic Partnership state that there is a perceived over-supply of self-catering accommodation, but describe the lack of serviced accommodation within the National Park as a key issue. The Derby and Derbyshire Economic Partnership Hotel Demand Survey<sup>280</sup> considers in more depth this shortage of serviced accommodation. It says that leisure visitors to the Peak District are seeking well-priced traditional small hotels and B&Bs in order to enjoy the

<sup>272</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty’s Stationery Office. Para 37.

<sup>273</sup> Department for Communities and Local Government. (2006). Good practice guide on planning for tourism. Paras 7 & 6.

<sup>274</sup> See footnote 1 above. Paras 38 & 40.

<sup>275</sup> Department for Communities and Local Government. (2009). Consultation Paper on a new Planning Policy Statement 4: Planning for prosperous economies. OPSI. Policy EC15.1.

<sup>276</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Policy 42.

<sup>277</sup> Peak District Rural Development Partnership. (2000). Peak District sustainable tourism strategy. Para 5.1.

<sup>278</sup> Emda. (2003). Destination East Midlands: The East Midlands Tourism Strategy 2003-2010. Para 2.3.

Advantage West Midlands. (undated). The West Midlands Visitor Economy Strategy. Page 8.

<sup>279</sup> Scott Wilson. (2007). Derbyshire and the Peak District: Tourism investment opportunities assessment. East Midlands Tourism. Paras 2.53 & 4.73.

<sup>280</sup> Bridget Baker Consulting. (2007) Hotel demand survey – Derbyshire and the Peak District. Derby and Derbyshire Economic Partnership. Paras 8.7, 9.1 & 10.2.

countryside attractions. Chain hotel operators want larger developments in urban locations, and are unlikely to choose sites in rural areas. The study lists smaller towns which may be suitable for small hotels of around 50 bedrooms, but no settlements within the National Park are included. The study recommends a favourable attitude to applications for the extension of bedroom capacity at hotels and B&Bs.

- 11.64 Despite the scope for hotel development in Bakewell under current saved local plan policy, no such proposal has come forward.

### **Consultation response to options**

- 11.65 At the 2007 Issues and Options, there were only 2 responses to the issue on provision of serviced holiday accommodation. Both responses agreed with conversions of traditional buildings outside settlements, but one favoured no newly built accommodation and the other supported some new building in Bakewell.
- 11.66 At the 2009 Refined Options, there was little support for the preferred option because it included an element of new build accommodation. The greatest support (13 responses) was for E5.1, which is largely similar to the preferred approach other than the exception for new build in Bakewell. E5.5 was also well supported (9 responses), because it could provide additional jobs with minimum impact, but it needs definition. Responses suggested that elements of E5.4 and E5.5 could be combined with E5.1, with relevant criteria to prevent harm to valued characteristics. Some responses were in favour of considering affordable housing in preference to holiday accommodation, if housing need is indicated. Few responses supported E5.2 or E5.3.

### **Previous coverage by the Development Plan**

- 11.67 The preferred approach is similar to previous development plan policy but offers opportunity for additional serviced holiday accommodation in Bakewell. The saved Local Plan will retain policy on the removal of holiday occupancy conditions on buildings in settlements where the property might be suitable for full-time residential use. These detailed criteria will be reconsidered in the preparation of the Development Management DPD.

### **Discarded Options**

- 11.68 Options E5.1 and E5.4 have been discarded because they are considered too negative when evidence suggests that there is a shortage of serviced accommodation. However, with limited indication of demand, it is considered appropriate to direct any proposals towards Bakewell as the major service centre, and discard option E5.3. Although it was very popular in consultations, option E5.5 needs to be developed in more detail before it can be included within policy.

**Preferred Approach E5 – Caravans and camping**

**Summary of the options presented during the Refined Options stage**

11.69 Four refined options were offered. Option E6.1 was to permit only small scale caravan and camping sites. Option E6.2 would permit larger scale facilities, and permanent chalets and static caravans, where they would not harm the National Park’s valued characteristics. Option E6.3 would allow larger sites where there would be no harm, but not chalets, lodges or static caravans. Option E6.4, which was not mutually exclusive, would encourage quality improvements at existing sites, such as landscaping or colouring static caravans.

**Preferred policy approach**

11.70 The preferred approach is option E6.1, together with quality improvements from option E6.4. It restricts the size of new camping and caravan sites, enables provision of improved facilities, but does not permit chalets/lodges or static caravans. It aims to ensure that the National Park contains a range of sizes and types of site to cater for the needs of holidaymakers, but only where there is no adverse impact on landscape and valued characteristics. The type of all-inclusive ‘holiday park’ where visitors have all the facilities and entertainment they need and do not venture out to enjoy the National Park is not in line with the second National Park purpose. Large camping and caravan sites, and static caravans, chalets and lodges, are not acceptable within the National Park and should be encouraged to locate in areas outside or on the fringe. The approach does not permit permanent new dwellings for site wardens, preferring to convert existing traditional buildings where it is considered necessary.

11.71 Some definition of appropriate scale of camping and caravan sites will be necessary, possibly limiting sites to 30 pitches.

<p><b>E5: Caravans and camping</b></p> <p>Small touring and backpack camping and caravan sites will be permitted, particularly in areas where there are few existing sites. Large sites should be encouraged to locate outside the National Park. Static caravans, chalets or lodges are not appropriate.</p> <p>The provision of improved facilities including shops and recreation opportunities on existing sites, will be permitted where they are of a scale appropriate to the site and where there is no adverse impact on existing services in the surrounding area. Quality improvements on existing sites will be encouraged.</p> <p>In accordance with preferred approach HC4b, permanent dwellings for site warden’s accommodation will only be permitted where a clear need is proven, where there is no existing accommodation nearby, and where they can be provided by conversion of existing traditional buildings.</p>
<p><b>Indicative Development Management Criteria</b></p> <p>For development of a new site or improvement to an existing site to be permitted it must satisfy criteria including:</p> <ul style="list-style-type: none"> <li>• impact on landscape character;</li> <li>• design and landscaping;</li> <li>• impact on the local economy;</li> <li>• definition of ‘small’ and ‘touring’; and</li> <li>• scale of facility provision appropriate for site users.</li> </ul> <p>Holiday occupancy conditions will be applied.</p>

**National and regional policy context**

- 11.72 National policy and guidance supports the provision of accommodation and facilities to meet visitors' needs. However, Planning Policy Statement (PPS) 7<sup>281</sup> is cautious about the impact of camping and caravan sites on the landscape, and the Good Practice Guidance on Planning for Tourism<sup>282</sup> advises that particular care must be taken in designated areas to ensure that the qualities that justified designation are conserved. The Guide acknowledges that it may be necessary to provide new on-site residential accommodation for managerial staff at camping and caravan parks, although this should preferably be by conversion rather than new build.
- 11.73 Within the context of the highest status of protection for the National Park, the Regional Plan<sup>283</sup> advocates managing tourism and visitors in the Peak Sub-area in accordance with principles of sustainable development, and requires authorities and others to encourage and promote tourism opportunities outside the National Park that could ease pressures on the National Park. Quality improvements are supported.
- 11.74 The preferred approach conforms generally to national and regional policy and guidance, by allowing some new provision together with extensions and quality improvements on existing sites whilst giving particular weight to protection of National Park landscapes.

**What our other evidence and analysis tells us**

- 11.75 The Camping and Caravanning Survey 2008<sup>284</sup> indicates that provision in the National Park is very varied, with a range of site sizes and facilities, although a large proportion of sites only cater for tents and have few additional facilities. The main season for camping and caravanning is between March/April and October, although some sites are open all year round. Around 40% of site owners and managers in the National Park who responded said that they were planning to make improvements to the facilities on their sites in the next 5 years, mainly to toilet and shower facilities but also including hook-ups and hardstandings, better car parking and more trees.
- 11.76 We are hoping to gather further evidence about demand for camping and caravanning sites and facilities.

**Consultation response to options**

- 11.77 Of 9 responses to the 2007 Issues and Options, 5 preferred only small scale caravan and camping sites. 4 (including one holiday park business) wanted to permit larger scale facilities and static caravans or chalets where they could be integrated without harm to the National Park's valued characteristics.
- 11.78 At the 2009 Refined Options, there was strong support (12 responses) for option E6.1, felt to be the most compatible with National Park purposes. 11 responses wanted this to be combined with E6.4. The term 'small scale' needs to be defined. The vast majority preferred touring caravans and camping; only 3 responses supported permanent chalets and statics caravans. Acknowledging that there is demand for more sites, 6 responses were in favour of E6.3. Several responses were concerned that larger sites and statics/chalets would cause harm to the National Park, increase traffic and raise sustainability issues, although two respondents felt that we should be more positive and flexible. It was pointed out that site owners must improve quality to remain competitive, subject to environmental constraints. There were no responses in 2009 from caravan, camping or holiday park businesses.

<sup>281</sup> Office of the Deputy Prime Minister. (2007). Planning Policy Statement 7: Sustainable development in rural areas. Published for the Office of the Deputy Prime Minister, under licence from the Controller of Her Majesty's Stationery Office. Para 39.

<sup>282</sup> Department for Communities and Local Government. (2006). Good practice guide on planning for tourism. Paras 7 & 24-25.

<sup>283</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan (Regional Spatial Strategy). TSO. Policies 10 & 42.

<sup>284</sup> Peak District National Park Authority. (2008). Camping and caravan survey.

**Previous coverage by the Development Plan**

11.79 The preferred approach maintains most of current policy.

**Discarded Options**

11.80 Options E6.2 and E6.3 were discarded because of the risk of harm to National Park's valued characteristics. These options received little support in consultations and are contrary to many aspects of national and regional guidance. Option E6.4 has been incorporated within the preferred approach.

## 12. Minerals

### Spatial Context and issues covered

#### Why we need to address this spatial theme

- 12.1 The landscape, scenic beauty, wildlife and cultural heritage features of the National Park are a unique asset for the people who live and work in the area and for the nation. The geology of the area has not only influenced the creation of these features, but has been exploited due to the type and extent of the minerals available and the proximity to markets. Mineral extraction within the National Park is one of the most contentious activities since it conflicts with National Park purposes, and the principles of sustainable development set out in the Environment Act 1995. To protect the National Park, government policy does not allow major mineral development other than in exceptional circumstances. Consideration of such proposals must assess the need for the development, the availability of alternatives, the environmental effects and the impact on local economy of permitting or refusing the development<sup>285</sup>. Regional policy<sup>286</sup> seeks to constrain all mineral development within the National Park, particularly aggregates extraction, by progressively reducing the proportion and amounts of aggregates and other land won minerals. Mineral working proposals not considered 'major' are subject to lesser but still significant tests. Since large areas of the National Park are covered by internationally important wildlife areas and other constraints, there will still be a need for careful assessment of all schemes.

#### Spatial Aims assisted by policy

- 12.2 Our spatial aim for minerals is that by 2026 the overall scale and impact of mineral extraction operations within the National Park will have been progressively reduced. However, safeguarding policies will be applied to certain mineral types that we consider to be of current or future economic importance. Those operations that remain, or are subsequently allowed, must be worked to modern operating conditions that minimise the detrimental impacts on the National Park. There should be a focus on restoration primarily to amenity after-uses (including biodiversity, landscape and recreation) when the activity ceases, given the need to conserve and enhance the National Park and promote its enjoyment by the public.

#### How Core Policies can help deliver our Spatial Objectives

- 12.3 Mineral policies will play a key role in achieving our spatial aims and objectives. The proposed policies are generally restrictive, not allocating any further land or allowing working of mineral for aggregates, limestone and shale for cement manufacture and limestone for industrial and chemical products, on the basis that sufficient permitted reserves are available in the National Park or reasonable alternatives are available from elsewhere, thereby protecting the White Peak and Derwent Valley from further mineral development of this nature.
- 12.4 The policies would allow continuation of underground working of fluorspar ore from Watersaw and Milldam Mines. The working of fluorspar ore by opencast methods will not be permitted due to the potential adverse impacts on the environment of the National Park. Land would not be allocated and working would not be allowed for major proposals for building and roofing stone. Proposals for building and roofing stone will only be permitted where restrictive criteria are met, allowing small scale operations to proceed only if there is a specific need for that type of stone and it would be used for building or roofing purposes traditional to the character of the National Park, and provided that there are no adverse impacts to the National Park's valued characteristics.
- 12.5 The restoration and after-use policy promotes restoration of minerals sites to an amenity after use, such as wildlife enhancement, landscape enhancement and recreation.

<sup>285</sup> MPS1

<sup>286</sup> East Midlands Regional Plan. Policy 37.



- 12.6 The restrictive mineral policies would help protect the designated landscape and scenic beauty of the National Park and its enjoyment by the public.

**Relationship to General Spatial Policies**

- 12.7 Issues MIN1 to MIN6 explain the restrictive approach that will be taken regarding mineral development, thereby protecting the landscape, scenic beauty, wildlife and cultural heritage of the National Park and enabling people to enjoy and understand its valued characteristics.

**Summary of issues covered**

- 12.8 This chapter covers the key strategic issues for minerals within the National Park. Issue MIN1 relates to achieving a gradual reduction of mineral activity for all minerals with some exceptions. Issues MIN2 to MIN6 cover in turn the policy approach to the main types worked in the National Park: aggregates, cement-making materials, industrial limestone, fluorspar and building and roofing stone. Issue MIN7 relates to safeguarding of minerals and Issue MIN8 covers restoration and after use of mineral sites.

**Preferred approach MIN1 - Minerals****Summary of options presented at the Refined Options stage**

- 12.9 The Refined Options consultation did not present specific options for each mineral type, but it proposed options within the theme of achieving a gradual reduction in the impact of mineral activity. Option M1.1 was to maintain the current position of neither allocating new sites nor permitting new development. M1.2 was for a stronger sequential approach to alternatives such as sourcing from outside the National Park.

**Preferred policy approach**

- 12.10 In order to conform to the Regional Plan, the Core Strategy is taking forward the option to work towards the gradual reduction of aggregates and other land-won minerals within the National Park. The following sections explain how we intend to implement this strategic policy in relation to individual mineral types.

**MIN1 - Minerals**

Proposals for new mineral extraction or extensions to existing mineral operations, except for fluorspar and building stone which are covered by MIN 5 and MIN 6, will not be permitted.

**National and regional policy context**

- 12.11 There is extensive national policy on the provision of aggregate minerals. Much of this is set out in MPS1<sup>287</sup>. The main requirements affecting the Peak District are in respect of:
- not permitting major mineral developments in National Parks except in exceptional circumstances;
  - satisfying obligations to make available defined quantities of aggregates in defined periods;
  - maintaining a 'landbank' of permitted reserves (to allow the ordered development of permitted workings) from outside National Parks as far as is practicable;
  - giving "great weight" to the conservation of landscape and countryside, wildlife and heritage, and avoidance of impacts on recreation, in assessing non-major mineral development in National Parks.
- 12.12 Regional policy<sup>288</sup> seeks to constrain all mineral development within the National Park, particularly aggregates extraction, by progressively reducing the proportion and amounts of aggregates and other land won minerals.

**What our other evidence and analysis tells us**

- 12.13 The evidence base for each mineral type is set out in the following sections. Sufficient permitted reserves are already granted to meet current needs for most of the minerals (with some exceptions).

**Consultation response to options**

- 12.14 The 2007 Issues and Options consultation proposed options to achieve a gradual rundown in the impact of minerals activity in the National Park: the option of weakening controls (on which opinion was divided) would have been contrary to Government policy, while the option of 'maintaining the current position' was not fully explored. Although helpful comments were received, the subsequent recasting of options was expected to be more appropriate for consultation.

<sup>287</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Paras 14-15 and Annex 1.

<sup>288</sup> East Midlands Regional Plan. Policy 37.

12.15 In the 2009 Refined Options consultation almost all responses supported the objective of achieving a gradual reduction in the impact of minerals activity, though 2 respondents from industry and business did so without necessarily supporting a rundown in activity itself. 20 respondents supported a rundown in mineral activity in line with Policy M1.1 and 19 in line with Policy M1.2 (though 12 of the latter supported Policy M1.1 too).

**Previous coverage by the Development Plan**

12.16 The 1994 Structure Plan contained a straightforward policy M1: "Land will not be allocated in the local plan for new mineral workings, extensions of existing mineral workings, mineral processing... or other ancillary development".

**Discarded options**

12.17 Not applicable.

## Preferred approach MIN2 - Aggregates

### Summary of options presented at the Refined Options stage

- 12.18 The Refined Options consultation did not present specific options for each mineral type. Instead it proposed options within the theme of ‘achieving a gradual reduction in the impact of mineral activity’. For aggregates, these were M1.1 to maintain the current position (not allocating new sites and not permitting major development other than in exceptional circumstances or small scale development), or M1.2, with a stronger sequential approach to alternatives (for example sourcing stone from outside the National Park).

### Preferred policy approach

- 12.19 There remains no case for granting major planning permissions for aggregates working in the National Park. Existing permissions will allow significant output from the National Park for many years in any event, though a national obligation to maintain a landbank of permitted reserves (which existed when the former Structure Plan was prepared) has been withdrawn. As sites are worked out or become time-expired, there is likely to be a gradual rundown in output in line with regional planning policy. There are enormous permitted reserves of rock suitable for crushing for aggregates in sites outside the National Park, primarily in Derbyshire, and over time the likelihood is that these will progressively substitute for sites within the Peak District – a process supported by Derbyshire County Council. Although there will be redistribution of the location of workings over time, as is always the case with the working of finite mineral deposits, there does not appear to be any risk to overall supply.

<b>MIN2 – Aggregates</b>
For the policy approach see MIN1.

### National and regional policy context

- 12.20 There is extensive national policy on the provision of aggregate minerals. Much of this is set out in MPS1<sup>289</sup>. The main requirements affecting the National Park are set out in issue MIN1.
- 12.21 Policy on aggregate minerals in the Regional Plan says that Local Development Frameworks (LDFs) should identify sufficient environmentally acceptable sources to maintain an appropriate supply of aggregates and other minerals of regional or national significance; seek to apply aggregates apportionment figures; and make provision for a progressive reduction in the proportion and amounts of aggregates and other land-won minerals from the National Park.
- 12.22 Revised National and Regional Guidelines for Aggregates Provision in England allocate new obligations to each region<sup>290</sup>. The East Midlands is allocated 500mt of crushed rock over the 16 years 2005-2020 (down from 523mt over the previous 16 year period), an average of 31.25mt annually. The apportionment of this quantity between the Mineral Planning Authorities of the region remains to be decided. On the current proportions, the National Park allocation would be reduced from 66.9mt to just under 64mt, with the annual requirement declining from 4.18 to 4.00mtpa. However, regional policy implies that the obligations on the Peak District should decline more quickly than elsewhere in absolute and proportionate terms. To this end, we will seek a further reduction in the apportionment figure allocated to the National Park.

### What our other evidence and analysis tells us

<sup>289</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Paras 14-15 and Annex 1.

<sup>290</sup> Department for Communities and Local Government. (2009). National and regional guidelines for aggregates provision in England 2005-2020.

- 12.23 Current permitted reserves of limestone for aggregate purposes amounted to 103.5 million tonnes as at 31 December 2007, sufficient for about 25 years' supply based on the current apportionment figure. Permitted reserves of sandstone for aggregate purposes amounted to 2.4 million tonnes (combined with Derbyshire) as at 31 December 2007, sufficient for 18 years based on the current apportionment figure<sup>291</sup>. The amount and regional proportion of crushed rock sold from the Peak District are following a progressive reduction in line with regional policy<sup>292</sup>.
- 12.24 Crushed rock aggregates output from the National Park has been declining gradually over the years, as it has elsewhere, and will decline further as existing sites are worked out or their permissions expire. The impact of existing sites going out of production, or the rate of output changing in anticipation of this, is difficult to predict exactly. Permissions expire in the next five years at Goddards, Darlton (currently mothballed in any event) and Ivonbrook quarries, while most of the remaining quarries have permissions to continue operation until around 2040, though the reserves may be exhausted before this date at some quarries. Limestone reserves are unevenly distributed amongst the quarries within the National Park, with an especially large reserve remaining in the Old Moor permission (an extension to Tunstead Quarry in Derbyshire, east of Buxton, on the National Park boundary). Aggregates production could be increased from Old Moor and also from most other quarries: they generally had higher outputs in the 1980s and 1990s. We are therefore confident that there is the capacity available within existing permissions for the National Park to satisfy its apportionment.
- 1.1 Options for supplying the market other than from quarries in the National Park that cease include:
- other quarries immediately adjacent to the National Park, including from the Buxton area;
  - other quarries within the regions currently supplied from the Peak District;
  - alternative sources such as construction and demolition waste, marine aggregates or imports from overseas;
- Or options involving sites within the National Park include:
- the remaining existing active quarries within the National Park;
  - reactivating an existing inactive quarry at Beelow (an extension into the National Park of the much larger active Doveholes quarry), or the statutorily dormant Hillhead quarry (an extension into the National Park of the much larger but inactive Hillhead quarry).
- 12.25 The principal knock-on effect of a gradual rundown in aggregates output from the National Park over the next 30 years is likely to be to increase supplies from Derbyshire instead (unless overall demand declines significantly). Derbyshire has very substantial permitted reserves, including at sites which straddle the National Park boundary. These amounted to 760mt at the end of 2007 – sufficient for well over 80 years at the 2007 rate of supply in Derbyshire – and are therefore in principle available as required.
- 12.26 The National Park Management Plan recognises that if demand was unchanged, the consequence of applying national policy would be increased aggregates working outside the National Park where no national landscape designation applies.

### **Consultation response to options**

- 12.27 In response to the 2009 Refined Options consultation, comments specific to aggregates were very limited, though many other responses supported a rundown in mineral activity across all minerals generally (in line with regional policy). Specific points made include: relinquishing reserves from within the area covered by the National Park in exchange for new reserves outside the National Park; the significance of aggregates supplies from the Peak District to wider markets; the risk of increased haulage distances if resources from the National Park were no

<sup>291</sup> East Midlands Working Party on Aggregates. (2009). Survey and Annual Monitoring Report for calendar year 2007. Table 4, page 15.

<sup>292</sup> East Midlands Working Party on Aggregates. (2009). Survey and Annual Monitoring Report for calendar year 2007. Graphs 1 and 2, page 13.

longer available; and evidence on satisfying its apportionment of the regional aggregates allocation.

**Previous coverage by the Development Plan**

12.28 The Structure Plan contained a straightforward policy that land would not be allocated in the Local Plan for new mineral workings, extensions of existing mineral workings, mineral processing or other ancillary development. The massive landbank of permitted reserves at the time would last 34 years at rates of working at the time, though future demand was difficult to predict. A policy on maintaining a landbank of permitted aggregates reserves was included to comply with Government policy (though that requirement has since been dropped). The Local Plan expanded on aspects of aggregates provision in line with that earlier policy. Demand has declined somewhat since the Structure Plan was prepared, so the lifespan of permitted reserves (still extremely large) has not declined at the rate expected then.

**Discarded options**

12.29 Not applicable.

**Preferred approach MIN3 - Cement-making materials****Summary of options presented at the Refined Options stage**

12.30 The Refined Options consultation did not present specific options for each mineral type. Instead it proposed options for achieving a gradual reduction in the impact of mineral activity. For cement-making materials (principally limestone and shale), option M1.1 maintained the current position of not allocating new sites and not permitting major development other than in exceptional circumstances or small scale development. M1.2 was for a stronger sequential approach to alternatives (such as sourcing materials from outside the National Park).

**Preferred policy approach**

12.31 Major limestone and shale quarrying and cement making at Hope – the only cement works in the National Park – is fundamentally incompatible with National Park purposes, it is also a major emitter of CO<sub>2</sub>. If a planning application for a cement works in the area were submitted today on a greenfield site, it would almost certainly fail to meet the criteria for such major developments set out in MPS1<sup>293</sup> and PPS7, and the impact on climate change from the CO<sub>2</sub> emissions would also fall to be considered. However, we have no realistic scope to influence significantly the output of cement from Hope cement works over the next three decades, due to the existence of substantial permissions for the plant and for quarrying limestone and shale raw materials. This period of stability, however, does provide an opportunity to work to effect a transition to a more environmentally sustainable pattern of supply more in line with national policy, based on mineral working and cement-making outside the National Park. We consider that the best approach to cement making at Hope is to commit to assist in retaining modern and efficient operations there until the consented reserves of limestone run out, perhaps around 2038, or when the planning permission expires in 2042, whichever is the sooner. Further reserves will not be allocated nor permissions granted where these would extend the life of operations beyond the permission date.

12.32 The decision on the future of Hope Cement works is based around a consideration of the national or regional need for cement, impact on the local, regional or (possibly) national economy, the economic analysis of the substantial infrastructure established at Hope against the need to pursue national park purposes and the planning policies referred to above. Further detail is set out in Action Point 13 of the Minerals Strategic Action Plan<sup>294</sup>. We consider that it will be necessary to address the long-term future of the Hope Cement works beyond its current lifespan in relation to other alternatives outside of the National Park. We consider that subsequent reviews of the Core Strategy will be the appropriate time to start to consider an issue that will then be pertinent to the rolled forward strategic planning time horizon. We are keen to see the future of Hope dealt with through the plan led system, and by indicating now that subsequent reviews will address the issue all interested parties can start to develop their thought processes in anticipation of the issue being considered.

12.33 With around thirty years to effect the transition, there is ample time to achieve a transition to raw material supply and cement manufacturing outside the National Park, while continuing to use the existing permissions at Hope. We should discuss this transition with the operator, recognising that 32 years until the expiry of permissions is a long time and that circumstances can change in the interim. This would be in accordance with the regional planning policy which envisages a progressive rundown in mineral supplies from the National Park (though in practice there would be a lengthy build-up to the switching from cement-making at Hope to other plants).

12.34 We will also be closely involved in planning decisions affecting the supply of materials to, and operation of the cement works at, Cauldon in Staffordshire and especially Tunstead in Derbyshire. In particular, the decision on a proposal for a second kiln at Tunstead cement works will shape the future of the site for decades to come. It offers some potential for limestone

<sup>293</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. Para

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<sup>294</sup> PDNPA. (2009). Minerals Strategic Action Plan.

supplies to be sourced from within Derbyshire rather than the Old Moor extension to Tunstead in the National Park, releasing the latter increasingly for high grade uses. However, it also raises the prospect of further concentration of cement making in or close to the National Park, with the scale of industrial activity and mineral transport in the locality which that entails.

<b>MIN3 – Cement-making materials</b>
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For the policy approach see MIN1.
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**National and regional policy context**

- 12.35 There is considerable Government policy on the provision of cement-making materials, set out in MPG10<sup>295</sup> to which the preferred policy approach generally conforms.
- 12.36 Policy relevant to cement-making minerals in the Regional Plan says that LDFs should identify sufficient environmentally acceptable sources to maintain an appropriate supply of aggregates and other minerals of regional or national significance; and make provision for a progressive reduction in the proportion and amounts of aggregates and other land-won minerals from the Peak District National Park.

**What our other evidence and analysis tells us**

- 12.37 A consolidated permission was granted at Hope cement works in 1990, involving a change in the shape of the limestone quarry, which allowed working until 2042. This permission along with the old shale permissions were further consolidated in 2006, effectively reviewing the old mineral permissions, again allowing working until 2042. No additional reserves were permitted at either the limestone or shale workings.
- 12.38 Hope Cement Works currently has permitted reserves of about 44mt of limestone and 13.6mt of shale. These reserves of limestone are estimated as sufficient to sustain output at recent rates of about 1.4mtpa until around 2038, and shale reserves are sufficient to sustain output at recent rates until about 2058. However, some of the shale reserves contain a high sulphur content which may restrict its future use. If only shale of low sulphur content is used, then it is estimated this would last until about 2018. Shale with a high sulphur content could potentially be blended with low-sulphur pulverised fuel ash (PFA) from coal fired power stations; this could bring sulphur emissions from the cement manufacturing process to acceptable levels. PFA is currently taken to the site and used as an additive to the cement. Permission has recently been granted to erect a new PFA silo that is rail-linked; this could potentially be used to receive PFA as a shale substitute.
- 12.39 Tunstead cement works is outside the National Park, but is part of the major Tunstead complex which uses material from the quarry's Old Moor extension inside the National Park (permitted in 1980) to supply industrial carbonates, its own cement works and aggregates. All the material from Old Moor is used for these purposes. Permitted reserves of limestone in the National Park at Old Moor are substantial, providing a supply for all purposes for many years.
- 12.40 Cauldon cement works is located just beyond the National Park boundary in Staffordshire and has a significant level of permitted reserves.
- 12.41 The operator of Hope Cement Works has concentrated its cement output increasingly on Hope, and views this site as the hub of its English business. Likewise cement production has been concentrated by another operator at Tunstead, increasing its capacity to at least 800,000 tpa as a result of a permission granted by Derbyshire County Council in 2000, and now aiming to develop an additional kiln with a capacity to produce a further 1 million tonnes per annum. The plant could focus on using the Chee Tor and poorer quality Woo Dale limestone in the Derbyshire County Council area of the site, extending the life of Old Moor and enabling a higher

<sup>295</sup> Department of the Environment. (1991). Minerals Planning Guidance note 10: Provision of raw materials for the cement industry TSO.



proportion of Old Moor to be used for high grade (industrial) purposes. Meanwhile, many of the cement works listed in MPG10 have closed, but not a single new site has been developed since then (though permission has been given for one on a greenfield site at Snodland in Kent). The result is that the quarrying of cement-making materials has been concentrated in the Peak District National Park, and cement manufacture in and around it. This is the opposite of the long term outcome envisaged in planning policy.

12.42 Limestone (or chalk) and shale (or clay) are available outside the National Park, and there are also reasonable alternative arrangements which could be made for supplying the market. These are indicated by:

- the closure of other cement works, some with outstanding reserves;
- the existence of an unimplemented planning permission for a new cement works at Snodland;
- the availability of other resources for Hope's operating company, Lafarge, at Snodland and just outside the National Park at Cauldon (which has an unused access to the rail network);
- the great distance from Hope to many of its markets for cement.

In these circumstances there appears to be a sound case to develop alternative production and distribution capability outside the Peak District National Park.

12.43 The National Park Management Plan observed that demand from society creates pressures to provide minerals for uses such as cement. The extent of the mineral resource and the proximity to (some) markets continues to place pressure on the National Park to supply, despite the designation.

12.44 An overview on raw materials used in the cement industry has been provided by the British Geological Survey<sup>296</sup>.

### **Consultation response to options**

12.45 Very few comments were received on the 2009 Refined Options consultation specific to cement-making materials.

### **Previous coverage by the Development Plan**

12.46 The Structure Plan contained a straightforward policy that land would not be allocated in for new mineral workings, extensions of existing mineral workings, or mineral processing.

### **Discarded options**

12.47 Not applicable.

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<sup>296</sup> British Geological Survey.(2004). Mineral Planning Factsheet: Cement.

**Preferred approach MIN4 - Industrial limestone****Summary of options presented at the Refined Options stage**

12.48 The Refined Options consultation did not present specific options for each mineral type. Options were proposed within the theme of achieving a gradual reduction in the impact of mineral activity. For industrial limestone, option M1.1 indicated either maintaining the current position (not allocating new sites and not permitting major development other than in exceptional circumstances or small scale development), M1.2 was for a stronger sequential approach to alternatives (for example sourcing stone from outside the National Park).

**Preferred policy approach**

12.49 Our preferred approach to the release of additional limestone for industrial and chemical purposes is informed by the existence of significant permitted reserves of limestone for these purposes, both within the National Park and nearby in Derbyshire. There is therefore no case for identifying additional sites for limestone for industrial and chemical purposes, while prospective applications for planning permission are not expected to be able to demonstrate that other sources are not available.

**MIN4 – Industrial limestone**

For the policy approach see MIN1.

**National and regional policy context**

12.50 Industrial limestone is not specifically mentioned in MPS1<sup>297</sup>, and is noted only in passing in the accompanying Good Practice Guide<sup>298</sup> as one of a number of industrial minerals required in England in substantial quantities.

12.51 High purity industrial limestone is similarly noted in the Regional Plan (paragraph 3.3.49) as one of the major minerals produced in and exported from the region, although there is no regional policy specific to industrial limestone. However, as a mineral supplied from the Peak District National Park, industrial limestone is covered by policy which states that LDFs should:

- “identify sufficient environmentally acceptable sources to maintain an appropriate supply of aggregates and other minerals of regional or national significance”; and
- “make provision for a progressive reduction in the proportion and amounts of aggregates and other land-won minerals from the Peak District National Park...”.

**What our other evidence and analysis tells us**

12.52 The British Geological Survey notes<sup>299</sup> that Carboniferous Limestone is the main source of industrial limestone in England, with a high proportion coming from Derbyshire (both inside and outside the National Park). The Bee Low Limestone is the most extensively quarried type and is consistently of very high purity and consistency throughout the region. However, the conflict with protected areas is significant: 42% of the carboniferous limestone resource is found within National Parks (and a further 17% in Areas of Outstanding Natural Beauty) throughout England.

12.53 For planning purposes limestone resources to be used for very high purity industrial or chemical purposes must have a minimum calcium carbonate content of 98%. This is the level of purity adopted by BGS in their Mineral Resource Map for the Peak District. However, a single definition of very high purity limestone should be used with caution as there are many different qualities of limestone, including physical properties and consistency, which must be considered in determining what is fit for particular purposes. What is very high purity to one user may be considered as ordinary grade by another user. In the excavation of high grade limestone, rock

<sup>297</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO.

<sup>298</sup> Department for Communities and Local Government. (2006). Planning and minerals: practice guide. DCLG. Para 164.

<sup>299</sup> British Geological Survey. (2004). Mineral Planning Factsheet: Limestone.

of other grades will often be produced. Further background information is provided in a research report commissioned by the Government<sup>300</sup>. No definition of industrial or very high purity limestone is proposed in this plan, in view of the gradations within the geological resource and the different meanings the term has for different end-users. Developers would need to identify the specifications of limestone required by customers and the alternative means of meeting it.

- 12.54 The two main quarries supplying industrial limestone are Ballidon and the Old Moor extension to Tunstead. Both have substantial reserves and their permissions will last until 2041 and 2040 respectively. There are other working quarries, outside the National Park, which supply industrial limestone from the same geological resources, though each site has specialist processing and marketing arrangements. Close to Ballidon are Brassington Moor and Grangemill quarries, while close to Tunstead are Dowlow, Hindlow, Brierlow, Hillhead and Ashwood Dale. These quarries have substantial permitted reserves and long-life permissions.
- 12.55 The specific importance of Ballidon for industrial limestone is acknowledged through a legal agreement which requires that at least 40% of the production is used for non-aggregate (i.e. industrial) purposes, reflecting the geology of the site. The Secretary of State permitted the working of 205mt of limestone at Old Moor within the National Park in 1980 in large measure due to the suitability of the limestone for industrial uses, but no restriction was imposed on end uses. The mineral from Old Moor is therefore used to produce a range of industrial, cement and aggregates end uses. The operator has been encouraged to concentrate the production of industrial limestone from Old Moor, and to source aggregates from poorer quality limestone, for example the Woo Dale limestone type, in adjoining Tunstead.
- 12.56 These cases illustrate that proposals for quarrying limestone for industrial purposes may be capable of satisfying the strict tests which apply in nationally-designated landscapes. Any applicant would be required to show in particular that:
- alternative sources of high purity limestone could not be used instead, e.g. existing permitted reserves outside the National Park (considered to be well over 250mt in Derbyshire alone);
  - evidence on whether or not permitted sources of high purity limestone had been squandered for aggregates uses; and
  - consideration of the scope for mineral users to adjust their needs so that these could be satisfied by lower grade limestone.
- 12.57 The National Park Management Plan observed that demand from society creates pressures to provide minerals such as limestone for industrial and chemical uses. The extent of the mineral resource and the proximity to markets continues to place pressure on the National Park to supply. The Plan expected that end-use controls over mineral extraction would be introduced to conserve better quality materials for non-aggregate uses.

### **Consultation response to options**

- 12.58 No comments were received on the 2009 Refined Options specific to industrial limestone.

### **Previous coverage by the Development Plan**

- 12.59 The Structure Plan contained a policy not to allocate land for new mineral workings, extensions of existing mineral workings, mineral processing, or other ancillary development. No further provision was required for limestone used for its chemical purity, due to the considerable approved reserves at Tunstead and Ballidon quarries. With huge reserves and end dates still three decades away, little has changed in practice over the 15 years since the Structure Plan.

### **Discarded options**

- 12.60 Not applicable.

<sup>300</sup> Roger Tym & Partners. (1991). Appraisal of high-purity limestones in England and Wales: A study of resources, needs, uses and demands. Department of the Environment.

**Preferred approach MIN5 - Fluorspar****Summary of options presented at the Refined Options stage**

- 12.61 The Refined Options consultation proposed two options within the theme of achieving a gradual reduction in the impact of mineral activity. Option M1.1 was to maintain the current position, not allocating new sites and not permitting major development other than in exceptional circumstances or small scale development. M1.2 was for a stronger sequential approach to alternatives such as sourcing stone from outside the National Park. A special option M1.3 was included, to allocate sites for fluorspar ore, which is in scarce supply in England.

**Preferred policy approach**

- 12.62 Most of the higher grade fluorspar ore in the Peak District, capable of being worked by opencast methods in an environmentally acceptable manner, now appears to have been worked out. If the fluorspar ore industry in England is to survive, and the fluorine industries which rely on it, there must be a transition to predominantly working fluorspar from underground mines. The Watersaw Mine on Longstone Edge, and especially the Milldam Mine at Great Hucklow, give access to considerable resources of high grade fluorspar ore, both of which we consider can be operated in an environmentally acceptable way. This Core Strategy therefore aims to oversee the transition from an industry which in the past decade has operated principally by opencast working to one which relies heavily on underground mining.
- 12.63 Opencast mining of fluorspar ore will in future be resisted. Such proposals would in all probability be considered 'major', probably by their size and almost certainly by the sensitivity of their likely locations. They would be unlikely to be able to demonstrate exceptional circumstances, due firstly to the availability of the option of underground mining which could be expected to have less environmental impact, and secondly to the considerable foreseeable difficulty of working likely sites in an environmentally acceptable manner.
- 12.64 We acknowledge that major proposals for underground fluorspar ore mining may be able to demonstrate exceptional circumstances in terms of policy in MPS1, in view of the limited availability of alternative sites in England, and the importance of fluorspar to the English economy. There is, in principle, scope for carrying out underground operations in a way which constrains damage to the environment of the National Park to an acceptable level. The importance of the fluorochemical industry may well be considered sufficiently exceptional to continue to supply fluorspar ore, as a departure from the regional policy to run down the supply of minerals from the National Park, provided that individual schemes can be developed underground.

**MIN5 - Fluorspar**

No land will be allocated for fluorspar ore extraction

Proposals for the opencast mining of fluorspar ore will not be allowed. In order to secure an appropriate supply of fluorspar, we will:

- (i) encourage and support the continuation of the extraction of fluorspar ore by underground mining at locations where economically workable deposits have been proven in advance and where the environmental impacts can be appropriately mitigated. This will include the already permitted Milldam and Watersaw Mines;
- (ii) support proposals for the recycling of tailings from existing lagoons where the environmental impacts can be appropriately mitigated; and
- (iii) support proposals for the retention and continued operation of tailing lagoons associated with the Cavendish Mill Plant, where the impact on the environment can be appropriately mitigated and where it can be demonstrated that no realistic and viable alternative method of treatment is available.

**National and regional policy context**

- 12.65 There is no national policy specifically on fluorspar working. The general policies of MPS1 apply, requiring exceptional circumstances to justify major mineral working in the Peak District. This also includes one policy on supply which has particular relevance to fluorspar: “aim to source mineral supplies indigenously, to avoid exporting potential environmental damage, whilst recognising the primary role that market conditions play”<sup>301</sup>.
- 12.66 Policy relevant to fluorspar in the Regional Plan requires LDFs to identify sufficient environmentally acceptable sources to maintain an appropriate supply of aggregates and other minerals of regional or national significance, and make provision for a progressive reduction in the proportion and amounts of aggregates and other land-won minerals from the Peak District National Park.
- 12.67 The absence of any national planning policy on fluorspar then places the onus on this Core Strategy to resolve the issues raised by the demand for fluorspar working. An overview on fluorspar has been provided by the British Geological Survey<sup>302</sup>.

**What our other evidence and analysis tells us**

- 12.68 UK supply of fluorspar ore is currently confined to the southern Pennine orefield, mainly within the Peak District National Park. Mining in the northern Pennine orefield in Durham ceased in 1999: known accessible resources there appear to be largely worked out (though some dormant sites remain), and there has been no operator interest in resuming activity over the last decade. In the Peak District, fluorspar mineralisation is largely confined to the eastern half of the limestone outcrop. Fluorspar ore working has taken place in the National Park for many years, and the more readily accessible deposits have been worked out. The principal operations recently have been on Longstone Edge near Bakewell, with both opencast workings and underground mining, all controlled by the firm which operates the country’s only processing plant at Cavendish Mill near Stoney Middleton. With the working out of opencast sites on the western end of Longstone Edge nearly complete and a proposed hold on the working of the eastern end of Longstone Edge, there is now a transitional phase. Glebe Mines has recently applied for planning permission to develop an opencast site at Tearsall Farm, which we have resolved to approve subject to the signing of a legal agreement. Glebe Mines is also at an advanced stage of reopening the major underground reserve contained in the vein structures below Hucklow Edge, Bretton Edge and Eyam Edge, accessed via Milldam Mine at Great Hucklow.
- 12.69 Fluorspar ore dug from the ground in England is processed to produce acid-grade fluorspar (over 97% CaF<sub>2</sub>), and reserves in the ground are accounted for in terms of the amount of acid-grade fluorspar they can supply. The principal permitted reserves of fluorspar ore available are from Milldam Mine (probably well over 2 million tonnes). In addition there remain permitted reserves of at least half a million tonnes from Watersaw Mine, the underground mine on Longstone Edge where operations have recently ceased but nevertheless remain available for working until 2015, when the current planning permission expires. Tearsall is expected to supply about 121,000 tonnes of fluorspar ore per annum (over a six year extraction period). There are inferred resources of fluorspar within the 1952 planning permission area on the eastern end of Longstone Edge which Glebe Mines propose to hold off working for a temporary period if the Tearsall proposal is approved. In addition, fluorspar is produced as a secondary product at a number of other quarries on the Carboniferous limestone and sent to Cavendish Mill for processing. Outside the National Park, fluorspar ore is available from Pateley Bridge aggregates quarry in North Yorkshire, and a very small amount of vein mineral (mainly barytes) is supplied from Slinter Top Quarry in Derbyshire. There are also permissions for fluorspar in Durham. Finally, the reprocessing of tailings arising from the operation at Cavendish Mill may

<sup>301</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Paragraph 15.

<sup>302</sup> British Geological Survey. (2004). Mineral Planning Factsheet: Fluorspar.

be able to provide about 300,000 tonnes of fluorspar ore, though permission will be required to gain access to this material.

- 12.70 Ineos Fluor acquired the local firm Glebe Mines Ltd to ensure its supply chain. Almost all the output from Cavendish Mill is sent to the company's chemical plant at Runcorn, which requires an average of about 50,000 tonnes of acid-grade fluorspar each year. In the current transition period between sources, Ineos Fluor has been unable to supply from Cavendish Mill the full quantity of fluorspar it needs. As a result it has imported modest quantities of fluorspar. Large quantities of fluorspar, such as 50,000 tonnes to replace production from Cavendish Mill, are most unlikely to be available on the open market in the short term<sup>303</sup>; most sources of fluorspar around the world have been acquired by producers to guarantee their sources, while China (one of the major exporting countries) has constrained its foreign sales due to rising domestic demand. A study for Ineos Fluor argues that if fluorspar supplies can no longer be obtained from the southern Pennine orefield, the likelihood is that the fluorochemical industry in England will be reduced in size or even cease altogether, due to the difficulty and cost of obtaining imports<sup>304</sup>. This is the recent experience elsewhere in Europe: in 2006 fluorspar production ceased in both France and Italy, resulting in the closure of a hydrofluoric acid works in France in 2007 when imports from South Africa proved uneconomic. Both the fluorspar industry and the fluorochemical industry would then become concentrated in a smaller number of locations around the globe.
- 12.71 These findings have significant implications for fluorspar planning in the Peak District. To sustain the current fluorochemical industry, centred on Runcorn, Cavendish Mill should supply about 50,000 tonnes of acid grade fluorspar annually. A significantly lower supply, sustained over a length of time, may threaten part or possibly all the fluorochemical industry. As fluorspar is increasingly worked out, and lower grades of mineral in the ground targeted, there is a challenge to find this quantity of mineral and particularly to obtain it in an environmentally acceptable way. We doubt that the quantity of fluorspar required by the fluorochemical industry can be obtained from opencast workings in the Peak District, and certainly not in an environmentally acceptable way on an ongoing basis. The only sources capable of this are underground mines, topped up by limited quantities supplied from other incidental sources. Fortunately, the rising world price of fluorspar (which doubled in the five years prior to the recession) provides a financial buffer to obtaining the mineral from more costly underground sources.
- 12.72 The National Park Management Plan observed that demand from society creates pressures to provide minerals such as fluorspar for chemical uses. The extent of the mineral resource (and the proximity to markets) continues to place pressure on the National Park to supply, despite the designation. The Plan expected the assumption to be applied that National Park conservation and enhancement purposes outweigh the unproven national need for fluorspar working (unless government issues a clear, unambiguous and consistent definition of national need that outweighs these purposes).

### **Consultation response to options**

- 12.73 The 2007 Issues and Options consultation proposed the option of weakening controls (on which opinion was divided) which would have been contrary to Government policy, while the option of maintaining the current position was not fully explored. Although helpful comments were received, and there was divided opinion about whether to continue to permit fluorspar working, the subsequent recasting of options was expected to be more appropriate for consultation.
- 12.74 In response to the 2009 Refined Options consultation, 11 respondents were broadly opposed to opencast fluorspar working while 7 respondents broadly supported this; 3 of those resisting opencast workings were more sympathetic to underground fluorspar working. The case for working fluorspar was widely viewed as dependent on the demonstration of clear evidence of the

<sup>303</sup> Lusty, PAJ, Brown, TJ, Ward, J & Bloomfield, S. (2008). The need for indigenous fluorspar production in England. British Geological Survey. Open Report OR/08/27.

<sup>304</sup> Roskill Consulting Group Ltd. (2007). INEOS Fluor: an evaluation of the strategic requirement for fluorspar mining in the UK.

national importance of the mineral and, if that was achieved, on the avoidance of damage to the landscape. 3 respondents were concerned about relying on imports to meet English needs on sustainability grounds (carbon footprint and living within our means). Alternative strategies were suggested: there was a request for longer term more proactive planning by the industry and a preference for a criteria-based approach rather than allocations.

- 12.75 Economic reasoning that fluorspar can only be extracted within and adjacent to the National Park and that the processing plant cannot be relocated outside the National Park were also cited, as was the practicality of obtaining fluorspar imports from other countries on the scale required.

#### **Previous coverage by the Development Plan**

- 12.76 Structure Plan policy stated that land would not be allocated in the local plan for new mineral workings, extensions of existing mineral workings, mineral processing or ancillary development. The geological availability of vein minerals and the markets for them were both unpredictable, so it was not possible to make specific provision for these minerals; proposals would be considered on their merits instead. Local Plan policy was aimed at avoiding the extraction and removal of limestone host rock from vein mineral sites as far as possible. There have been significant changes since 1994 affecting the fluorspar industry: demand for fluorspar from the Peak District has declined due to the closure of a major consumer, the structure of the industry nationally and globally has changed by becoming more vertically integrated, the economics of working underground have improved (at least to 2007), the prospects for imports from overseas have declined, and the products for which the mineral are required have changed (notably CFCs have been banned). As a result the issues for evaluation and the policy response have both changed considerably.

#### **Discarded options**

- 12.77 Not applicable.

**Preferred approach MIN6 - Building and roofing stone****Summary of options presented at the Refined Options stage**

12.78 The Refined Options consultation did not present specific options for each mineral type, but aimed to achieve a gradual reduction in the impact of mineral activity. For building and roofing stone, this indicated either maintaining the current position (not allocating new sites and not permitting major development other than in exceptional circumstances or small scale development), or maintaining the current position but with a stronger sequential approach to alternatives (for example sourcing stone from outside the National Park).

**Preferred policy approach**

12.79 Our preferred approach to building and roofing stone is informed by competing environmental and economic considerations. A shortage has been identified in the availability of sandstone roofing slates and to a lesser extent certain types of building stone, and there is a long term interest in ensuring a supply of these materials from suitable sources to sustain the vernacular built environment of the National Park. At the same time, there are numerous existing building stone operations in the National Park, but the larger ones serve regional and national markets more than local ones. There is a legacy of old permissions causing environmental problems, some of which remain very difficult to resolve.

12.80 Additional large sites would be environmentally unacceptable. The policy is designed to only support sites designed to meet the specific needs of the National Park, for example where this would help repair traditional buildings of local distinctiveness, historic buildings or conservation areas.

**MIN6 – Small-scale building and roofing stone**

Development will only be permitted for small scale proposals for the working of building and roofing stone where:

- It meets a demonstrable need within the National Park, which cannot be satisfied from existing permissions inside or outside the National Park; and
- It will be confined to local use only on buildings within the National Park; and
- The individual and cumulative impacts of working on the environment, amenity and communities can be appropriately mitigated.

Any proposal will need to be supported by demonstrable evidence which proves that alternative sources of supply are not and cannot be made available.

Proposals will need to be accompanied by a suitable legal agreement to ensure that the above policy objectives are met.

**National and regional policy context**

12.81 The preferred approach conforms to national and regional policy.

12.82 There is considerable Government policy on planning for building and roofing stone, set out in MPS1<sup>305</sup>. This encourages particularly the recognition of the special features of quarries for building and roofing stone which should be taken into account in plan preparation and decisions on planning applications.

12.83 Regional Plan policy indicates on the one hand that there should be a rundown in mineral supplies from the National Park, but on the other highlights the merit of safeguarding particularly

<sup>305</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Annex 3.



building and roofing stone resources. LDFs should indicate areas within which sites needed for land-won minerals should be safeguarded from development that would sterilise future exploitation, including those required to maintain historic buildings and monuments or new construction that reflects local character; and make provision for a progressive reduction in the proportion and amounts of aggregates and other land-won minerals from the Peak District National Park.

### **What our other evidence and analysis tells us**

- 12.84 The southern Peak District around Stanton Moor is an area of key importance for the supply of Carboniferous Millstone Grit. Here there is a concentration of active sites (Birchover, Dale View and New Pilhough) and intermittently worked sites (Stanton Moor and Watts Cliff), collectively with a significant output of sandstone in a variety of hues and textures. The large majority is sold for use outside the National Park rather than to serve the repair and maintenance of vernacular structures in the locality. Dale View may be the largest building stone quarry in England. There is a range of other sandstone quarries around the National Park producing building stone, with active sites at Chinley Moor (Hayfield), Shire Hill (Charlesworth), Stoke Hall (Grindleford), Wimberry Moss (Rainow) and Canyards Hill (Bradfield). All serve a variety of local and more remote markets. The range of sites reflects the varieties available within the gritstone. Total sandstone output for building stone was nearly 100,000 tonnes in 2007. Sandstone reserves are in theory 7.25 million tonnes, though these are unevenly distributed: for example, more than half the total is at Shire Hill.
- 12.85 Building and walling stone is also obtained from the Carboniferous Limestone at the small Once-a-week quarry (Ashford), though this has planning permission only until 2011, and at Hazlebadge (Bradwell) permitted to 2017. Natural stone is also obtained as a minor product from selected major limestone quarries, notably Ballidon which serves the industrial limestone and aggregates markets. Total limestone output for building stone was about 1,500 tonnes in 2007.
- 12.86 The natural stone known to be in greatest shortage is sandstone roofing slates, known collectively in the southern Pennines as grey slates. There is a wide variety of types of stone slate and therefore potentially a demand for opening a selection of sites. The only site permitted for stone slate production in the National Park is at Bretton, near Foolow. An extension to this site was granted in 2007, though in practice the site has primarily supplied walling stone rather than stone slates.
- 12.87 A significant aspect of the landscape quality of the National Park is the use of traditional stone materials in the built environment. The use of local materials and building methods gave each place its special vernacular characteristics, and this distinctiveness can be sustained as long as repair, maintenance, extensions and new buildings continue to use sympathetic stone building materials. Due to the variety of stone types originally used, and the large number of local quarries used to supply them, matching currently available materials to those used in older buildings can be a challenge. In 1996 we commissioned a major research project into the potential to re-establish the roofing slate industry in the region, the results of which remain the most comprehensive analysis of known sources of these sandstones<sup>306</sup>. A further national project into sources of building and roofing stone is being spearheaded by English Heritage, with Derbyshire as a key initial area for study; the results are expected shortly.
- 12.88 Identifying the scale of demand for local building and roofing stone can be difficult in advance of opening up a supply. There may be evidence that a demand ought to exist, such as traditional buildings patched with inappropriate materials from elsewhere, theft of stone products, and a stock of buildings which will require maintenance and repair over the years if it is to survive. However, the absence of an existing source of a stone discourages architects from specifying it for new buildings and even for repair work. The scale of the second-hand market may also be only a weak indicator: demand for recycled stone may be driven by availability rather than by

<sup>306</sup> Terry Hughes. (1996). The grey slates of the South Pennines. Peak Park Joint Planning Board, English Heritage and Derbyshire County Council.

independent measures of 'need'. Specifying the use of quarried rather than recycled stone can help to create a demand, and to hold back the interest there may be in demolishing structures which ought to be maintained.

- 12.89 The National Park Management Plan observed that demand from society creates pressures to provide minerals for uses such as building stone. The extent of the mineral resource and the proximity to markets continues to place pressure on the National Park to supply, despite its designation. The Plan expected a presumption to be applied against further permissions for the supply of building stone and roofing slate (despite the policies of the adopted development plan), and that there should be research into alternative resources outside the National Park. It also expected end-use controls to restrict the use of minerals such as building and roofing stone to meeting local demand, reducing pressure for new sources.

### **Consultation response to options**

- 12.90 At the 2007 Issues and Options consultation, opinion was divided on the option of weakening controls, which would have been contrary to Government policy. The option to maintain the current position attracted a significant majority of responses in respect of building and roofing stone. Few responses advocated sourcing stone from outside the National Park.
- 12.91 Responding to the 2009 Refined Options consultation, 3 representations from the building stone industry and conservation interests wanted the Core Strategy to make clear provision for building and roofing stone for conservation use. Other than these, only 4 comments were offered specific to building stone. 2 respondents considered that building stone operations should only be permitted in the National Park if none is used outside the National Park, and 2 respondents specifically wanted any operations permitted to be small scale. One response anticipated shorter lorry journeys to local markets if the operations were within the National Park. There was also a need identified to make clear provision for building and roofing stone for conservation use, in line with MPS1 Annex 3. Respondents considered that a different approach may be needed in response to large scale aggregates quarries to small specialist building stone operations.

### **Previous coverage by the Development Plan**

- 12.92 Structure Plan policy stated that land will not be allocated in the local plan for new mineral workings, extensions or processing. No additional provision was considered necessary for limestone quarries producing building stone, because this can be supplied from two specialist quarries and from others within existing consents. Since there were substantial unquantified reserves of gritstone for use as dimension stone, no further provision was considered necessary. The Local Plan added a specific policy permitting the extraction of hard rock for use as building stone or stone roofing slates provided that the stone will not be used for aggregates purposes, as a response to a recognised shortage of stone roofing slates. Considerable progress has been made since 1994 in regulating the legacy of barely-controlled old permissions for building stone, so the availability of minerals is better understood. Nonetheless, many of the practical issues facing us, notably in safeguarding the amenities of Stanton Moor, remain, albeit at a lower level of difficulty.

### **Discarded options**

- 12.93 Not applicable.

**Preferred approach MIN7 - Safeguarding****Summary of options presented at the Refined Options stage**

12.94 The Refined Options consultation offered three options. M2.1 was not to safeguard any minerals from surface development, M2.2 would safeguard all minerals, and M2.3 was to safeguard some minerals.

**Preferred policy approach**

12.95 Our preferred approach is a mineral-by-mineral approach to safeguarding. The principle of safeguarding has attractions as a long term planning policy which embeds a sustainable approach to irreplaceable mineral resources. However, it can be difficult to convert into practice where knowledge of the resource base is incomplete (as is the case with building and roofing stone in the Peak District). It may also be of limited value in areas like the National Park where the long term risk to the availability of mineral resources is not great, because little surface development is anticipated that would sterilise minerals. Different parties support safeguarding for different reasons. For some, the long term principle of safeguarding is sufficient in itself, with at best modest prospects of working the minerals under current policies in the foreseeable future. Others see safeguarding of minerals as very much a stepping stone to their future development, notably for building and roofing stone. Safeguarding cannot therefore properly be separated from an assessment of policy on the future working of each mineral. The preferred approach is also supported by the weak case for safeguarding minerals which for policy reasons are unlikely ever to be worked in the National Park, such as aggregates (which can always be found outside the National Park).

12.96 We are concerned that the value of assessing underlying minerals should be proportionate to the likelihood of the minerals interest in the site being of overriding importance. There is therefore a case for requiring applicants for surface development to assess the minerals interest in a site only when permitting that development would present a distinct impediment to the provision of minerals in the long term. In the absence of national policy on the procedures to follow, we have taken a pragmatic approach, with particular attention to two key issues in identifying safeguarding areas:

- the likelihood of each type of mineral being allowed to be worked in the National Park; and
- the existence of sufficiently proven resources to merit safeguarding.

Even without a formal safeguarding approach to those mineral resources which fail one or both of these tests, we stress that these minerals can still be expected to be safeguarded in practice by virtue of the other policies of the Core Strategy.

**MIN7 – Safeguarding**

Certain minerals should be safeguarded from sterilisation by surface development through the definition of Mineral Safeguarding Areas covering:

- Limestone containing at least 98% calcium carbonate;
- A selection of small individual sites, including modest buffer zones, for building and roofing stone;
- The mineralised vein structures relating to Milldam Mine and Watersaw Mine, for fluorspar.

Applicants for surface development in these areas will be required to demonstrate either that there is no mineral likely to be of current or future economic value that would be sterilised by the development, or that proceeding with the proposed development on that site would be of overriding importance in relation to the significance of the mineral resource.

Existing railheads within the National Park for the distribution of minerals and mineral products will also be safeguarded.

**National and regional policy context**

- 12.97 The national policy background to safeguarding minerals from sterilisation is set out in MPS1, which states<sup>307</sup> that an objective of national minerals policy is “to safeguarding mineral resources as far as possible”. Authorities should:
- define Mineral Safeguarding Areas (MSAs), in order that proven resources are not needlessly sterilised by non-mineral development, although there is no presumption that resources defined in MSAs will be worked;
  - encourage the prior extraction of minerals, where practicable, if it is necessary for non-mineral development to take place in MSAs;
  - in unitary planning areas, define MSAs in LDDs to alert prospective applicants for non-minerals development to the existence of valuable mineral resources.
- 12.98 The Regional Plan states that LDFs should indicate areas within which sites needed for land-won minerals should be safeguarded from development that would sterilise future exploitation, including those required to maintain historic buildings and monuments or new construction that reflects local character.

**What our other evidence and analysis tells us**

- 12.99 Built development on the land surface is likely to sterilise any mineral under it or nearby. The location of mineral is fixed by geology, but there is often scope to adjust the location of the surface development. The long term interest of the nation, in terms of keeping options open, is therefore best served by endeavouring to adjust the location of surface development rather than sterilise mineral. This principle applies everywhere, including in National Parks. The advice supporting MPS1<sup>308</sup> suggests that the mineral resource information, such as that provided to each mineral planning authority by the British Geological Survey, can be a basis for mapping these areas.
- 12.100 There is government policy on the identification of MSAs, but none on how to judge the balance of advantage between surface applications and the safeguarding of mineral from sterilisation. There is no policy on what tests to apply when assessing proposals for surface development, nor any advice on the way in which MSAs should be instrumental in shaping policies for the allocation of land for necessary surface development. These issues have not been resolved in the most recent independent advice on the subject<sup>309</sup>.
- 12.101 In National Parks, the added value of safeguarding is not as great as it is in locations with higher expectations of mineral working and surface development. Since development is extremely limited, there is very little surface activity from which minerals need to be protected. A policy safeguarding minerals is in effect simply an additional constraint on development. The likelihood of some kinds of mineral working being allowed is remote (particularly for aggregates), so the benefit of safeguarding such minerals for possible future working is much less obvious in National Parks than it is elsewhere.

**Consultation response to options**

- 12.102 At the 2007 Issues and Options consultation, stakeholders suggested a third option of safeguarding particular minerals, excluding limestone aggregate. There was support for safeguarding small scale building and roofing stone sites which, through conserving and enhancing local built distinctiveness, contribute to the National Park’s valued characteristics.

<sup>307</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Para 9.

<sup>308</sup> Department for Communities and Local Government. (2006). Planning and minerals: practice guide. DCLG. Para 32.

<sup>309</sup> McEvoy, F.M., Cowley, J., Hobden, K., Bee, E. and Hannis, S. (2007). A guide to minerals safeguarding in England. British Geological Survey.

12.103 The 2009 Refined Options consultation attracted comments from 28 respondents. Support for option M2.1 from 18 respondents (and opposition to Policy M2.2 from 1 more respondent) appeared to be centred on the lack of necessity for safeguarding in a National Park context rather than a deep-rooted resistance to the idea. 5 respondents supported option M2.2 pointing out the expectations of national and regional policy in favour of safeguarding, not least as a matter of principle. 4 respondents supported Policy M2.3, either in general or with specific encouragement for safeguarding building & roofing stone and fluorspar.

#### **Previous coverage by the Development Plan**

12.104 The Structure Plan included policy to safeguard known mineral resources. The generality of this policy was supported by a specific commitment to safeguard stone for building, roofing, restoration and conservation purposes, and by a determination to retain high purity limestone for high grade purposes rather than allow it to be used for aggregates or flue gas desulphurisation (in coal-fired power stations).

#### **Discarded options**

12.105 The analysis concluded that national and regional policy on safeguarding mineral resources should be acknowledged, though there could be significant difficulties in practice in safeguarding building and roofing stone particularly, which is the mineral most often mentioned. The option M2.1 of not safeguarding any minerals should therefore be discarded despite the level of support for it. That support appeared to be centred on the pointlessness of the exercise rather than a deep-rooted resistance to the idea. That attitude to safeguarding is particularly well founded in respect of aggregates however, and there is no demand at all for the safeguarding of cement-making materials: therefore the option M2.2 of safeguarding all minerals can also be discarded.

**Preferred approach MIN8 - Restoration****Summary of options presented at the Refined Options stage**

- 12.106 Two Refined Options were presented. Option M4.1 was to not prescribe specific preferences for after-use, but seek the best solution on a site-by-site basis; option M4.2 proposed to establish preference for after-uses in accordance with Biodiversity Action Plan and emerging Landscape Strategy reflecting National Park purposes.

**Preferred policy approach**

- 12.107 Our preferred approach is a hybrid of options M4.1 and M4.2. As long as site by site restoration issues are given sufficient weight and appreciation, the additional National Park objectives should be achievable at the same time. The pronounced difference in consultation responses between the minerals industry who supported the first option and most other respondents who supported the second may not be great in reality. In addition, recreation after-uses should be specifically incorporated.

**MIN8 – Restoration**

The restoration arrangements for each new proposal, or where existing sites are subject to mineral review procedures, will be decided on a case by case basis. Where practicable, restoration will be expected to contribute to the strategic objectives of the National Park (either generally or for parts of the National Park). These objectives will focus mainly, but not exclusively, on amenity after-uses rather than agriculture or forestry, and should include a combination of wildlife enhancement, landscape enhancement and recreation.

**National and regional policy context**

- 12.108 An overview of national policy on restoration is provided in MPS1<sup>310</sup>. Authorities must take account of the opportunities for enhancing the overall quality of the environment and the wider benefits that sites may offer, including nature and geological conservation and increased public accessibility, which may be achieved by sensitive design and appropriate and timely restoration. They must also consider the opportunities for developing new woodland areas and providing networks of habitats. More extensive policy on restoration and its practicalities is set out in MPG7<sup>311</sup>, which defines the scope of after-uses of surface mineral workings as including agriculture, forestry and amenity (including nature conservation).
- 12.109 Policy on restoration in the Regional Plan requires LDFs to identify any likely adverse impact on habitats and propose mitigation, which may include creation of habitats elsewhere. They must set out proposed uses to which former mineral extraction sites should be put, including opportunities for the creation of priority habitats.

**What our other evidence and analysis tells us**

- 12.110 The restoration of mineral workings is a significant opportunity to achieve National Park objectives for enhancing landscape and biodiversity and providing recreational opportunities, as well as those of landowners, mineral companies and local people. We could set out these restoration objectives, and we would expect them to vary in different areas of the National Park.
- 12.111 The National Park Management Plan observes that restored sites may provide opportunities for increased biodiversity, geodiversity and cultural interest. They may also be suitable for sports and activities that may be difficult to accommodate elsewhere. The Plan stipulates that policies

<sup>310</sup> Department for Communities and Local Government. (2006). Minerals Planning Statement 1: Planning and minerals. TSO. Para 19.

<sup>311</sup> Department of the Environment. (1996). Reclamation of mineral workings.

should be adopted for the restoration or re-use of mineral sites to maximise opportunities for biodiversity and access and recreation, as appropriate.

**Consultation response to options**

12.112 In the 2007 Issues and Options consultation, some mineral operators said that it is important for the landowner of the site to be involved since future aftercare and maintenance of the restored land is likely to be their responsibility. The option advocating restoration on a case-by-case basis gained most support, but the option seeking to establish a set of specific end-uses was also supported.

12.113 In response to the 2009 Refined Options consultation, there was extensive support (19 respondents) for option M4.2 seeking strategic biodiversity and landscape benefits as well as site-specific requirements. 5 respondents supported case-by-case restoration as in option M4.1.

**Previous coverage by the Development Plan**

12.114 The Structure Plan included a simple requirement for applicants to show that the site will be restored in an appropriate manner in order to achieve a beneficial after-use of the site and appropriate maintenance. This was expanded in Local Plan policy which addressed not only agreed end-uses but enhancement, progressive restoration where possible, aftercare conditions and planning obligations for long-term funding for the management of sites for nature conservation or other amenity uses.

**Discarded options**

12.115 Neither option is discarded because the preferred approach is a hybrid of them both.

## 13. Traffic, Travel and Accessibility

### Spatial Context and Issues covered

#### Why we need to address this spatial theme

- 13.1 The National Park Authority is not a Highway Authority. Therefore, it has no highway powers and is not responsible for the operation or maintenance of roads and public transport. Similarly, while we have a key role to play with regard to public rights of way, including footpaths and bridleways, the main responsibility lies elsewhere. Highway Authorities and rail bodies operating under legislation contained within the Highways and Traffic or Transport and Works Acts are responsible for this. Many aspects of transport do not require planning permission, nevertheless, the policy approaches set out in this section are relevant to these bodies by virtue of the Environment Act 1995, which lays a duty on them to "have regard to National Park purposes"<sup>312</sup>. Circular 125/77 advocates close working between Highway Authorities and National Park Authorities, including consultation on proposed road programmes and notification of all individual improvements<sup>313</sup>.

#### Spatial Aims assisted by policy

- 13.2 Our Spatial Aim for transport is that by 2026 transport sustainability for residents and visitors will be improved in ways that have safeguarded the valued characteristics of the National Park. Although the transport policies primarily assist our Spatial Aim for transport, they also assist our Spatial Aims for landscape and conservation, climate change, recreation and the economy.

#### How Core Policies can help deliver our Spatial Objectives

- 13.3 Transport policies will play a key role in achieving our Spatial Aims and objectives for the National Park. Specific areas will be supported as detailed below.
- 13.4 In the Dark Peak and Moorland Fringes, transport policies will particularly seek to support:
- innovative and sustainable mechanisms of alleviating the adverse impacts of traffic in villages along the A628;
  - opportunities to increase public transport, particularly if they were integrated with recreational and leisure activities so they provided sustainable access to these.
- 13.5 In the White Peak and Derwent Valley, the full range of transport policies will be applied to support:
- development that enables the retention of existing public transport routes;
  - opportunities to enhance services on the Hope Valley Railway Line, particularly if they demonstrate a lasting decrease in private cars on adjacent roads.
- 13.6 In the South West Peak, transport policies will support:
- increasing sustainable access for residents and visitors to key services, facilities and visitor places of interest.
- 13.7 Throughout the National Park, the Core Strategy will support sustainable transport opportunities which are compatible with the spatial strategy and which are designed and located to respect the character and appearance of these valued landscapes.

<sup>312</sup> Environment Act. (1995). Environment Act. HMSO. Sections 61-62.

<sup>313</sup> Department of the Environment. (1996). Circular 12/96, Environment Act 1995, Part III National Parks.



### **Relationship to General Spatial Policies**

- 13.8 All of the transport preferred approaches contribute to securing National Park purposes. More specifically, issues T2, T3, T4, T5, T6, T7, T8, T9, T10, T11 and T12 and assist in conserving and enhancing the natural beauty, wildlife and cultural heritage of the National Park, whilst issues T3, T4, T9, T5 and T6 assist in providing opportunities for understanding the enjoyment of the National Park.
- 13.9 Issues T2, T3 and T5 explain the approach taken for dealing with major transport developments within the National Park.
- 13.10 All of the transport preferred policy approaches contribute to sustainable development. More specifically, T3 explains that there is a presumption against new roads other than in exceptional circumstances, and that we have an aspiration to investigate an environmental levy and HGV weight limit within the National Park. In addition, T9 explains that car and coach parking facilities will meet the needs of residents and visitors for parking provision, whilst conserving and enhancing the built and natural environment of the National Park. T6 then explains that where a development proposal affects a right of way, every effort should be made to accommodate the route or equally good alternatives will be provided. Enhancements to the rights of way network will be sought where developments are of suitable scale and type. Furthermore, T4 explains that new developments will be located in appropriate locations, so that where possible the location reduces the need to travel, and that there are opportunities to travel that do not require a private car.

### **Delivery Issues for Transport**

- 13.11 To achieve our objectives for Transport we will work closely with Highway Authorities and Integrated Transport Authorities, the Highways Agency, developers, Regional Government Offices, public transport operators, district and borough councils and landowners to reduce the need to travel, especially by car, to encourage more sustainable travel, and ensure that all transport infrastructure takes account of the valued characteristics of the National Park.

### **Summary of issues covered**

- 13.12 This chapter considers the key strategic issues for transport in the Peak District. Issue T1 relates to an approach that directs cross-Park traffic around the National Park rather than through it, and encouraging the use of more sustainable modes of travel. Issue T2 relates to ensuring all transport infrastructure is in keeping with the National Park setting. Issue T3 covers the demand and need for new roads to cope with current and future traffic growth. Issue T4 considers the ability to increase access to services by sustainable means. Issue T5 considers managing the demand to reopen, build or improve railway lines as an alternative to car travel in and through the National Park. Issue T6 considers the availability and provision of safe walking, cycling and horse riding routes. Issue T7 then considers how to deal with the negative impacts of traffic. Issue T8 relates to ensuring that the adverse impact of motor vehicles on environmentally sensitive areas of the National Park is minimised. Issue T9 considers balancing the need for car and coach parks against their impact. Issue T10 considers managing the demand for freight transport and the provision of lorry parking. Issue T11 relates to managing the demand for air travel to minimise the impacts on the National Park's valued characteristics. Finally, issue T12 relates to utilities infrastructure being designed to take account of the valued characteristics of the National Park.

**Preferred Approach T1 – Reducing the need to travel and encouraging the use of more sustainable modes of transport**

**Summary of the options presented during the Refined Options stage**

13.13 This is a new issue, so no options were presented at the Refined Options stage.

**Preferred policy approach**

- 13.14 The principle aim of the preferred approach is that cross-Park road traffic should go round the National Park rather than through it. Transport developments that increase the amount of cross-Park road traffic will normally be opposed unless there are exceptional circumstances. This continues the policy principle of the former Structure Plan, which sought to discourage increases in road traffic within the National Park and the upgrading of cross-Park roads. Transport developments outside the National Park will also usually be opposed if they increase traffic on roads inside the National Park or have other adverse impacts on its setting and character.
- 13.15 The second component of the preferred approach is to encourage Travel Plans, as one method of encouraging behavioural change to achieve a reduction in the need to travel and to change public attitudes toward car usage and public transport, walking and cycling. New and existing developments will be encouraged to develop and enforce Travel Plans to reduce traffic movements and safeguard transport infrastructure, building on the former policy approach in the Structure Plan.
- 13.16 These approaches are complemented by an aspiration to reduce the need to travel, especially by car, in the National Park, and encourage the use of more sustainable modes of transport for those journeys that are more necessary. Policy approaches and aspirations within the emerging Core Strategy that assist in achieving this aspiration are as follows.
- Promoting and encouraging highway management that gives priority to sustainable modes of travel.
  - Enhancing the rights of way network to significantly improve opportunities for walking and cycling.
  - Providing bus priority measures.
  - Researching an environmental levy and a park-wide weight limit.
  - Working with sat-nav companies to direct traffic onto appropriate routes.
  - Providing off-street parking where appropriate, and only when accompanied by an equivalent reduction in on-street parking, so there is no net increase in parking spaces within the National Park.
  - Only creating additional highway capacity when all other measures have been fully considered.
  - Encouraging and facilitating accessibility through the settlement strategy and the location of new development.
- 13.17 We will continue to work with Highway Authorities and other partners to further develop the National Park’s public rights of way network. This is a proactive approach aimed at prioritising sustainable use of parts of the highway network over the private car, and could include the provision of bus priority measures, cycle lanes, quiet lanes, navigable waterways or additional footpaths and bridleways.

**T1a: Reducing the need to travel and encouraging the use of more sustainable modes of transport**

Transport developments, including traffic management schemes, which reduce the amount of cross-Park road traffic, will normally be supported if they can be accommodated without adverse impact on the National Park landscape. Transport developments which increase the amount of cross-Park road traffic will normally be opposed unless there are exceptional

circumstances.

Transport developments outside the National Park will usually be opposed if they increase traffic on roads inside the National Park boundary or have other adverse impacts on the National Park.

In exceptional circumstances, transport development that increases the amount of cross-Park road traffic may be accepted where it is dictated by national policy, there is a net environmental benefit within the National Park, and where the public interest may be deemed to exceed any negative impact to the National Park<sup>314</sup>.

Transport developments outside the National Park will usually be opposed if they increase traffic on roads inside the National Park boundary or have other adverse impacts on the National Park.

### **T1b: Travel Plans**

Travel Plans will be encouraged, as one method of encouraging behavioural change to achieve a reduction in the need to travel, and to change public attitudes toward car usage and public transport, walking and cycling. New and existing developments will be encouraged to develop and enforce Travel Plans to reduce traffic movements and safeguard transport infrastructure.

Developments will take account of the following criteria:

- for housing developments, developers will be required to provide the National Park Authority with competent and comprehensive Travel Plans;
- for business developments, developers will be required to provide the National Park Authority with a competent and comprehensive Travel Plan as part of the planning process to encourage employees to travel to work by a sustainable means.

## **National and regional policy context**

- 13.18 The preferred approach conforms to national and regional policy.
- 13.19 Circular 4/76 established government policy that investment in trunk roads should be directed to developing routes for long distance traffic which avoid National Parks<sup>315</sup>. Circular 125/77 states that the Government endorses the definition of "a hierarchy of roads based on their functions"<sup>316</sup>. Circular 12/96 states that National Park Authorities, in partnership with Highway and Traffic Authorities, should work to "develop appropriate schemes for traffic and transport management"<sup>317</sup>.
- 13.20 The Government White Paper 'A New Deal for Transport' suggested that road user charging in rural areas would most likely be used in areas with significant impacts as the result of seasonal traffic, for example, in tourist areas such as the National Parks<sup>318</sup>. The subsequent White Paper 'The Future of Transport' reiterated this point when looking at the potential to introduce road user charging mechanisms<sup>319</sup>.

<sup>314</sup> Office of the Deputy Prime Minister. (2004). Policy Planning Statement 7: Sustainable development in rural areas. HMSO. Para 22.

<sup>315</sup> Department of Environment. (1976), Circular 4/76: Report of the National Park Policies Review Committee. Para 58.

<sup>316</sup> Department of Environment. (1977), Circular 125/77: Roads and Traffic – National Parks. Para 6.

<sup>317</sup> Department of the Environment. (1996). Circular 12/96. Para 54.

<sup>318</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 103.

<sup>319</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 5.

- 13.21 'A New Deal for Transport' advocates the introduction of green transport plans by local authorities, business, community organisations, schools and hospitals<sup>320</sup>. This concept is further developed within Planning Policy Guidance (PPG) 13, which states the Government's aim to "promote the widespread use of travel plans amongst businesses, schools, hospitals and other organisations"<sup>321</sup>. The Guidance goes on to state that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, but emphasises that unacceptable development should never be permitted because of the existence of a travel plan.<sup>322</sup> The concept of travel planning as a means of encouraging a change in travel behaviour is further encouraged within The Future of Transport 2004, as part of a range of Smarter Choices.<sup>323</sup>
- 13.22 Circular 02/07 advocates measures other than road building to mitigate new developments by reducing the impact of road users on each other and the environment<sup>324</sup>. The Guidance suggests that this be best achieved by the Highways Agency's involvement within the Local Development Framework (LDF) process in order to guide the scale and location of proposals in relation to the strategic road network. The Circular was accompanied by a sister document, Guide to Assessment<sup>325</sup>, to aid Transport Appraisal of new developments.
- 13.23 The East Midlands Regional Transport Strategy<sup>326</sup> is focused on encouraging sustainable transport patterns. The Strategy's objectives include reducing congestion and traffic growth, and improving accessibility in rural areas.<sup>327</sup> Objectives for the Peak sub-region include developing opportunities for modal shift away from road based transport<sup>328</sup>.
- 13.24 The Regional Plan (2009) details methods of achieving behavioural change including developing and enforcing Travel Plans for both new and existing developments to reduce traffic movements and safeguard transport infrastructure<sup>329</sup>.

### **Consultation response to options**

- 13.25 No options were presented for consultation at the Refined Options stage, so no formal stakeholder comment was elicited.

### **Previous coverage by the Development Plan**

- 13.26 The former policies contained in the Structure Plan related to cross-Park traffic and traffic management. The preferred approach continues elements of both policies.<sup>330</sup> Saved Local Plan policies relate to both cross-Park traffic and traffic restraint measures. The preferred approach continues elements of both policies.

### **Discarded Options**

- 13.27 As no options were presented for consultation at the Refined Options stage, there are no options to discard.

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<sup>320</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 14.

<sup>321</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Para 87.

<sup>322</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Paras 87 and 89.

<sup>323</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 39.

<sup>324</sup> Department for Transport. (2007). Circular 02/07: Planning and the Strategic Road Network. TSO. Paras

<sup>325</sup> Department for Transport. (2007). Guide to Assessment. TSO.

<sup>326</sup> Contained within the East Midlands Regional Plan (2009).

<sup>327</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 43.

<sup>328</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 44.

<sup>329</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 46.

<sup>330</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T12.

## Preferred Approach T2 – Design of transport infrastructure

### Summary of the options presented during the Refined Options stage

13.28 At the Refined Options stage, this issue was numbered T1, and six options were offered. Option T1.1 proposed that Highway Authorities were in the best position to design roads and transport infrastructure, provided that all appropriate guidance and legislation is adhered to. T1.2 proposed that the design of transport infrastructure should conserve and enhance the valued characteristics of the National Park, and be consistent across Highway Authority boundaries. T1.3 supported the provision of measures to maintain routes for wildlife when they become affected by new transport infrastructure. Option T1.4 proposed to accept speed limits adopted by Highway Authorities, whilst T1.5 proposed an overall acceptance of speed limits as adopted by relevant Highway Authorities and the Highways Agency, whilst seeking to influence speed limits within specific locations or when problems are identified. Option T1.6 proposed to take a proactive role in influencing the current review of rural speed limits being undertaken by Highway Authorities.

### Preferred policy approach

13.29 The preferred approach is based on options T1.2 and T1.3. It builds on current policy, seeking to ensure that all transport infrastructure is carefully designed to take account of the National Park's valued characteristics. In addition, where such infrastructure results in wildlife severance, appropriate mitigation will be provided, including wild bridges or cut-and-cover tunnels. The preferred approach also encourages the removal of unnecessary highway-related clutter.

13.30 The preferred approach is complemented by an aspiration to achieve options T1.5 and T1.6 through work with partners. We will retain an aspiration to influence Highway Authorities on a change in speed limit, usually a reduction, within specific areas or where problems arise. Furthermore, we will seek to ensure consistency of speed limits across the National Park.

### **T2: Design of transport infrastructure**

Transport infrastructure, including roads, signs and public transport infrastructure, will be carefully designed to take full account of the valued characteristics of the National Park, with particular attention to using the minimum infrastructure necessary. Mitigation measures will be provided where transport infrastructure severs wildlife routes.

Transport infrastructure will need to take account of the following criteria:

- The highest standards of environmental design and materials should be used, to conserve and enhance the valued characteristics of the area.
- Ensure that there is a consistent approach to the design of transport infrastructure across Highway Authority/Agency boundaries within the National Park.
- Ensure that new transport infrastructure within settlements is designed to respect the valued characteristics of that settlement, particularly within conservation areas.
- Ensure that where new transport infrastructure is introduced, the removal of redundant or unnecessary clutter is undertaken in parallel.
- Ensure that where new transport infrastructure results in wildlife severance, this is remedied by the use of appropriate and sympathetic measures including 'wild bridges' or cut-and-cover tunnels.
- Ensure that any new infrastructure takes account of all users of the highways and is managed accordingly.

**National and regional policy context**

- 13.31 The preferred approach fits well with national policy, and is in line with the regional policy.
- 13.32 The Government White Paper 'A New Deal For Transport' presumes against 'new or expanded transport infrastructure which would significantly affect'<sup>331</sup> National Parks. The subsequent White Paper 'The Future of Transport' reiterates this point, whilst emphasising the need for minimising the environmental impacts of new and existing transport infrastructure<sup>332</sup>.
- 13.33 Planning Policy Guidance (PPG) 13 states that "care must be taken to avoid or minimise the environmental impact of new transport infrastructure projects, or improvements to existing infrastructure"<sup>333</sup>. Planning Policy Statement (PPS) 7 presumes against major development in National Parks; where such development is permitted, it specifies the need for high environmental standards.<sup>334</sup>
- 13.34 Department for Transport Circular 01/06 tasks Highway Authorities with reviewing speed limits on all A and B roads, and implementing any necessary changes in speed limit by 2011<sup>335</sup>.
- 13.35 The Department for Transport is currently undertaking reviews of road signage and road safety. The outcome of these reviews is not yet known but we may be able to take account of these before we finalise our core strategy.
- 13.36 The East Midlands Regional Transport Strategy is guided by The Future of Transport White Paper referring to the need to 'balance the increasing demand for travel against protecting the environment effectively'<sup>336</sup>.
- 13.37 The Regional Plan states that any development of transport infrastructure should be consistent with objectives related to sustainable development, rural accessibility, regional regeneration priorities, improvements to inter-regional/national linkages, improvements in safety, reductions in congestion and traffic growth, improvements in air quality, and reducing carbon emissions<sup>337</sup>. The Plan specifies that any transport infrastructure development within the Peak Sub-region should be consistent with objectives related to opportunities for modal shift, rural isolation, and improvement of transport linkages between the East Midlands and the North West. The latter objective is caveated with the requirement to "have due regard to the statutory purposes of the Peak District National Park".<sup>338</sup>

**What our other evidence and analysis tells us**

- 13.38 Following concern expressed about transport infrastructure during early 2006, we entered into a series of agreements with constituent Highway Authorities to mitigate the impact of such schemes. This led to the Authority being able to influence schemes, particularly relating to road signs, and our involvement in the review of the Derbyshire County Council Environmental Code of Practice for Road Signs.
- 13.39 However, we believe that the impact of transport infrastructure on the environment is still seen as a major concern by many residents and visitors. Therefore it is appropriate to pursue the preferred policy approach.

<sup>331</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 121.

<sup>332</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 16.

<sup>333</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Annex C.

<sup>334</sup> ODPM. (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO. Para 49

<sup>335</sup> Department for Transport. (2006). Circular 01/06: New Guidance on Setting Local Speed Limits.

<sup>336</sup> Government Office for the East Midlands (2009), East Midlands Regional Plan, TSO, Para 3.4.1.

<sup>337</sup> Government Office for the East Midlands (2009), East Midlands Regional Plan, TSO, Page 99.

<sup>338</sup> Government Office for the East Midlands (2009), East Midlands Regional Plan, TSO, Page 100.

**Consultation response to options**

- 13.40 2007 Issues and Options contained two options, one to retain the current approach, the other seeking conformity of signage within the National Park, with different levels of signage for National Parks. Both options received the same levels of consultee support.
- 13.41 A total of 25 respondents to the 2009 Refined Options expressed an opinion about this policy approach, with 3 general comments about T1 as a whole. Option T1.1 received 6 objections and 4 objections. 19 responses supported T1.2, with 1 being conditional on the inclusion of reduced speed limits and T1.3. One response suggested that there must be a balance between environmental design and safety.
- 13.42 T1.3 received 18 expressions of support, with 1 being conditional based upon individual measures being properly assessed. There was one objection to this option indicating that it was a waste of tax-payers money. Additional comments included reference to the compatibility between T1.2 and T1.3. T1.4 received 5 objections and one expression of support.
- 13.43 3 responses supported T1.5, one saying that the views of local people must be taken into account; there were 2 objections. One response suggested a hybrid approach of both T1.5 and T1.6. T1.6 received 17 expressions of support. There was a strong suggestion from additional comments that local communities should have an input into this approach.

**Previous coverage by the Development Plan**

- 13.44 The preferred approach continues that of former and current local policy in the Structure Plan and Local Plan, which state that the highest standards of environmental design should be used in transport infrastructure<sup>339</sup> in order to take full account of, and conserve and enhance the valued characteristics of the National Park.<sup>340</sup>

**Discarded Options**

- 13.45 T1.1 was discarded because this approach could lead to detrimental impacts on the landscape of the National Park, and is therefore contrary to National Park purposes. T1.4 was discarded because this approach makes no allowance for the National Park Authority to seek revised speed limits in relation to particular problems in specific locations, such as the current Traffic Management schemes at the Goyt and Upper Derwent Valleys, Stanage and the Roaches.

<sup>339</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policy LT18.

<sup>340</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Transport Policy 9.

## Preferred Approach T3 – Managing the demand for new roads

### Summary of the options presented during the Refined Options stage

13.46 At the Refined Options stage, this issue was numbered T2, and six options were offered. Option T2.1 proposed that new road schemes should be permitted as and when deemed necessary by the Highways Agency and relevant Highway Authorities, provided that appropriate national and regional policy and guidance were followed. Option T2.2 advocated the current approach of safeguarding land for new road schemes where appropriate, within the limits of Department of the Environment Circulars 4/76 and 125/77. Option T2.3 was to resist all proposed new road schemes within the National Park, except in exceptional circumstances. Option T2.4 proposed the removal of 'in principle support' for any already proposed or new road scheme within the National Park, whilst T2.5 proposed to remove 'in principle support' for a Tintwistle relief road, but not for other already proposed road schemes, and T2.6 proposed to retain 'in principle support' for any already proposed schemes. T2.7 proposed that an environmental levy should be researched, and that a Park-wide 7.5 tonne weight limit (except for access) should be investigated (linking to options T3.3 and T3.5).

### Preferred policy approach

13.47 The preferred approach is based on options T2.3 and T2.4. Option T2.3 is the preferred policy approach, whilst T2.4 is supportive of this approach. This approach strengthens current policy, in respect of resisting the building of new cross-Park roads, but removes the safeguarding of land for Tintwistle and Bakewell Relief roads, and for selected and limited improvements to the A628/A616 between Tintwistle and Stocksbridge. The preferred approach removes the safeguarding of these schemes, and resists all new road schemes other than in exceptional circumstances. The removal of the safeguarding of land for a Tintwistle relief road is in keeping with our decision to object to the A57/A628 Mottram-Tintwistle Bypass and Route Restraint Measures as proposed in March 2007<sup>341</sup>.

13.48 The preferred policy approach is complemented by an aspiration to pursue option T2.7, to reduce the negative impacts of through traffic, promote modal shift (including for freight), and provide additional resources for the furtherance of National Park purposes.

### **T3: Managing the demand for new roads**

Ensure that no new road schemes or developments are permitted, unless they provide access to new business or residential development, or in exceptional circumstances.

Any new road development will need to take account of the following criteria:

- Exceptional circumstances may justify a new road scheme where it is dictated by national policy, where the public interest may be deemed to exceed the negative impact to the National Park<sup>342</sup>.
- New roads that provide access to new business or residential development will be subject to due consideration within the planning process, and the development will be subject to a Transport Assessment. The relevant Highway Authority will be consulted with regard to the impact of these roads on the wider road network, and the appropriateness of the design of new roads and junctions.
- Environmental criteria will be used in the planning of the road system, design of alterations and the management of traffic.
- The safeguarding of land for all new or proposed road schemes contained within the current policies will be removed.

<sup>341</sup> Peak District National Park Authority. (2007). Minutes of the National Park Authority Meeting – 30 March 2007, Minute Reference 37/07.

<sup>342</sup> Office of the Deputy Prime Minister. (2004). Policy Planning Statement 7: Sustainable Development in Rural Areas. HMSO. Para 22.



**National and regional policy context**

- 13.49 The preferred approach is consistent with national and regional policy.
- 13.50 Circular 4/76 makes a presumption against the building of major new roads in National Parks<sup>343</sup>, reinforced by Circular 12/96<sup>344</sup>. Circular 125/77 states that alternatives to road building should be sought to address problems of increased through traffic or road safety<sup>345</sup>. The Government White Paper 'A New Deal For Transport' emphasised a need to look for solutions to congestion, other than road building<sup>346</sup>, whilst the subsequent White Paper 'The Future of Transport' reiterates this point<sup>347</sup>. Circular 02/07 states a preference for solutions to network constraint other than road building<sup>348</sup>.
- 13.51 Planning Policy Statement (PPS) 7 includes a presumption against major development in National Parks<sup>349</sup>.
- 13.52 The East Midlands Regional Transport Strategy is guided by The Future of Transport White Paper referring to the need to "balance the increasing demand for travel against protecting the environment effectively"<sup>350</sup>. The Core Strategy stipulates that additional highway capacity will only be provided after alternative measures have been considered<sup>351</sup>.
- 13.53 Policy 44 of the Regional Plan specifies that any transport infrastructure development within the Peak Sub-region should be consistent with objectives related to opportunities for modal shift, rural isolation, and improvement of transport linkages between the East Midlands and the North West. The latter objective is caveated with the requirement to "have due regard to the statutory purposes of the Peak District National Park"<sup>352</sup>.

**What our other evidence and analysis tells us**

- 13.54 Our objection to the proposed A57/A628 Mottram-Tintwistle bypass was based on the detrimental impacts of the scheme, including traffic growth and impacts on both the landscape and ecology of the National Park. These impacts were based upon analysis of the evidence presented by the Highways Agency in support of the scheme<sup>353</sup>. The Secretary of State for Transport announced the decision to withdraw the orders for the A57/A628 Mottram to Tintwistle bypass scheme on 24 March 2009.
- 13.55 We undertook a Traffic Flow survey in Bakewell during July 2007. This was intended to establish the proportion of through and stopping traffic, and the proportion that might be diverted in the event of a Bakewell relief road being constructed along the safeguarded route. The survey suggested that 54% of all traffic entering Bakewell was through traffic, but of this, only 16% travelled between the A619 and the A6 south of Bakewell, and would therefore be diverted from the town centre via the safeguarded route.
- 13.56 Whilst the route for a potential Bakewell relief road is safeguarded within the Local Plan, the route has become encroached upon by the development of the Agricultural Business Centre. Construction of a relief road along the safeguarded route would detrimentally impact upon pedestrian links between the Agricultural Business Centre and the town centre. It would also

<sup>343</sup> Department of Environment. (1976). Circular 4/76: Report of the National Park Policies Review Committee. Para 58.

<sup>344</sup> Department of the Environment. (1996). Circular 12/96. Paras 54 & 59.

<sup>345</sup> Department of Environment. (1977). Circular 125/77: Roads and Traffic – National Parks. Para 10.

<sup>346</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 5.

<sup>347</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 5.

<sup>348</sup> Department for Transport. (2007). Circular 02/07: Planning and the Strategic Road Network. HMSO. Para 8.

<sup>349</sup> Office of the Deputy Prime Minister. (2004). Policy Planning Statement 7: Sustainable Development in Rural Areas. HMSO. Para 22.

<sup>350</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Para 3.4.1.

<sup>351</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Para 3.4.6.

<sup>352</sup> Government Office for the East Midlands (2009), East Midlands Regional Plan, TSO, Page 100.

<sup>353</sup> Peak District National Park Authority (2007), National Park Authority Meeting – 30 March 2007, Agenda Item 8.1 Response to the A628 Mottram - Tintwistle Bypass 2007.

have negative impacts upon the landscape and setting of the river and bordering meadows. A Bakewell relief road is not contained within the current Derbyshire Local Transport Plan (2006 – 2011). Informal discussions have suggested that such a scheme is unlikely to merit funding within the next Local Transport Plan period (2011 onwards).

### **Consultation response to options**

- 13.57 2007 Issues and Options contained the issue 'Reconciling transport demands with NP objectives by restraining the volume of traffic'. There were two options for this, the first included an acceptance of current levels of traffic growth, and the safeguarding of land for new road schemes. The second was more pro-active, and proposed fiscal demand management and lower speed limits as a means of restraining traffic growth. Of the 9 responses related to this issue, 2 supported the former option and 7 the latter.
- 13.58 A total of 39 respondents to the 2009 Refined Options expressed an opinion about this issue or the supporting text. Three responses opposed the idea of building roads in National Parks. One response expressed the opinion that there was no alternative to the A57/A628 Mottram/Hollingworth/Tintwistle bypass.
- 13.59 T2.1 received 6 objections and 2 expressions of support. Of those who objected, 3 consultees said that it was contrary to National Park purposes. T2.2 was supported by 9 responses, one conditional on the provision of a Tintwistle relief road; there were four objections. T2.3 received 26 expressions of support and 1 objection. Some consultees wished to see the removal of the phrase 'except in exceptional circumstances'.
- 13.60 16 responses supported T2.4, and there were 3 objections. T2.5 received 6 objections and 2 expressions of support. T2.6 received 3 expressions of support and 3 objections. T2.7 received significant support (25 responses) and 9 objections.

### **Previous coverage by the Development Plan**

- 13.61 Former and current local policy states that no new roads for cross-Park traffic will be constructed<sup>354</sup>, unless there is a net environmental benefit to the National Park<sup>355</sup>. However, both Plans safeguard land for the construction of a number of new road schemes including relief roads for Tintwistle and Bakewell<sup>356 357</sup>. In addition the Structure Plan makes provision for the safeguarding and permission of new roads to aid implementation of village or area management plans or for safety purposes<sup>358</sup>.

### **Discarded Options**

- 13.62 Option T2.1 and T2.5 were discarded because these approaches could lead to detrimental impacts on the landscape of the National Park, and are therefore contrary to National Park purposes; they are also contrary to national and regional policy on road building.
- 13.63 T2.2 and T2.6 were discarded because they are contrary to PPS7 with regard to major development in National Parks, and contrary to the National Park Authority resolution to remove our 'in principle support' for the A628 Tintwistle relief road.

<sup>354</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan, Transport Policy 3.

<sup>355</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan, Policy LT3.

<sup>356</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Transport Policy 5.

<sup>357</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policy LT4.

<sup>358</sup> Peak Park Joint Planning Board (1994), Peak National Park Structure Plan, Transport Policy 5.

**Preferred Approach T4 – Providing sustainable access to essential services, and park and ride to visitor areas**

**Summary of the options presented during the Refined Options stage**

13.64 At the refined options stage, this issue was numbered T7, and five refined options were offered. Option T7.1 proposed to pursue transport policies aimed at protecting the National Park, regardless of the accessibility agenda. T7.2 was to pursue transport policies that balance the need to protect the National Park with promoting access to services by means other than the private car. T7.3 proposed to pursue transport policies aimed at promoting access to services, regardless of their potential impact upon the National Park. T7.4 would take a more proactive approach in seeking to encourage any development for housing, retail, industry and recreation to be located in settlements with good provision of public transport or a good level of existing services. T7.5 proposed to encourage and support park and ride schemes to the main visitor areas in cooperation with the relevant Transport Authorities and companies. Park and ride car parks would only be permitted if they could be accommodated without harm to the valued characteristics of the area.

**Preferred policy approach**

13.65 The preferred approach is based on options T7.2, T7.4 and T7.5. This goes beyond the current and former policy approach, as access to services was not fully recognised by the Structure Plan or Local Plan. Any new development for housing, retail, employment, tourism or recreation should balance the need to protect the National Park whilst promoting access to services by means other than the private car. The aim is for developments to be located in settlements with good public transport provision or a good level of existing services.

13.66 Park and ride schemes will be encouraged to serve the main visitor areas, in cooperation with Transport Authorities and companies. Park and ride will only be permitted if it can be accommodated without harm to the valued characteristics of the area and provide a net environmental benefit to the National Park.

**T4: Providing sustainable access to essential services, and park and ride to visitor areas**

New development for housing, retail, employment, tourism or recreation must balance the need to promote access to services by means other than the private car whilst protecting the National Park. Development should be located in settlements with good public transport provision or a good level of existing services, and where it can be accommodated without harm to the valued characteristics of the area.

Park and ride schemes will be encouraged to the main visitor areas, if they can be accommodated without harm to the valued characteristics of the area and provide a net environmental benefit to the National Park.

Developments will take account of the following criteria:

- New facilities will be situated in locations that are accessible by sustainable modes of transport, such as public transport, walking and cycling.
- Ensure that the design and number of parking facilities associated with park and ride sites respects the valued characteristics of the area, particularly in conservation areas.
- Ensure that park and ride schemes provide a net environmental benefit to the National Park.
- Park and ride facilities are preferred at suitable sites at the edge of, or even beyond, the National Park boundary.

**National and regional policy context**

- 13.67 In promoting accessibility, especially by means other than the private car, the preferred option aligns with national policy. It also accords with regional policy.
- 13.68 The Transport Act 2000, as amended by the Local Transport Act 2008, requires that each Local Transport Authority in England produces a Local Transport Plan<sup>359</sup>. These documents contain an accessibility strategy, specifying how services can be made more accessible without private transport.
- 13.69 Planning Policy Guidance (PPG) 13 focuses on integrating planning and transport<sup>360</sup>, including through the alignment of Development Plans and Local Transport Plans. It states that, in rural areas, most development for housing, jobs, shopping, leisure and services should be located in local service centres which are designated in the development plan to act as focal points for housing, transport and other services. Planning Policy Statement (PPS) 1<sup>361</sup>, PPG4<sup>362</sup>, and PPS7<sup>363</sup> also advocate the pursuit of accessibility improvements.
- 13.70 The East Midlands Regional Transport Strategy (RTS, part of the East Midlands Regional Plan) sets out regional transport objectives. It stipulates that transport infrastructure and services should "promote accessibility and overcome peripherality in the Region's rural areas"<sup>364</sup>. Policy 44 supplements this with transport objectives for the Peak sub-area, stating that problems of rural isolation for those without access to a private car should be overcome "particularly in the National Park itself"<sup>365</sup>. Further reinforcement is provided by policies 45, 46, 49, 51 and 52, which seek to reduce growth in traffic volumes, encourage more sustainable travel behaviours, and develop a more functional and integrated public transport system with greater service frequencies.

**What our other evidence and analysis tells us**

- 13.71 According to the 2001 census, the population of the National Park had an average age of 43 years (compared with 38.6 years for England as a whole)<sup>366</sup>, and approximately 26% of the population was aged 60 years or above. Population projections suggest that by 2026 the National Park population aged 60 years or over will increase to at least 45%<sup>367</sup>.
- 13.72 A 2007 study into rural public transport in the greater Peak District<sup>368</sup> found that "there is a strong rural public transport network in the South Pennines, however it is under some threat from increases in operating costs and reductions in real term public funding support".
- 13.73 An accessibility mapping exercise undertaken by Derbyshire County Council showed that public transport access to many services within the National Park (community halls, general practitioners, pharmacies, secondary schools, and hospitals) is limited to the Hope and Derwent Valleys, and to the outer fringes of the area. Some other services (supermarkets, primary schools, post offices, and public houses) are additionally accessible to the limestone plateau south of Buxton.

<sup>359</sup> Great Britain. Local Transport Act 2008. TSO. Para 108.

<sup>360</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 4.

<sup>361</sup> ODPM. (2005). Planning Policy Statement 1: Delivering sustainable development. Para 13(ii).

<sup>362</sup> ODPM. (1992). Planning Policy Guidance 4: Industrial, commercial development and small firms. HMSO. Para 10.

<sup>363</sup> ODPM. (2004). Planning Policy Statement 7: Sustainable development in rural areas. Para 1(iii).

<sup>364</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 43.

<sup>365</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 44.

<sup>366</sup> Peak District National Park Authority. (2005). Living and Working in the Peak District National Park: 2001 Census of Population Results. Page 8.

<sup>367</sup> Cathie Marsh Centre for Census and Survey Research. (2006). Population, Household and Labour Force Projections 2001 – 2026. University of Manchester.

<sup>368</sup> The TAS Partnership. (2007). Rural Public Transport Strategy. South Pennines Integrated Transport Strategy.

- 13.74 An analysis of bus service coverage for Local Plan Settlements<sup>369</sup> showed that the following locations are particularly poorly connected by bus: Alstonefield, Butterton, Chelmorton, Curbar, Edale, Flagg, Flash, Froggatt, Grindon, Monyash, Over Haddon, Parwich, Peak Forest, Sheen, Stoney Middleton, Waterhouses, and Wetton.

#### **Consultation response to options**

- 13.75 There were a total of 58 responses to this issue at the Refined Options stage. Two respondents did not support option T7.1, but no other comments were made on this option. A total of 17 respondents supported T7.2, one suggesting that this option should be combined with T7.5. 3 responses objected to option T7. 17 respondents supported option T7.4 and one objected. Option T7.5 was supported by 15 respondents. Therefore, there was overall support for options T2, T4 and T5.

#### **Previous coverage by the Development Plan**

- 13.76 Neither the former Structure Plan nor the current Local Plan contain any policies regarding access to services. The Local Plan states that park and ride sites will be encouraged as long as they can be accommodated without harm to the valued characteristics of the area, and provides car park space thresholds<sup>370</sup>.

#### **Discarded Options**

- 13.77 Options T7.1 and T7.3 were discarded. T7.1 is not consistent with national policy, as it does not take access to services into account. T7.3 could conflict with National Park purposes.

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<sup>369</sup> Peak District National Park Authority. (2001). Local Plan. Local Plan Settlement Matrix, p197.

<sup>370</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT12.

**Preferred Approach T5: Managing the demand for rail, and using former railway routes for non-motorised users**

**Summary of the options presented during the Refined Options stage**

13.78 At the refined options stage, this issue was numbered T6. Five refined options were offered. Option T6.1 proposed that all new rail schemes should be permitted provided that they adhere to relevant national and regional policy and guidance. T6.2 proposed that the routes of former railway lines should be safeguarded for their future reinstatement. T6.3 proposed that all new rail schemes be resisted, except in exceptional circumstances. T6.4 proposed that land required for enhancement of the Hope Valley Line be safeguarded. T6.5 proposed to remove the safeguarding of land for future rail reinstatements and enhancement of the Hope Valley Line.

**Preferred policy approach**

13.79 The preferred approach is based on options T6.2 and T6.4. It builds on the current policy approach, safeguarding former railway routes for the possible reinstatement of heavy rail, light rail or guided bus; and safeguarding land near the Hope Valley Line for possible enhancements. As with the current approach, the safeguarding of land does not imply in principle support for any rail scheme. Any proposal will be assessed on its own merits, and will demonstrate the ability to provide a net positive effect on the National Park’s environment.

13.80 The preferred option is supplemented with the stipulation that walking, cycling and horse riding will be considered appropriate uses for former railway routes, which is explained in issue T6 (previously T8 at the Refined Options stage).

<p><b>T5: Managing the demand for rail, and using former railway routes for non-motorised users</b></p> <p>The routes of the former Woodhead and Matlock to Buxton railways will be safeguarded for future rail use (including heavy rail, light rail and guided bus), providing that such a use yields a net environmental benefit to the National Park. However, the Authority does not support any heavy rail, light rail or guided bus development scheme in principle. The safeguarding of a route for such use should not be interpreted in this way. Any future scheme would be assessed on its merits.</p> <p>Land required for enhancement of the Hope Valley Line will be safeguarded.</p> <p>Heavy rail, light rail or guided bus developments will take account of the following criteria:</p> <ul style="list-style-type: none"> <li>• Any heavy rail, light rail or guided bus development that impinges on existing footpaths, bridleways or major trails must comply with policy approaches in T6, ensuring equally good alternatives and maintaining their continuity.</li> <li>• Any detrimental effects that a heavy rail, light rail or guided bus scheme may have on the National Park would have to be outweighed by significant benefits, including a demonstrable lasting removal of road traffic from parallel routes and the mitigation of any habitat loss, for the scheme to be acceptable.</li> </ul>
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**National and regional policy context**

13.81 The preferred approach accords with the two major national policy themes, and with regional policy.

13.82 Planning Policy Statement (PPS) 7 states that major developments should not take place in National Parks, except in exceptional circumstances. Because of the serious impact that major developments may have on these areas of natural beauty, and taking account of the recreational opportunities that they provide, applications for all such developments should be subject to the

most rigorous examination<sup>371</sup>. This policy echoes Circular 12/96<sup>372</sup>, which specifies that the policy on major developments in National Parks<sup>373</sup> applies to transport developments.

- 13.83 Rural transport is addressed by other national policy documents, including Planning Policy Guidance (PPG13), Our Countryside: The Future – the Rural White Paper, and Securing the Future (2005). These have a particular focus on promoting accessibility, particularly by public transport. The Future of Transport White Paper suggests that heavy rail is not always the most cost-effective solution to transport issues, and advocates its consideration alongside other options such as bus and light rail to obtain “the best service for the lowest cost”<sup>374</sup>.
- 13.84 East Midlands Regional Plan policy states that in and around the Peak sub-area, “policies... should help to secure the conservation and enhancement of the Peak District National Park, respecting the statutory purposes of its designation... wherever practicable, routes for long distance traffic should be developed to avoid the National Park. However, access to the National Park and across it by public transport and other non-car modes should be improved”. The preferred approach is supportive of this policy when applied in accordance with the Environment Act 1995.
- 13.85 Policy 51 of the East Midlands Regional Transport Strategy offers regional priorities for the introduction of bus (including guided bus) and light rail services. Policy 44<sup>375</sup> specifies transport priorities for the Peak sub-area, including modal shift away from road based transport, increased accessibility, and improved transport linkages to the North West Region and the rest of the East Midlands, particularly by public transport. This last element is clarified by a need to have regard to National Park purposes. Again, these policies are concordant with the preferred option when applied in accordance with the Environment Act 1995.

#### **What our other evidence and analysis tells us**

- 13.86 A 2004 partnership-led feasibility study<sup>376</sup> into the re-opening of the Matlock to Buxton<sup>377</sup> line found that medium-term benefits were unlikely to be sufficient to outweigh its capital costs. However, the economic forecast improved from the year 2025 onwards.
- 13.87 The Yorkshire and Humber Route Utilisation Strategy examines rail development issues in the region, suggesting a medium term (2014-19)<sup>378</sup> requirement for passing loops on the Hope Valley Line. In the longer term (beyond 2019)<sup>379</sup>, capacity constraints may be relieved through four-tracking of this line or reopening of the Matlock to Buxton route. Re-opening the Woodhead railway is also cited as a long-term option, with benefits of reduced cross-Pennine road congestion, rather than the solving of rail network issues.

#### **Consultation response to options**

- 13.88 At 2007 Issues and Options, similar levels of support were shown for continuing current public transport policies, and for supplementing these with more radical changes. Both options are broadly compatible with the preferred approach.
- 13.89 At 2009 Refined Options, the majority of consultees (19 out of 23) supported options T6.2 and/or T6.4 (the basis of the preferred approach). T6.4 was the only option to receive an objection (one out of 23 respondents). Further comment commonly asked that any scheme should be

<sup>371</sup> ODPM. (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO. Para 22.

<sup>372</sup> DoE. (1996). Circular 12/96: Environment Act 1995, Part III, National Parks. Para 54.

<sup>373</sup> DoE. (1996). Circular 12/96: Environment Act 1995, Part III, National Parks. Para 49.

<sup>374</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 61.

<sup>375</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 44.

<sup>376</sup> Partners included the Peak District National Park Authority, Strategic Rail Authority, Derbyshire County Council, Countryside Agency, Government Office for the East Midlands, East Midlands Development Agency, Peak Park Transport Forum, amongst others.

<sup>377</sup> Scott Wilson. (2004). Derby to Manchester Railway: Matlock to Buxton / Chinley Link Study. Derbyshire County Council.

<sup>378</sup> Network Rail. (2009). Yorkshire and Humber Route Utilisation Strategy. Network Rail. Page 124.

<sup>379</sup> Network Rail. (2009). Yorkshire and Humber Route Utilisation Strategy. Network Rail. Page 126.

accepted or rejected on its own merits, with safeguarding not meaning that the Authority supports any scheme in principle.

- 13.90 Consultees were generally (9 out of 23) opposed to those options which might see safeguards removed (Options T6.3 and/or T6.5), or which would not require a scheme's environmental implications to be rigorously assessed (Option T6.1; 4 out of 23). Support for these options was lacking; one consultee supported T6.3 and T6.5, while another supported T6.5 alone; no respondents supported T6.1.

### **Previous coverage by the Development Plan**

- 13.91 Former and current local policies are similar to the preferred approach, seeking to improve public transport facilities without net negative environmental effects.<sup>380 381</sup> Both Plans state that land will be safeguarded for the possible reinstatement of the Matlock to Buxton and Woodhead railways<sup>382 383</sup>. The Local Plan also safeguards land for an additional loop to enhance track capacity on the Hope Valley line<sup>384</sup>.

### **Discarded Options**

- 13.92 T6.1 was discarded as it is likely to conflict with National Park purposes. T6.3 and T6.5 were discarded as they have the potential to contradict the strong policy theme on improving public transport accessibility.

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<sup>380</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT3.

<sup>381</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T6.

<sup>382</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T6

<sup>383</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT3.

<sup>384</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT3.



**Preferred Approach T6: Routes for walking, cycling, and horse riding, and waterways**

**Summary of the options presented during the Refined Options stage**

13.93 At the refined options stage, this issue was numbered T8. Four options were offered. Option T8.1 proposed encouraging the provision of new or improved routes for walking, cycling and equestrians. T8.2 proposed that developers should be encouraged to provide infrastructure for walkers, cyclists and equestrian users, including through legal agreements. T8.3 proposed that Public Rights of Way affected by development should be retained. Option T8.4 proposed that highway management gave priority to sustainable modes of travel.

**Preferred policy approach**

13.94 The preferred approach is based on options T8.2 and T8.3, and from the development of Issue T5 (previously T6 at the Refined Options stage). Enhancements to the Rights of Way network will be sought as part of developments. Where a development proposal affects a Right of Way, every effort should be made to accommodate the route; where this is not possible, an equally good alternative must be provided.

13.95 Where possible, all former rail routes will be used for walking, cycling and equestrian use. The Manifold, Tissington, and High Peak Trails will be protected from developments that conflict with their use as multi-user trails. The continuity of the Trans-Pennine Trail and the Monsal Trail will be retained, irrespective of any future rail use, by realignment if required. Alternative routes for the Trans-Pennine Trail and the Monsal Trail will be safeguarded, if appropriate alignments can be identified when we are developing detailed Development Management policies.

13.96 The preferred approach aims to achieve T8.1 and T8.4 through work with partners to increase recreational use of such routes. We will continue to work with Highway Authorities and other partners to further develop the National Park’s public Rights of Way network, and to promote and encourage highway management that gives priority to sustainable modes of travel. This is a proactive approach aimed at prioritising sustainable use of parts of the highway network over the private car, and could include the provision of bus priority measures, cycle lanes, quiet lanes, navigable waterways or additional footpaths and bridleways.

<b>T6: Routes for walking, cycling, and horse riding, and waterways</b>
<p>Enhancements to the Rights of Way network will be sought where developments are of suitable scale and type. Where a development proposal affects a Right of Way, every effort will be made to accommodate the definitive route or provide an equally good or better alternative.</p> <p>The Manifold, Tissington, and High Peak Trails will be protected from development that conflicts with their current use. The continuity of the Trans-Pennine Trail and the Monsal Trail will be retained, irrespective of any future rail use, by realignment if required. If appropriate alignments can be identified at the development management policy stage, alternative routes for the Trans-Pennine Trail and the Monsal Trail will be safeguarded.</p> <p>Until such time that a viable railway scheme comes forward, where possible, disused railway lines will be used for walking, cycling and equestrian use.</p> <p>Where a development proposal affects a navigable inland waterway, every effort should be made to accommodate the waterway within the development. In exceptional circumstances where it is not possible to retain the definitive line of a navigable waterway, an alternative waterway of equal or better quality will be provided.</p> <p>Developments will take account of the following criteria:</p> <ul style="list-style-type: none"> <li>• Developments should provide enhanced facilities and infrastructure for Smarter Choices, including walking, cycling, and horse riding.</li> </ul>

- Where possible, roadside links between public rights of way will be retained or created, including the maintenance of safe margins for non-motorised users between trails or cycle routes.

### **National and regional policy context**

- 13.97 The preferred approach accords with, and supports, national and regional policy.
- 13.98 The 'Waterways for Tomorrow', sets out the Government's policies for navigable inland waterways. It states the Government's desire to "encourage people to make use of the inland waterways for leisure and recreation, tourism and sport"<sup>385</sup>. It further states that:  
 "The waterways are an important tourism resource, supporting a large holiday hire-boat industry. We will encourage their greater use for recreation; increased access for the young, disabled and disadvantaged; and better communication with the widest possible range of users."<sup>386</sup>
- 13.99 Policy Planning Guidance (PPG) 13<sup>387</sup> and The Future of Transport White Paper<sup>388</sup> both promote an increase in opportunities to access services by walking and cycling. The Countryside and Rights of Way Act introduced a duty on Highway Authorities to publish a Rights of Way Improvement Plan, assessing the quality of the area's rights of way network, and establishing a strategy for its improvement<sup>389</sup>.
- 13.100 Delivering a Sustainable Transport System (2008)<sup>390</sup>, the Government's statement of long-term transport policy delivery, contains five goals, all of which can be supported by initiatives to increase walking and cycling facilities. These include improved quality of life and a healthy natural environment, and tackling climate change.
- 13.101 The East Midlands Regional Plan contains policies which support opportunities for modal shift away from road-based transport, aim to achieve reduced traffic growth by encouraging cycling and walking for short journeys, and promote the provision of safe routes for pedestrians and cyclists, convenient access to buildings and sufficient secure cycle parking in new developments.

### **What our other evidence and analysis tells us**

- 13.102 Each of the National Park's six constituent Highway Authorities has published, or is preparing, a Rights of Way Improvement Plan. These build on an analysis of the local rights of way networks' fitness for use, to include well-researched priorities for improvement. Derbyshire's Improvement Plan is further supplemented with strategies for the development of greenways (multi-user trails), covering much of the National Park area. All of this analysis will be useful in the delivery of the preferred option.

### **Consultation response to options**

- 13.103 All 2009 Refined Options received strong and broadly equal levels of support. Of the 18 respondents who commented on this issue, 12 supported each of T8.1, T8.2 and T8.4, and 13 supported T8.3. Only one objection was received; this related to T8.4, and related to a circumstance in which the option leads to road or footway widening. This sentiment concurs with other additional comment on T8.4, where some respondents stated that changes should be considered on a case-by-case basis and sympathetically designed.

<sup>385</sup> Department for Environment, Food and Rural Affairs. (2000). Waterways for Tomorrow. HMSO. Page 1.

<sup>386</sup> Department for Environment, Food and Rural Affairs. (2000). Waterways for Tomorrow. HMSO. Page 1.

<sup>387</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO.

<sup>388</sup> DfT. (2004). The Future of Transport: a network for 2030. HMSO.

<sup>389</sup> Great Britain. Countryside and Rights of Way Act 2000. TSO. Section 60.

<sup>390</sup> DfT. (2008). Delivering a Sustainable Transport System. DfT. Para 1.5.

**Previous coverage by the Development Plan**

13.104 Former policy (in the Local Plan) states that the alignments of rights of way will be retained<sup>391</sup>, while current Structure Plan policy states that the continuity of the Trans Pennine Trail will aswell<sup>392</sup>. These policies establish that improvements to the rights of way network will also be sought<sup>393 394</sup>.

**Discarded Options**

13.105 No option is discarded. Those options not forming part of the preferred spatial approach are retained as aspirations for the National Park Authority.

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<sup>391</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT20.

<sup>392</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T10.

<sup>393</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T10.

<sup>394</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT21.

**Preferred Approach T7 - Directing traffic onto the most appropriate routes****Summary of the options presented during the Refined Options stage**

13.106 At the Refined Options stage, this issue was numbered T3, and six options were offered. Option T3.1 proposed to accept traffic growth, allowing the limitations of the road network to act as a management tool. T3.2 proposed to continue the current approach, seeking to direct traffic onto the most appropriate routes. T3.3 proposed that an environmental levy should be researched (linking to option T2.7). T3.4 proposed that sat-nav companies should be encouraged to direct users along the most appropriate routes within the National Park. T3.5 proposed that a Park-wide 7.5 tonne weight limit (except for access) should be investigated. T3.6 proposed that standardised parking charges should be introduced across the National Park.

**Preferred policy approach**

13.107 The preferred approach is based on option T3.2. This continues the current approach, seeking to direct traffic onto the most appropriate roads. For this to happen, a road hierarchy will be identified, in accordance with current policy. Road traffic will be encouraged to use the Strategic Road Network for journeys through and within the National Park, and highways investment should be directed first towards the Strategic Road Network.

13.108 The preferred policy approach is complemented by an aspiration to pursue options T3.3, T3.4 and T3.5, taking a more proactive approach to traffic management where opportunities arise. This includes a desire to research an environmental levy and a park-wide weight limit, as well as to work with sat-nav companies to direct traffic onto appropriate routes.

**T7: Directing traffic onto the most appropriate routes**

A road hierarchy will be identified, comprising:

- (i) the Strategic Road Network, including the majority of A class roads;
- (ii) the Secondary Network: including links between the Strategic Road Network and industrial sites, settlements and recreation areas; and
- (iii) all other roads.

Traffic which must enter or cross the National Park will be directed first toward the Strategic Road Network, and only to the other two levels of the hierarchy as required locally. The third level of the hierarchy will generally be only for light traffic.

Investment in maintenance and alterations, other than traffic management, should concentrate on the Strategic Road Network whilst preserving the valued character of rural roads.

**National and regional policy context**

13.109 The preferred approach accords to national and regional policy.

13.110 Circular 125/77 states that in National Parks, subject always to the reasonable needs of road safety, environmental quality should be the primary criterion in the planning of road systems, the design of road alterations and the management of traffic<sup>395</sup>. The more recent Circular 12/96 confirms that this principle remains extant<sup>396</sup>.

13.111 Planning Policy Guidance (PPG) 13 states that traffic management should be undertaken in a way which complements wider planning and transport objectives.<sup>397</sup> It further states that well

<sup>395</sup> Department of the Environment. Circular 125/77. Roads and Traffic – National Parks. Para 5.

<sup>396</sup> Department of the Environment. Circular 12/96. Para 53.

<sup>397</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 64.

designed traffic management can produce "better and safer local road conditions in rural areas and reduce the impacts of traffic in sensitive locations, while facilitating the access that is important to maintaining a vibrant rural economy"<sup>398</sup>.

- 13.112 The Transport Act 2000 enables local transport authorities to introduce local fiscal demand management schemes<sup>399</sup>.
- 13.113 The Regional Plan requires Local Transport Authorities to work closely with Local Planning Authorities and national and regional bodies, to ensure that all highway capacity is managed effectively to reduce congestion and improve safety<sup>400</sup>. It also states that various partners should work together to deliver the Regional Freight Strategy which includes a priority to "reduce the environmental impact of all freight"<sup>401</sup>, and that various bodies should work together to reduce traffic growth. Policy 47<sup>402</sup> expands methods of fiscal demand management which might help to achieve this, stating that "all transport authorities should examine the feasibility and appropriateness of introducing fiscal measures to reduce car usage. Particular consideration should be given to introducing such measures in ... the Peak District National Park"<sup>403</sup>.

### **What our other evidence and analysis tells us**

- 13.114 The South Pennine Integrated Transport Strategy Traffic Restraint Study<sup>404</sup> aimed to identify a package of traffic restraint measures that might reduce the environmental impact of traffic on the South Pennines. Despite concluding that measures could help pursue this aim, their lack of inclusion within partners' second Local Transport Plans means they are unlikely to be taken forward in the ways proposed.
- 13.115 The National Park Management Plan 2006-11 contains an undertaking to research an environmental levy in partnership with key stakeholders<sup>405</sup>.

### **Consultation response to options**

- 13.116 At 2009 Refined Options, consultees strongly disagreed with T3.1 (7 objections, no supports), and the majority were also against T3.2 (6 objectors, 2 supporters). Using T3.2 as the basis for the preferred approach is in part justified by supplementary comments which indicate that the option was opposed because, on its own, it would fail to address traffic growth. In the preferred approach, this option is supplemented with aspirations to investigate more proactive means of traffic management which might combat traffic growth.
- 13.117 T3.3 (13 supports, 3 objections), T3.4 (16 supports, 1 objection) and T3.5 (18 supports, 5 objections) were all supported by substantial majorities. Opinion on T3.6 was evenly balanced (9 responses supported, 8 opposed). Comments suggested that the details of implementation would be key to the option's acceptability, and also raised questions over the desirability of such an approach.

### **Previous coverage by the Development Plan**

- 13.118 The Structure Plan contains former traffic management policies that are continued by the preferred approach: policy T2 established a road hierarchy for the National Park<sup>406</sup>, while policy T8 established that various measures should be used in seeking to make best use of the road network, including restraint on traffic volumes and controls on the movement of heavy lorries.<sup>407</sup>

<sup>398</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 66.

<sup>399</sup> Great Britain. Transport Act 2000. TSO.

<sup>400</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 54.

<sup>401</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 55.

<sup>402</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 47.

<sup>403</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 45.

<sup>404</sup> Faber Maunsell (2004). SPITS Traffic Restraint Study. Peak Park Transport Forum.

<sup>405</sup> Peak District National Park Authority (2006). National Park Management Plan.

<sup>406</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T2.

<sup>407</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T2.

13.119 Current traffic management policy within the Local Plan<sup>408</sup> is focused on achieving a general reduction in traffic speeds within the National Park. However, this is backed up with the assertion that we consider unabated traffic growth to be unacceptable<sup>409</sup>, and the discussion of potential remedies including road pricing.<sup>410</sup>

**Discarded Options**

13.120 Option T3.1 was discarded as it might conflict with National Park purposes and has the potential to damage the National Park. T3.6 was also discarded; although this would represent a continuation of the current approach, past experience has shown it to be undeliverable, and there are also some questions over its desirability.

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<sup>408</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT13.

<sup>409</sup> Peak District National Park Authority. (2001). Local Plan. Para 11.61.

<sup>410</sup> Peak District National Park Authority. (2001). Local Plan. Para 11.59.

**Preferred Approach T8 - Ensuring that the adverse impact of motor vehicles is minimised**

**Summary of the options presented during the Refined Options stage**

13.121 At the Refined Options stage, this issue was numbered T4. Three options were offered. Option T4.1 proposed an approach of non-interference, allowing congestion to act as a means of constraint, based on the assumption that an area’s popularity will decline if it becomes too congested. T4.2 proposed to retain the current approach, by continuing the existing traffic management schemes at the Roaches, Stanage, the Goyt Valley and the Upper Derwent Valley. T4.3 was to review current traffic management schemes, plus the identification of areas where additional traffic management schemes might prove desirable.

**Preferred policy approach**

13.122 The preferred approach to this issue is option T4.3. This approach builds on current policy which proposes the investigation and implementation of new or improved village or area traffic management schemes. Additionally, we will review the current traffic management schemes at the Roaches, Stanage, and the Goyt and Upper Derwent Valleys.

13.123 We intend to build on the success of the current traffic management schemes, working with partners to allow these schemes to evolve over time to meet the demands of changing visitor travel patterns. This approach can then guide the implementation of additional traffic management schemes in environmentally sensitive areas, where visitor travel patterns have a demonstrable negative impact.

<p><b>T8: Ensuring that the adverse impact of motor vehicles is minimised</b></p> <p>Existing Traffic Management Schemes in the National Park will be reviewed, to ensure that they are still fit for purpose, and include traffic management measures which provide optimal benefit. These measures may include limited road closures, the removal of on-street parking, the provision of off-street parking, improvements to public transport infrastructure and improvements to footpaths, cycle tracks and bridleways.</p> <p>Where there is a demonstrable need for additional traffic management schemes, any of these measures may be used separately or in combination to manage the impact of traffic on environmentally sensitive areas.</p> <p>Traffic management schemes will need to take account of the following criteria:</p> <ul style="list-style-type: none"> <li>• Traffic management measures will be introduced in order to make the best use of the road network, to improve road safety, environmental and traffic conditions, and to reduce conflicts between various user groups.</li> <li>• The highest standards of environmental design and materials should be used in any transport infrastructure required to deliver such schemes.</li> <li>• Ensure that the introduction of management schemes does not transfer the negative impact of traffic to surrounding villages or equally environmentally sensitive areas, which may require additional traffic management measures within those areas.</li> <li>• Ensure that where access by private motor vehicle is restricted, alternative means of access are encouraged or provided, including enhanced public transport facilities, or the provision of new or improved access by foot, cycle or on horseback.</li> <li>• Ensure that any income derived from the introduction of traffic management measures, such as revenues from parking, is reinvested to provide maintenance, additional facilities and alternative means of access.</li> </ul>
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**National and regional policy context**

13.124 The preferred approach fits well with national policies and circulars, and conforms to regional guidance.

- 13.125 The Government White Paper 'A New Deal For Transport' advocates the greater use of traffic management measures to mitigate the negative impacts of the car, suggesting that "traffic management can help to produce better and safer local road conditions, both for those who live and work in rural areas and for visitors, and protect the character of the countryside"<sup>411</sup>. The subsequent White Paper 'The Future of Transport' emphasises the need to build on the role of traffic management in ensuring that "people are safer, and feel safer, whether on a bike or on foot"<sup>412</sup>.
- 13.126 Planning Policy Guidance (PPG) 13 suggests that where developments are related to leisure, tourism and recreation, measures should be sought to "increase access to the site by sustainable transport modes, and the use of traffic management and appropriate parking policies near to the site"<sup>413</sup>. Planning Policy Statement (PPS) 7 stipulates that any proposals for large-scale tourism and leisure developments in rural areas should be assessed in relation to sustainable development objectives. Particular reference is made to the need to have regard to PPG13 "where high volumes of traffic may be generated"<sup>414</sup>.
- 13.127 'Delivering A Sustainable Transport System' sets out the Government's five Transport Goals for the period 2014-2019; one is to "improve quality of life for transport users and non-transport users, and to promote a healthy natural environment"<sup>415</sup>.
- 13.128 The East Midlands Regional Transport Strategy focuses on encouraging the development of sustainable travel patterns<sup>416</sup>, through a series of five goals. Two of these goals are in accordance with our preferred approach: reducing the need to travel, especially by car, and managing traffic growth and congestion; and significantly improving opportunities for walking and cycling<sup>417</sup>.

### **What our other evidence and analysis tells us**

- 13.129 Because of the longstanding nature of three of the National Park's Traffic Management Schemes, Goyt Valley (1970), Upper Derwent Valley (1980), and the Roaches (1981), each has evolved over time in reaction to changing visitor patterns and circumstances. As part of the preparation work for the Local Development Framework, we have undertaken surveys to ascertain current visitor patterns and preferences at the Roaches and Goyt Valley. The findings indicate that more than 92% of visitors to both areas arrive by private car. In both locations, more than 90% of respondents were in favour of traffic management measures to mitigate traffic impacts, although there was some disagreement as to the extent of such measures.
- 13.130 In light of these survey findings, we believe that there is a high level of support for existing traffic management schemes, and that it is necessary for traffic management schemes to evolve over time in order to maintain their effectiveness. The success of the current schemes would suggest that they may prove effective solutions to the impact of traffic on popular but environmentally sensitive destinations elsewhere within the National Park.

### **Consultation response to options**

- 13.131 2007 Issues and Options consultation offered two options, related to the wider need to mitigate and manage the environmental impact of traffic and parking. Both options advocated traffic management schemes as part of wider policies related to parking, speed limit reduction and

<sup>411</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 121.

<sup>412</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 16.

<sup>413</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Annex C.

<sup>414</sup> ODPM. (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO. Para 49.

<sup>415</sup> Department for Transport. (2008). Delivering a Sustainable Transport System: Main Report. OPSI. Page 7.

<sup>416</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Para 3.4.1.

<sup>417</sup> Government Office for the East Midlands. (2009). East Midlands Regional Plan. TSO. Para 3.4.6.



road user charging. Because of the wider nature of the options, it is difficult to abstract those particularly pertinent to traffic management schemes.

- 13.132 A total of 20 respondents to the 2009 Refined Options consultation expressed an opinion about this issue. Option T4.1 received 6 objections. The general opinion expressed was that this option would have detrimental impacts on the environment, although one comment did counterbalance this with the observation that 'honeypot' sites could relieve pressure on other areas. T4.2 was supported by 6 responses. T4.3 received 16 expressions of support; comments included the need to review traffic management schemes, and build on the success of existing schemes. One expression of support said that Parish Councils should be consulted on schemes.

#### **Previous coverage by the Development Plan**

- 13.133 Former Structure Plan policy stated that traffic management measures would be introduced to improve environmental conditions, and that "new or improved village or area traffic management schemes will be investigated and implemented"<sup>418</sup>.

#### **Discarded Options**

- 13.134 Option T4.1 was discarded because it could lead to detrimental impacts on the landscape of the National Park, and is therefore contrary to National Park purposes. T4.2 was discarded because this approach makes no allowance for reviewing current traffic management schemes, or the implementation of new schemes, as and when they may be required. It could lead to detrimental impacts on the landscape of the National Park, beyond the current traffic management areas, and is therefore contrary to National Park purposes.

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<sup>418</sup> Peak Park Joint Planning Board (1994), Peak National Park Structure Plan, Transport Policy 8.

**Preferred Approach T9 - Managing the demand for car and coach parks****Summary of the options presented during the Refined Options stage**

13.135 At the Refined Options stage, this issue was numbered T5, and five options were offered. Option T5.1 proposed that demand should lead the level of parking, subject only to regional guidance. Option T5.2 proposed that off street parking be provided where appropriate, accompanied by the equivalent removal of existing spaces, and parking for new non-food businesses should follow regional guidance. T5.3 proposed that T5.2 should be supplemented with the case-by-case consideration of more severe parking restrictions for new non-food businesses. T5.4 proposed that the design and number of residential spaces should respect the valued characteristics of the area. T5.5 proposed that coach parking facilities should be enhanced where necessary, and developments that attract coach traffic should make provision for them.

**Preferred policy approach**

13.136 The preferred approach is based on options T5.2, T5.3, T5.4, and T5.5 from the Refined Options consultation. This builds on the current policy approach, seeking to provide off-street parking where appropriate if coupled with an equal reduction in on street parking, with potential increases in coach parking facilities considered on a case-by-case basis. All parking facilities should be appropriately designed, in accordance with our Design Guide. New non-food business developments may receive extra parking restrictions, dependent upon traffic impacts and the availability of alternatives.

**T9: Managing the demand for car and coach parks**

Car and coach parking facilities will manage the demand for parking provision from residents and visitors, whilst conserving and enhancing the built and natural environment of the National Park.

Off-street parking will be provided where appropriate, and where accompanied by an equivalent reduction in on-street parking.

Parking provision will need to take account of the following criteria:

- Ensure that all parking facilities, including those for coaches and Park and Ride, are designed in a way that is sensitive to landscape character.
- Parking facilities for new non-food business developments will adhere to the East Midlands Car Parking Strategy Standards as a minimum. The National Park Authority reserves the right to impose more severe parking restrictions on a case by case basis, dependant upon traffic impact and the availability of alternatives.
- Ensure that the design and number of parking facilities associated with residential development, including any communal residential parking, will respect the valued characteristics of the area.
- Enhance coach parking facilities at key visitor sites, where necessary and it can be accommodated without harm to the valued characteristics of the area.
- Developments that are likely to attract coach traffic will be required to make provision for the setting down and picking up of coach passengers and for coach parking.

**National and regional policy context**

13.137 The preferred approach fits with the strong policy steer offered by PPG13 and the Regional Plan.

13.138 Planning Policy Guidance (PPG) 13 establishes maximum levels of parking, but also acknowledges that, where appropriate, local planning authorities may adopt more rigorous

standards. These maximum parking standards do not apply to small developments (below set thresholds) and local authorities should use their discretion in setting the levels of parking appropriate for small developments so as to reflect local circumstances. The PPG states that "by virtue of the thresholds, this locally based approach will cover most development in rural areas"<sup>419</sup>. It also requires policies in development plans to set maximum levels of parking for broad classes of development; there should be no minimum standards for development, other than parking for disabled people<sup>420</sup>. PPG13 includes various other points for inclusion in local planning policy, such as ensuring levels of parking support sustainable transport choices<sup>421</sup>.

- 13.139 The Regional Plan defines Regional Car Parking Standards, and states: "Local Planning Authorities should apply the maximum amounts of vehicle parking for new developments as set out in PPG13. In... environmentally sensitive rural areas, opportunities should be taken to develop more challenging standards based on emerging public transport accessibility work"<sup>422</sup>. It goes on to state that car parking facilities in excess of the maximum standards in PPG13 should only be provided in exceptional circumstances<sup>423</sup>. The Plan reiterates the assertion of PPG13 that parking provision is an important demand management tool<sup>424</sup>, and also states that "solutions for specific rural locations, particularly those with significant visitor numbers, should also be addressed"<sup>425</sup>.

### **What our other evidence and analysis tells us**

- 13.140 The 2001 census suggests that 87% of households in the National Park have access to a car or van, compared with 73% nationally. 46% of households had access to two or more cars or vans, compared with 29% nationally<sup>426</sup>.
- 13.141 The Bradwell Car Parking and Visitor Survey<sup>427</sup> found that there appears to be sufficient parking space within the village to satisfy normal demand. The provision of some additional, short-stay visitor parking might be justified to replace that lost in recent years. However, this would not fully cater for demand and a suitable site would need to be found. There is difficulty in accommodating all the National Parking needs of residents; a residents' parking scheme is one possible solution.
- 13.142 The Bakewell Parking Survey<sup>428</sup> found that most visitors do not require long-stay parking. There is some conflict between parking for residents and for those who work in the town. The survey also identified a need for better coach drop-off facilities in the town.
- 13.143 The National Park's 2005 Visitor Survey<sup>429</sup> showed that the coach is the mode used second most heavily by visitors to access the National Park, carrying between 6-7% (weekends) and 18% (weekdays) of visitors.

### **Consultation response to options**

- 13.144 At the 2007 Issues and Options consultation, one option proposed a continuation of the current approach while the other proposed a more restrictive approach. Both options received similar levels of support.

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<sup>419</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 53.

<sup>420</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 52

<sup>421</sup> ODPM. (2001). Planning Policy Guidance 13: Transport. TSO. Para 51

<sup>422</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 48.

<sup>423</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy ?

<sup>424</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy ?, Para 3.4.21.

<sup>425</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy ?.

<sup>426</sup> Peak District National Park Authority. (2005). Living and Working in the Peak District National Park: 2001 Census of Population Results. Page 33.

<sup>427</sup> Peak District National Park Authority. (2003). Bradwell Car Parking and Visitor Survey 2003. Page 99.

<sup>428</sup> This survey was undertaken during the summer of 2005, however as the report has yet to be finalised, it remains an unpublished document.

<sup>429</sup> Peak District National Park Authority. (2005). Peak District National Park Visitor Survey 2005. Section 3.17.

13.145 Overall, responses to the 2009 Refined Options showed strong support for the preferred approach. Option T5.1 was strongly opposed (7 respondents objecting and none supporting) whilst T5.2 received mixed responses (5 in support and 4 against). Each of the respondents objecting to T5.2 supported T5.3 as an alternative. High levels of support were shown for T5.3 and T5.4 (both supported 14 respondents), with no objections. 13 respondents supported T5.5, although this option also received 3 objections, all saying that it is unnecessary.

#### **Previous coverage by the Development Plan**

13.146 Former and current local policy states that operational parking and parking in housing developments will be kept to a minimum<sup>430 431</sup>, and that non-operational parking will be restricted to discourage car use<sup>432 433</sup>. The preferred approach continues the principle of these policies.

#### **Discarded Options**

13.147 T5.1 was discarded as it potentially conflicts with National Park purposes, and has the potential to damage the National Park.

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<sup>430</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T8.

<sup>431</sup> Peak District National Park Authority. (2001). Local Plan. Policies LT9 & LT11.

<sup>432</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T8.

<sup>433</sup> Peak District National Park Authority. (2001). Local Plan. Policies Policy LT10.

**Preferred Approach T10 - Managing the demand for freight transport and the provision of lorry parking**

**Summary of the options presented during the Refined Options stage**

13.148 This issue was presented in the 2007 Issues and Options consultation, but not at the Refined Options stage since it was thought that it did not have spatial planning implications. Further discussion has led to this issue being reinstated.

**Preferred policy approach**

13.149 The preferred approach to accommodating freight transport and the provision of lorry parking aims to achieve modal shift where possible and appropriate. This continues the approach established within the Structure Plan, which sought to support the installation, retention or improvement of rail freight facilities to quarries and other industrial sites where practicable. In addition to this, the preferred approach widens the scope of modal shift for freight to include expanding the use of navigable inland waterways.

13.150 Traffic management and/or planning control measures will be used to prevent the indiscriminate parking of lorries, and to bring lorry parking and operating areas under control. This approach continues the current policy approach in the Local Plan.

13.151 Other than in exceptional circumstances, permission will not be granted for developments where access for Large Goods Vehicles in excess of 7.5 tonnes (Gross Laden Weight) is required, where the site is not readily accessible from the Strategic or Secondary road network (see Preferred Option T7 for definition of the Strategic and Secondary road network). Similarly, permission will not usually be granted if the available access routes are subject to a weight restriction order, or the proposal lies within a residential area. Where necessary, traffic regulation orders will be sought to influence the route of Large Goods Vehicles away from particularly sensitive areas.

<b>T10: Managing the demand for freight transport and the provision of lorry parking</b>
<p>Rail freight facilities for quarries and industrial sites will be supported where appropriate and practicable. Developments relating to infrastructure to enable the modal transfer of freight from road to navigable inland waterways will be supported where appropriate.</p> <p>Developments requiring access by Large Goods Vehicles must be located at sites accessible from the Strategic and Secondary Road Network, and operating sites should not negatively impact on residential areas, environmentally sensitive areas, Conservation Areas, or upon routes governed by weight restrictions. Where the routing of Large Goods Vehicles has negative impacts upon such locations, Traffic Regulation Orders will be sought to re-route such traffic.</p> <p>New or enlarged road haulage operating centres will not usually be permitted within either residential areas or Conservation Areas.</p> <p>Developments will take account of the following criteria:</p> <ul style="list-style-type: none"> <li>• Rail freight facilities will not be permitted where they have unacceptable adverse visual effects on the landscape or quiet enjoyment of the National Park.</li> <li>• Inland waterway freight facilities will not be permitted where they have unacceptable adverse visual effects on the landscape or quiet enjoyment of the National Park.</li> <li>• Developments requiring access by Large Goods Vehicles in excess of 7.5 tonnes Gross Laden Weight, including road haulage operating centres, will not be permitted if they do not have access to the Strategic or Secondary Road Network, or the available routes of access are subject to weight restriction orders.</li> <li>• In exceptional circumstances where the nature of the business served restricts</li> </ul>

adherence to the above criteria (eg agriculture or mineral working), planning permission may be given provided that restrictions limiting the size of vehicles can be agreed.

- Where it is necessary to influence the routing of Large Goods Vehicles to avoid negative environmental impacts, weight restriction orders will be sought.

### **National and regional policy context**

- 13.152 The preferred approach conforms to national and regional policy.
- 13.153 The Government White Paper 'A New Deal For Transport' points the way towards modal shift for freight, as a means of reducing the impact of economic growth on the environment. It states that government wants to "see a real increase in the use of rail freight, inland waterways and coastal shipping"<sup>434</sup>. The subsequent White Paper 'The Future of Transport' reiterates this point, stating: "we will continue to encourage freight traffic to be shifted from road to rail or water where this makes sense"<sup>435</sup>.
- 13.154 'Waterways for Tomorrow' recognised the scope to increase the amount of freight carried on the inland waterways<sup>436</sup>. It states the Government's desire to encourage the transfer of freight from roads to waterborne transport<sup>437</sup>. 'Delivering a Sustainable Transport System: The Logistics Perspective' contains a commitment to "identify the most appropriate companies or organisations to provide more effective interfaces between potential customers and rail and water freight operators so that opportunities for modal shift are fully explored"<sup>438</sup>.
- 13.155 Planning Policy Guidance (PPG) 13 emphasises the role of land use planning to promote sustainable freight distribution, including, where feasible, by rail and water. One method given is through the protection of sites and routes which could be critical for freight distribution, with special reference being made to facilities to allow transfer from road to rail or water. The Guidance further recommends that "developments generating substantial freight movements"<sup>439</sup> should be located away from residential areas. With regard to mineral extraction and subsequent transport, the Guidance states that "local authorities should seek to enable the carrying of material by rail or water wherever possible"<sup>440</sup>.
- 13.156 A Study into the State of Freight in the East Midlands was commissioned in 2002<sup>441</sup>. A key objective was to identify opportunities for modal shift from road based transport, with the suggestion that rail offered the most viable alternative<sup>442</sup>. This report informed the development of the East Midlands Regional Freight Strategy (2005), which advocates measures to encourage modal shift to other more sustainable modes – rail, pipeline and water, where it is feasible to do so<sup>443</sup>.
- 13.157 The Regional Plan sets out the transport objectives for the Sub-area; objective P1 for the Peak District Sub-area is related to developing "modal shift away from road based transport including for the quarrying and aggregates sector"<sup>444</sup>. The Plan also sets out measures for the

<sup>434</sup> Department for the Environment, Transport and the Regions. (1998). A New Deal for Transport: better for everyone. TSO. Page 13.

<sup>435</sup> Department for Transport. (2004). The Future of Transport: A Network for 2030. HMSO. Page 93.

<sup>436</sup> Department for Environment, Food and Rural Affairs. (2000). Waterways for Tomorrow. HMSO. Page 2.

<sup>437</sup> Department for Environment, Food and Rural Affairs. (2000). Waterways for Tomorrow. HMSO. Page 2.

<sup>438</sup> Department for Transport. (2008). Delivering a Sustainable Transport System: The Logistics Perspective. OPSI. Page 77.

<sup>439</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Page 16.

<sup>440</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Page 17.

<sup>441</sup> The Study was commissioned by the East Midlands Regional Assembly, East Midlands Development Agency and the Department for Transport, and undertaken by Sinclair Knight Merz.

<sup>442</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Page 110.

<sup>443</sup> East Midlands Regional Assembly. (2005). East Midlands Regional Freight Strategy. East Midlands Regional Assembly. Page

6.

<sup>444</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 44.

implementation of the Regional Freight Strategy, and advocates both the expansion of the use of inland waterways, and achieving a significant modal shift from road to rail<sup>445</sup>.

### **What our other evidence and analysis tells us**

13.158 We undertook a series of Vehicle Classification Counts over the period from March 2002 to December 2004. These counts were undertaken on key cross-Park and recreational roads, and provided evidence about the proportion of Light and Heavy Goods Vehicle traffic. On some key cross-Park routes the proportion of weekday HGV traffic was relatively high, including A623 Barmoor Clough (13%), A515 Brierlow Bar (14%), A619 Baslow (14%), A537 Walker Barn (15%) and A628 Woodhead Pass (25%)<sup>446</sup>.

### **Consultation response to options**

13.159 No options were presented for consultation at the Refined Options stage.

### **Previous coverage by the Development Plan**

13.160 The former policies contained within the Structure Plan related to freight transport, haulage depots and lorry parks, which are continued by the preferred approach<sup>447</sup>. The current Local Plan contains a variety of policies relating to freight transport and lorry parking<sup>448</sup>, which are broadly similar to the preferred approach.

### **Discarded Options**

13.161 As no options were presented for consultation at the Refined Options stage, there are no options to discard or accept.

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<sup>445</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 55.

<sup>446</sup> Peak District National Park Authority. (2003). Classified Vehicle Counts & Car Occupancy Survey – January 2003.

<sup>447</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T7.

<sup>448</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policies LU1 to LU6.

**Preferred Approach T11 - Managing the demand for air travel against its impact on the valued characteristics of the National Park**

**Summary of the options presented during the Refined Options stage**

13.162 This issue was presented in the 2007 Issues and Options consultation, but not at the Refined Options stage because it was thought that it did not have spatial planning implications. Further internal discussion within the Authority has led to this issue being reinstated with the following preferred approach.

**Preferred policy approach**

13.163 The preferred approach builds on policies contained in the Structure Plan and Local Plan, which seek to restrict air travel related developments which would adversely affect the valued characteristics or amenity of the area. Furthermore, where land is being used regularly for up to 28 days per year for powered flights and these are harming the area's valued characteristics, Article 4 Directions will be sought to bring the use under planning control.

13.164 This approach is supplemented by an intention to work proactively with air travel interests, including the Civil Aviation Authority, the Ministry of Defence, and surrounding airports, to encourage regard for National Park purposes, particularly where the over-flying of the area is concerned.

13.165 The preferred approach is further supplemented by an aspiration to support opportunities to access airports from the National Park by sustainable transport modes.

**T11: Managing the demand for air travel against its impact on the valued characteristics of the National Park**

Aircraft landing sites will not be permitted.

Developments related to helicopter or other powered flights will not be permitted where they will adversely affect the valued characteristics or amenity of the area. Planning permission related to land that could be used in connection with helicopter or other powered flights will be subject to conditions to control or prevent that use if it would adversely affect the valued characteristics, amenity or quiet enjoyment of the area.

Where land is being used regularly for helicopter or other powered flights that are harming the valued characteristics of the area, causing traffic congestion, dangerous road conditions or loss of residential amenity, an Article 4 Direction will be sought to bring the use under planning control.

**National and regional policy context**

13.166 The preferred approach accords with national and regional policy.

13.167 The Air Transport White Paper supports the expansion of air travel, but acknowledges the environmental conflicts that may result. It specifies that decisions about airport development must properly reflect environmental concerns, including those over landscape<sup>449</sup>. Such decisions must reflect the strong national policy background relating to protection of the National Park's landscape and its other special qualities.

13.168 Planning Policy Guidance (PPG) 13 states that planning authorities must consider the role of small airports and airfields in serving business, recreational, and other needs,<sup>450</sup> before going on

<sup>449</sup> Department for Transport. (2003). The Future of Air Transport. HMSO. Paras 3.5 and 3.6.

<sup>450</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Annex B, Para 4.



to say that the environmental impacts of aviation proposals will need to be carefully considered.<sup>451</sup> As with the Air Transport White Paper, these policies prompt consideration of the strong national policy background relating to protection of the National Park's landscape and other special qualities. When set against this background, the preferred approach accords with both of these policy themes.

13.169 The Regional Plan sets out regional priorities for air transport,<sup>452</sup> including two elements of relevance to the National Park's Core Strategy. Firstly, it states that the LDF should contain policies that promote access by sustainable modes to regional and national airports<sup>453</sup>. Secondly, the Core Strategy should "support the existing roles of airports or aerodromes where this is consistent with local amenity"<sup>454</sup>. The stipulation that local amenity must be considered prompts consideration of the strong policy basis for the protection of the area from visual and noise disturbance.

### **What our other evidence and analysis tells us**

13.170 There are no airports or aerodromes which are currently used within the National Park, and only facilities for the take off and landing of helicopters, microlite aircraft, gliders, and other unpowered craft.

### **Consultation response to options**

13.171 No options were presented for consultation at the Refined Options stage, so no comment was received.

### **Previous coverage by the Development Plan**

13.172 Former and current local policies in the Structure Plan and Local Plan are similar to the preferred approach. Structure Plan policy established that aircraft landing sites will not be permitted<sup>455</sup>. The Local Plan restricts the development of land that could be used in connection with powered flights, and specifies that the use of land for powered flights for up to 28 days per year may be brought under planning control through an Article 4 Direction<sup>456</sup>.

### **Discarded Options**

13.173 No options were presented for consultation at the Refined Options stage.

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<sup>451</sup> Office of the Deputy Prime Minister. (2001). Planning Policy Guidance 13: Transport. HMSO. Annex B, Para 9.

<sup>452</sup> Government Office of the East Midlands. (2009). East Midlands Regional Plan. TSO. Policy 56.

<sup>453</sup> Government Office of the East Midlands. (2009). East Midlands Regional Plan. TSO. Policy 56.

<sup>454</sup> Government Office of the East Midlands. (2009). East Midlands Regional Plan. TSO. Policy 56.

<sup>455</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T13.

<sup>456</sup> Peak District National Park Authority. (2001). Local Plan. Policy LT23.

**Preferred Approach T12 - Utilities infrastructure**

**Summary of the options presented during the Refined Options stage**

13.174 This is a new issue, so no options were presented at the Refined Options stage.

**Preferred policy approach**

13.175 This issue covers infrastructure for telecommunications, utilities, conveyors and pipelines. The preferred approach to telecommunications infrastructure builds on national and regional policy, accepting of the need for infrastructure, but only where it can be accommodated without harm to National Park landscapes. New utilities infrastructure will only be permitted, where it serves the communities of the National Park, continuing the current policy approach established in the Local Plan.

13.176 Provision is made for the removal of redundant telecommunications and utilities infrastructure, and, in line with national policy and guidance, electricity transmission lines should always be placed underground. The preferred approach to conveyors and pipelines continues that established in former and current policy. Conveyors must form part of a working minerals site, unless they are well screened and are part of a scheme that will reduce lorry traffic. Pipelines will only be accepted where they help to achieve the conservation and enhancement of the National Park's valued characteristics, but will not be accepted where they have negative impacts in environmentally sensitive areas.

13.177 Proposals to mitigate the environmental impacts of existing utilities infrastructure will be welcomed.

<b>T12: Utilities Infrastructure</b>
<p>Utilities infrastructure will only be permitted where it is intended to improve services to communities and businesses within the National Park, and does not create unacceptable visual impact.</p> <p>Telecommunications infrastructure will be permitted only where it does not create unacceptable adverse visual impacts on National Park landscapes..</p> <p>New conveyors will not be permitted, other than in working mineral sites, unless well screened and part of a scheme to reduce lorry traffic. They must demonstrate a net environmental benefit to the National Park through the reduction of road-based freight traffic and the mitigation of their adverse visual and audible impacts.</p> <p>Pipelines will only be accepted where they help to achieve the conservation and enhancement of the National Park's valued characteristics, and where there are no negative impacts in environmentally sensitive areas.</p> <p>Developments will take account of the following criteria:</p> <ul style="list-style-type: none"> <li>• Telecommunications and utilities infrastructure will not be permitted where there are suitable alternative means of provision.</li> <li>• Provision must be made for the removal of telecommunications and utilities infrastructure if and when it becomes redundant.</li> <li>• Overground electricity transmission lines will not normally be permitted.</li> <li>• Underground electricity transmission lines will not be permitted where they have unacceptable adverse effects on the valued geology, archaeology and/or cultural heritage of the National Park.</li> <li>• Proposals to reduce the impact of existing service infrastructure, such as the undergrounding of cables, will be welcomed, provided that these do not have adverse impacts on the other valued characteristics of the National Park, including geology,</li> </ul>

archaeology and cultural heritage.

- Pipelines will not be permitted within Sites of Special Scientific Interest, the Natural Zone, where they impact on Tree Preservation Orders or sites of archaeological interest.

### **National and regional policy context**

13.178 The preferred approach accords with national and regional policy.

13.179 Planning Policy Guidance (PPG) 8<sup>457</sup> provides a policy steer on the siting of radio masts, overhead wires, and other telecommunications infrastructure. It states that government policy is to facilitate the growth of new and existing telecommunications systems whilst keeping the environmental impact to a minimum. It further states that "the government places great emphasis on well established national policies for the protection of the countryside... [and] in particular the National Parks...", and that local policies should adhere to the stipulation in PPG7 (now replaced by PPS7<sup>458</sup>) that high priority should be given to the need to safeguard areas of particular environmental importance.

13.180 An international policy on the siting of overhead electricity lines and substations is provided by the Union of the Electricity Industry<sup>459</sup>. This states that a "[transmission] line corridor should be sited outside and as far as possible from any areas listed as protected natural sites, especially national and natural parks...".

13.181 The Regional Plan sets out key objectives for the Sub-area<sup>460</sup>, which state that policies and programmes should help to secure the conservation and enhancement of the Peak District National Park. Policy 31 sets out regional landscape priorities<sup>461</sup>, including affording the National Park landscape "the highest level of protection". Policy 55 sets out the key priorities of the Regional Freight Strategy, which include promoting greater use of pipelines<sup>462</sup>.

13.182 The East Midlands Regional Freight Strategy itself states that expansion of the regional pipeline network will be supported<sup>463</sup>. This is not subject to any explicit environmental caveats, but since this strategy is subordinate to the Regional Plan and National Policy themes, environmental caveats can be taken as implied.

### **What our other evidence and analysis tells us**

13.183 Since the adoption of the Local Plan in 2001, the National Park experienced severe pressure to accommodate third generation telecommunications masts and close scrutiny has been necessary to ensure schemes are controlled in order to conserve the character of remote rural areas such as the Snake Pass, by requiring effective siting and design. More recently opportunities have been taken to underground overhead wires as part of replacement programmes. Further opportunities should be sought in future to continue to enhance the National Park landscape and achieve win-win outcomes where solutions are found to permit much needed communication links and energy needs. Currently close consideration is being given to the future use of abandoned tunnels in the Woodhead Pass as these may offer solutions for undergrounding high voltage power lines which currently detract from the character of the landscape. However, these tunnels could also serve to reopen a railway link so the overall benefit to the National Park will need to be carefully considered.

<sup>457</sup> ODPM. (2001). Planning Policy Guidance 8: Telecommunications. HMSO.

<sup>458</sup> ODPM. (2004). Planning Policy Statement 4: Sustainable Development in Rural Areas. HMSO.

<sup>459</sup> Eurelectric Networks Committee (2003). Public Acceptance for New Transmission Overhead Lines and Substations. Eurelectric.

<sup>460</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 8.

<sup>461</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 31.

<sup>462</sup> GOEM. (2009). East Midlands Regional Plan. TSO. Policy 55.

<sup>463</sup> EMRA. (2005). East Midlands Regional Freight Strategy. Key Policy 7.

**Consultation response to options**

13.184 During the 2007 consultation, options were offered for utilities development. While responses were low a preference was expressed for considering applications in the context of landscape & design policies with no areas specified for either search or protection. Furthermore a slight preference was expressed for taking a stronger line on preferred non-development or non visual solutions to utilities development.

13.185 No options were presented for consultation at the Refined Options stage, so no formal stakeholder comment was received.

**Previous coverage by the Development Plan**

13.186 The Structure Plan (former policy) contains policies relating to pipelines and conveyors which are continued by the preferred approach<sup>464</sup>. The Local Plan (current policy) contains a variety of policies relating to utilities and telecommunications infrastructure<sup>465</sup>. These are broadly similar to the preferred approach.

**Discarded Options**

13.187 No options were presented for consultation at the Refined Options stage.

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<sup>464</sup> Peak Park Joint Planning Board. (1994). Peak National Park Structure Plan. Policy T12.

<sup>465</sup> Peak District National Park Authority. (2001). Peak District National Park Local Plan. Policies LU1 to LU6.

## 14. Appendix - Glossary

<b>A57/A628 Mottram – Tintwistle Bypass</b>	A possible new road proposed by the Highways Agency to bypass Mottram, Hollingworth and Tintwistle. If built, this scheme would be accompanied by route restraint measures on the A628/A616. The Highways Agency took the decision to withdraw from an adjourned Public Inquiry into this scheme in March 2009.
<b>Accessibility</b>	The ability of people to reach jobs, services and recreational opportunities, either by travelling to those services or by having those services brought to them.
<b>Accessibility agenda</b>	A national policy theme aimed at pursuing increases in accessibility.
<b>Accessibility Mapping</b>	A process that develops maps to show areas from which particular services can be accessed, particularly on foot or by public transport.
<b>Accessibility Partnership</b>	A forum for interests in local transport and service provision to address accessibility constraints.
<b>Accessibility Strategy</b>	A document produced by every transport authority as part of its Local Transport Plan; sets out the authority's priorities and the actions proposed to achieve increased accessibility.
<b>Affordable Housing</b>	Includes social rented and intermediate housing, provided to specify eligible households whose needs are not met by the market at a cost low enough for them to afford, determined with regard to local incomes and local house prices and remaining so for the future. It is regarded as outside the main housing market and excludes low cost market housing.
<b>Annual Housing Report</b>	Updates information on housing development, land availability and contributions towards local housing needs in the National Park.
<b>Annual Monitoring Report</b>	Monitors the implementation of the Local Development Scheme and the extent to which policies are being achieved.
<b>Article 4 Direction</b>	A process which brings permitted development under planning control. 'Article 4' refers to the Town and Country Planning (General Permitted Development) Order 1995.
<b>Biodiversity</b>	The variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; includes diversity within species, between species and of ecosystems.
<b>Biodiversity Opportunity Mapping</b>	Used to help summarise the priorities for landscape-scale biodiversity conservation, by providing a framework for biodiversity maintenance and enhancement.
<b>Building for Life</b>	A Building for Life Assessment scores the design quality of planned or completed housing developments against the 20 Building for Life Criteria in 5 sections – Environment and Community, Character, Streets Parking and Pedestrianisation, Design and Construction. Informal assessments can be done by anyone, but formal assessments can only be carried out by an accredited Building for Life assessor.
<b>Buy-back</b>	A term used to describe the act of buying existing open market dwellings when they become available, to bring them into the affordable and/or social provision sector.
<b>Camping Barn</b>	A traditional stone-built agricultural barn whose use has been changed to provide simple no-frills holiday accommodation.
<b>Carbon capture</b>	Carbon capture and storage (CCS) is a theoretical approach to mitigating the contribution of fossil fuel emissions to global warming, based on capturing carbon dioxide (CO <sub>2</sub> ) from large point sources such as fossil fuel power plants or locking it into large moorland areas.
<b>Carbon sink</b>	Land uses which absorb and store carbon over long periods of time, which may help to offset carbon dioxide emissions at least in the short to medium term. CO <sub>2</sub> is captured and stored in living (trees and other green vegetation) or non-living reservoirs (soil, geological formations, oceans, wood products), or in man-made sinks eg landfills and carbon capture and storage proposals.

<b>Category 5 Protected Landscape</b>	Landscape managed mainly for conservation and recreation. Includes land where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological, and/or cultural value, often with high biological diversity.
<b>Combined Heat and Power (CHP)</b>	The simultaneous generation of usable heat and power (usually electricity) in a single process, reducing wasted heat and putting it to use. Overall fuel efficiency can be 70-90% of the input fuel, much better than most power stations which are only 40-50% efficient.
<b>Community Strategy</b>	A strategy produced by each local authority to show how the social, environmental and economic well-being of the area will be improved. The Government Office for the East Midlands has agreed that the National Park Management Plan is the equivalent for the National Park.
<b>Conservation Area</b>	A designation applied to areas of special architectural or historic interest, in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, to preserve or enhance their character or appearance.
<b>Cultural heritage</b>	The legacy of physical artifacts and intangible attributes of a group or society that are inherited from past generations, maintained in the present, and bestowed for the benefit of future generations.
<b>Cut-and-cover</b>	A means of tunnel construction involving the excavation of a trench and the construction of a roof which can be covered in topsoil; one method of combating wildlife severance.
<b>Demand management</b>	Transport policies that attempt to reduce levels of demand for road use to better match the capacity of roads, parking etc. Contrasts with supply-side management which focuses on meeting demand by building new roads or increasing their size.
<b>Developer contributions</b>	see <i>planning gain</i> .
<b>Dwelling</b>	An accommodation unit where all rooms are behind a door that is inaccessible to others. A dwelling where two households share a kitchen or toilet within the same building would therefore be classed as one dwelling with two household spaces.
<b>Enhancement site</b>	A site where housing helps to conserve and enhance the National Park, eg by restoring a valued building or a site that detracts from the surrounding area, particularly where this cannot be done without new development.
<b>Environmental levy</b>	A monetary charge that could be used to discourage traffic from using a particular route or area in order to protect the local environment.
<b>Environmental Quality Mark</b>	A certification mark which can be achieved by businesses that actively support good environmental practice in the National Park.
<b>Favourable condition</b>	In the context of Sites of Special Scientific Interest, means that it is being adequately conserved and is meeting its 'conservation objectives'. However, there is scope for enhancement of these sites.
<b>Fiscal demand management</b>	Methods of demand management which use financial incentives or disincentives to manage particular travel behaviours, eg road pricing.
<b>Floodplain landscapes</b>	Flat or nearly flat land adjacent to a stream or river that experiences occasional or periodic flooding; includes the floodway (stream channel and adjacent areas that carry flood flows), and flood fringe, (areas covered by the flood, but which do not experience a strong current).
<b>Geodiversity</b>	The variety of rocks, fossils, minerals, landforms and soils, and the associated natural processes, that determine the landscape and character of our natural environment.
<b>Glossop Spur</b>	A new road proposed by Tameside MBC to link the proposed A57/A628 Mottram-Tintwistle Bypass with Glossop. This road is dependent on that bypass and was being considered at the same public inquiry. The Highways Agency took the decision to withdraw from an adjourned Public Inquiry into the A57/A628 Mottram-Tintwistle Bypass scheme in March 2009.
<b>Greater Peak District</b>	The National Park and its surrounding area including some urban settlements.
<b>Greenway</b>	An off-road route designed for shared use by people of all abilities on foot, cycle

	or horseback, to connect people to facilities and open spaces. Also called multi-user trails.
<b>Heavy Goods Vehicle</b>	Vehicles over 3.5 tonnes in weight. Now succeeded by the term Large Goods Vehicle (LGV).
<b>Hedgerow Regulations 1997</b>	Allow Local Authorities to protect important hedgerows in the countryside, by controlling their removal through a notification system.
<b>Household</b>	A single person or group of people who live together at the same address with common housekeeping. Household Space is the accommodation available for an individual household
<b>Housing Market Areas</b>	Geographical areas that are defined by household demand and preferences for housing. They reflect the key functional linkages between places where people live and work.
<b>Housing Needs Survey</b>	A survey usually carried out by the housing authority, to assess housing needs that are not currently being met by the market or by social housing providers.
<b>Intermediate affordable housing</b>	Housing at prices and rents above those of social rent, but below market price or rents, and which meets the criteria for affordable housing. Can include shared equity products (eg Home Buy), other low cost homes for sale, and intermediate rent
<b>Land bank</b>	Defined by Minerals Planning Supplement 1 as an indicator of when new planning permissions for mineral extraction are likely to be needed. The land bank indicators are at least 7 years for sand and gravel and at least 10 years for crushed rock.
<b>Large Goods Vehicle</b>	Vehicle over 3.5 tonnes in weight, previously called Heavy Goods Vehicle.
<b>Lifetime Home</b>	A home designed to accommodate changing needs as occupants become older, eg with room for a stair lift or to use a wheelchair.
<b>Listed Buildings</b>	A building recognised as being of special architectural or historic interest.
<b>Live and Work Rural scheme</b>	A scheme operating until 2012 that helps people take care of the environment by living and working in sustainable ways. Operated by the National Park Authority in partnership with East Midlands Development Agency and Derby & Derbyshire Economic Partnership.
<b>Minerals Planning Guidance and Minerals Planning Statements</b>	Set out government policy on minerals and planning issues, providing advice and guidance to local authorities and the minerals industry on policies and operation of the planning system with regard to minerals.
<b>Mitigation</b>	Taking action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.
<b>Modal shift</b>	A change in the popularity of transport forms (or modes); usually used to describe a change from less sustainable modes to those which are more sustainable eg from driving to cycling.
<b>Moors for the Future</b>	A partnership project to restore large parts of the internationally important Peak District moors.
<b>Multi-User Trail</b>	See <i>greenway</i> .
<b>Natural beauty</b>	The valued characteristics of landscape including but not exclusive to areas of wildlife or cultural heritage value. Includes physical attributes of the landscape and also attributes such as solitude and tranquillity which can be gained when spending time in the landscape.
<b>Near to public transport</b>	Defined as when a supermarket, doctor, pharmacy, post office, primary school and secondary school can be accessed within 30 minutes by public transport, and an outpatients department can be accessed within 60 minutes by public transport.
<b>Notable species</b>	Species that are uncommon, rare or have some other ecological importance
<b>Park and Ride</b>	A system for accessing popular or congested locations, featuring a remote car park linked to the destination by a regular bus, train or tram service.
<b>Peak Sub-area</b>	A Sub-area of the East Midlands Regional Spatial Strategy that consists of the whole of the National Park together with the remaining areas of High Peak Borough and Derbyshire Dales District that lie outside the National Park
<b>Peripherality</b>	See <i>Rural Isolation</i> .
<b>Permitted development</b>	Certain types of development that can be carried out without the need to make

	an application to a local planning authority, under the Town and Country Planning (General Permitted Development) Order 1995. Highway authorities are granted permitted development rights within the highway boundary.
<b>Planning gain</b>	The principle of a developer agreeing to provide additional benefits or safeguards, often for the benefit of the community, usually in the form of related development or infrastructure supplied at the developer's expense.
<b>Planning Policy Guidance and Planning Policy Statements</b>	Statutory guidance issued by the Government to explain statutory provisions and provide guidance to local authorities and others on planning policy and operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on development and land use. Local authorities must take their contents into account in preparing plans. The guidance may also be relevant to decisions on individual planning applications and appeals.
<b>Quiet Lane</b>	A designation given to roads with light traffic and low speeds, to show they are suitable for shared use by walkers, cyclists, horse riders and motorised users.
<b>Rainwater management functions</b>	Management / harvesting collects rain falling onto roofs, and stores it in a tank. Water is then pumped to the point of use, reducing demand for mains water.
<b>Red Data Book species</b>	A specific group of animals or plants (eg reptiles, insects or mosses) which have been classified into different categories of perceived risk.
<b>Regional Character Areas</b>	The division of landscape at a national level creating 159 regional character areas in England, originally done by the Countryside Agency.
<b>Registered Social Landlord</b>	Independent housing organisations registered with the Housing Corporation under the Housing Act 1996.
<b>Renewable / low-carbon energy</b>	Renewable energy uses flows that occur naturally and repeatedly in the environment – wind, water, tides, sun and biomass; low-carbon energy is that which reduces carbon emissions.
<b>Road hierarchy</b>	A means of classifying roads to guide development, eg to specify that transport investment should normally be kept to the biggest, most heavily trafficked roads.
<b>Road user charging / road pricing</b>	A form of fiscal demand management, charging to use a road or area to lessen the negative effects of traffic.
<b>Rural exception site</b>	A small site that would not normally be used for housing, to be used specifically for affordable housing (in perpetuity) in a small rural community. The housing should seek to address local needs.
<b>Rural isolation</b>	The difficulty that those living in rural areas have in accessing goods and services quickly and conveniently, especially by public transport. Also referred to as <i>Peripherality</i> .
<b>Safeguarding</b>	Protection of a site from development for a possible specific future use, eg identifying land where minerals exist below the surface to prevent development taking place on the surface which could inhibit their future exploitation. Some disused railways have been safeguarded to allow their possible future re-use as railway lines.
<b>Scheduled Monument</b>	A nationally important archaeological site or historic building, given protection against unauthorised change.
<b>Section 106 Agreement</b>	Legal agreements (named after the Town and Country Planning Act 1990) between planning authorities and developers, without which planning permission would not be given. Address matters that cannot be dealt with adequately through conditions in the planning permission.
<b>Section 278 Agreement</b>	Agreements (named after Section 278 of the Highways Act 1980), drawn up between developers and the Highway Authority when a new development necessitates highway works eg junction improvements or a new cycle way. May specify that the highway authority will complete the works at the developer's expense.
<b>Smarter Choices</b>	A term coined by the Department for Transport to describe a range of techniques for influencing people's travel behaviour towards more sustainable options, including travel planning, promotion of public transport, car sharing, teleworking and travel awareness campaigns.
<b>Social housing</b>	Local authorities and registered social landlords are the main providers of social



<b>provider</b>	housing.
<b>Social rented housing</b>	Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. May also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.
<b>Special Area of Conservation</b>	A habitat and wildlife protection designation under the European Community Habitats Directive (92/43/EEC).
<b>Special Protection Area</b>	A wild bird protection designation under the European Community Birds Directive (79/409/EEC).
<b>Strategic Flood Risk Assessment</b>	Prepared by local planning authorities to provide information and advice in relation to land allocations and development control.
<b>Strategic Housing Land Availability Assessment</b>	An assessment of the potential capacity of an area to accept new-build housing over the next 15 years. A necessary part of the evidence base in advance of choosing whether to allocate sites on the plan; does not commit the National Park Authority in advance of either full plan preparation or development control assessment.
<b>Strategic Housing Market Assessment</b>	An assessment of the way in which the housing market works and interacts with other social and economic factors. Carried out by planning and housing authorities for a wide area that is defined in the Regional Spatial Strategy and known as a Housing Market Area.
<b>Supplementary Planning Guidance / Supplementary Planning Document</b>	Provides supplementary information in respect of the policies in Development Plan Documents. It does not form part of the Development Plan and is not therefore subject to independent examination.
<b>Supported housing</b>	Housing where an individual can live independently in a home of their own whilst receiving regular visits from a support worker who will help with matters they find challenging.
<b>Sustainable development</b>	Development within environmental limits; resource use that meets current human need without compromising the ability to meet future human need.
<b>Sustainable transport mode</b>	Forms of transport with a lower environmental impact than cars, vans and lorries, usually considered as walking, cycling and public transport.
<b>Sustainable urban drainage</b>	Concerned primarily with the drainage of rainwater from developed or urbanised areas; focuses decisions about drainage on the environment and people.
<b>Strategic Road Network (SRN)</b>	Part of the National Park's current road hierarchy, as identified by the 1994 Structure Plan. Contains the majority of 'A' class roads and is the focus for use and investment.
<b>Tintwistle Relief Road</b>	See <i>A57/A628 Mottram – Tintwistle Bypass</i> .
<b>Traffic management</b>	Influencing or controlling vehicle movements and parking, particularly through traffic regulation orders or alterations in road layout or parking arrangements.
<b>Traffic Management Scheme</b>	An area-based approach to traffic management, incorporating one or more management measures. Within the National Park this is usually undertaken for environmental and/or safety reasons eg the Upper Derwent Valley.
<b>Traffic Regulation Order</b>	A legal order which allows the highway authority to regulate the speed, movement and parking of vehicles, and the movement of pedestrians.
<b>Traffic restraint</b>	Means by which traffic volumes or their growth might be suppressed.
<b>Transport Infrastructure</b>	Tangible components of a transport system, such as roads, railway lines, highway signs and bus shelters.
<b>Travel Plan</b>	A set of actions drawn up by an organisation or individual, aimed at reducing single-occupancy car use, promoting road safety, and making a positive contribution to the community and the environment. Also called a Green Travel Plan.
<b>Tree Preservation Order</b>	An order made to protect trees that make a significant contribution to the amenity of an area.
<b>Use Class</b>	Classes of use are set out in the Town and Country Planning (Use Classes) Order 1987, as amended by the Town and Country Planning (Use Classes)

	(Amendment) (England) Order 2005.
<b>Vernacular tradition</b>	Design and construction which uses locally available resources and traditions to address local needs. Tends to evolve over time to reflect the environmental, cultural and historical context in which it exists.
<b>Village / Parish / Community Plans</b>	Plans produced by groups within the community that identify priorities for action to improve the environment/economy or social fabric of a village or parish.
<b>Walking distance</b>	Defined as when a supermarket, doctor, pharmacy, post office, primary school and secondary school can be accessed within 30 minutes, either directly on foot or by public transport; and when an outpatients department can be accessed within 60 minutes either directly on foot or by public transport.
<b>Wildlife severance</b>	A term used to describe situations where transport infrastructure, particularly roads, obstructs patterns of wildlife behaviour eg dividing a community, or separating the homes and feeding grounds of animals.
<b>Wild bridges</b>	A bridge designed to carry wildlife over a highway or other cause of wildlife severance; also called green bridges.

## 15. Appendix - Delivery Plan (monitoring, implementation and review)

### What is a Delivery Plan?

- 15.1 PPS12, para 4.52 is clear. To be 'sound' a Core Strategy must be *'justified'* (founded on a robust and credible evidence base), *'effective'* (deliverable, flexible and monitorable) and *'consistent with national policy'*.
- 15.2 In line with guidance and to be found sound, the Core Strategy *'should show how the vision, objectives and strategy for the area, will be delivered and by whom and when'* (PPS12; para 4.45) and *'how much development is intended to happen where, and by what means it will be delivered, together with the arrangements for managing and monitoring the delivery of the strategy'* (para 4.1). *'This includes making it clear how infrastructure which is needed to support the strategy will be provided and ensuring that the plan is consistent with other relevant plans and strategies relating to adjoining areas'* (para 4.45). The process should identify as far as possible, infrastructure needs and costs, phasing of development, funding sources and responsibilities for delivery, (para 4.9). This will help to achieve the necessary investment and ensure best use of assets in the area.
- 15.3 The delivery plan should show that the partners who are essential to its delivery are signed up to it (Para 4.45)
- 15.4 Delivery of the Core Strategies has a long time frame, i.e. 15 years and, as the planning and budgeting processes of different agencies tend to be on shorter timescales, this may mean there is less information available when DPDs come forward than would be ideal so, where necessary, contingency planning scenarios should be built in (para 4.46) and clear arrangements for monitoring and reporting specified (para 4.47).

### The Core Strategy Delivery Plan in the National Park Context

- 15.5 For the Peak District National Park Core Strategy we have considered delivery issues in a way that is proportionate to the statutory designation as a National Park and the very limited expectation of delivery in terms of new buildings and infrastructure. The area is primarily designated to conserve and enhance the valued characteristics of the area as it exists now. The small scale development that is anticipated by this strategy will largely be realised on a site by site basis, incorporating any required infrastructure as part of the approved scheme. Delivery will be focussed on the pursuit of our statutory purposes, hence matters of detailed siting and design, will be key considerations and in achieving high standards of delivery. We will work with key stakeholders and delivery bodies throughout the life of the Plan to monitor changes in needs, opportunities and delivery; report significant issues through the annual monitoring reports and review policies with key stakeholders where necessary.
- 15.6 There are only a very limited number of large scale schemes anticipated through the plan period that may require significant preparation for major infrastructure provision, however there is a need to ensure that the relevant agencies are lined up for small scale, locally needed delivery and that there is sufficient confidence regarding finance, project management, build and longer term management that does need to be evidenced and lined up to ensure the plan is deliverable as required by the soundness tests.
- 15.7 Planning and delivery requires close collaboration with the wide range of stakeholders that help shape local areas and deliver local services, building on collaboration from Local Strategic Partnerships and accountable delivery through Local Area Agreements (PPS12 Para 1.5).
- 15.8 In the case of the public sector, delivery will be affected by public, private and voluntary sectors the 4 regions and 9 Local Authorities covering the National Park. Delivery will also be affected by the 7 Local Area Agreements (LAAs) covering the National Park (for the Derbyshire, Staffordshire, Cheshire East, Oldham, Kirklees, Barnsley and Sheffield areas) See the map at paragraph 1.25. LAAs are statutory three-year agreements (currently for 2008/09 to 2010

/2011), developed by local councils with their partners in a Local Strategic Partnership (LSP), which bring together public, private and voluntary sectors to deliver the Sustainable Community Strategies. As part of the development of LAAs, a growing proportion of government funding streams is now combined in a single Area Based Grant (ABG). This funding is used alongside mainstream budgets to support the achievement of specific 'improvement targets' identified in LAAs. Each of the 7 LAAs that cover the National Park need to be taken into account in drafting the Preferred Approach. A proportionate approach will be taken to delivery of the LAAs, reflecting the characteristics of the National Park and its communities. We aim to check this and liaise with LSPs specifically during consultations on the implications as per government guidance, see "Planning Together – Updated practical guide for LSPs and Planners" (CLG ,April 2009).

- 15.9 Although the National Park has a role to play in delivery of the social, economic and green infrastructure for local communities, it has been identified as having a significant role in contributing to LAA priorities in Derbyshire, Staffordshire, Cheshire and Kirklees; in Derbyshire it will contribute particularly to a number of priorities, including increasing the number of affordable homes, the growth of businesses and improving access to services by public transport, walking and cycling and to adapting to climate change; in both Derbyshire and Staffordshire it will contribute to the reduction in Carbon Dioxide emissions in the Local Authority area; in Kirklees, it will contribute to adult participation in sport and recreation and, in Cheshire, it will contribute particularly to the number of homes provided.

#### **How did we prepare the Delivery Plan?**

- 15.10 Key delivery partners have been included in consultations during the plan- making process.
- 15.11 Some of the main bodies responsible for delivery are the local councils that operate services and help to deliver locally needed homes across the area.
- 15.12 The preparation of this delivery plan and much of the information and evidence that has been used to inform the plan has mainly been collected through a partnership with Derbyshire Dales District Council and High Peak Borough Council, covering the Peak Sub-Area, with further support from Derbyshire County Council, the East Midlands Regional Assembly, and liaison with other constituent authorities, such as Staffordshire Moorlands and Sheffield, to ensure consistency and compatibility of our respective evidence sources and policies across boundaries.
- 15.13 A joint workshop was held in June 2009 with Derbyshire Dales District Council and High Peak Borough Council to enable key delivery partners to understand the role of the Core Strategies for the National Park and High Peak and Derbyshire Dales areas; to ask them to consider how their plans for delivery and investment in the Peak Sub-area might be compatible with the emerging plans of the 3 LDF authorities and to facilitate opportunities for improvements and efficiencies in service and infrastructure delivery. This, together with information separately provided by partners, has resulted in a large amount of useful information that has been used to prepare this plan, along with useful discussion on the respective role of partners operating across the National Park and the wider Peak Sub-area. Further workshops are to be held in November 2009 to consider the Preferred Options.
- 15.14 In addition there have been meetings on specific issues, including delivery, with the responsible authorities, to address specific issues. For instance, with the Derbyshire Dales and High Peak Local Strategic Partnership Affordable Housing Action Group and the Homes and Communities Agency on housing. Meetings are to be arranged with the minerals agencies following the adoption of the Minerals Strategic Action Plan by the National Park Authority in May 2009, with further details agreed in June 2009 (Minutes 31/09 and 57/09 relate).

**What is it we are delivering?**

- 15.15 This document has described throughout how it intends to deal with this issues of soundness. Overall the role of a National Park Authority in preparing a Core Strategy has to be one of a planning authority seeking an appropriate approach to development in the context of legal purposes which constrain the levels of activity and change that can occur. This places a strategic brake on development to achieve these purposes and as such the concept of delivery must also be seen in these terms.
- 15.16 The strategy of the National Park Authority is set out through our Vision, and our Spatial Aims and Objectives. These recognise our commitments to dealing with the big issues facing the National Park today but it is squarely in the context of our overarching strategy document, the National Park Management Plan. This shows that everything we do in working towards our legal purposes is underpinned by concepts of sustainable development and partnership working.
- 15.17 The delivery of new development to meet the various socio-economic needs of the area must be achieved in a way which is compatible with our need to conserve and enhance the natural beauty, wildlife and cultural heritage of the area.
- 15.18 As such a clear theme of proportionality emerges, in terms of the scale, numbers and forms of development that can be realised in this special area. Delivery needs to occur in a variety of alternative ways to allocating land to allow reasonable access to jobs, services, homes, leisure, communications, etc, if we are to achieve our stated goals.

**How can we deliver?**

- 15.19 To deliver our plans we are dependant on a wide range of bodies, and many of these are already engaged with the National Park Authority in actively working with us on our National Park Management Plan.
- 15.20 The table below identifies the key bodies involved in helping to deliver on our spatial aims and it begins to paint a picture of all the work that needs to go on to achieve our strategy.
- 15.21 The role of the National Park Authority is set out, in each case as planning authority and also through some of the other powers and strategy work that we undertake to further our goals. Then alongside the National Park Authority, we have set out the range of other partners and then strategies, functions, powers, etc that they have responsibility for.
- 15.22 We are looking at this stage for delivery partners to confirm whether they consider the preferred options are deliverable and what issues they may raise so we can finalise the details with them prior to submitting the delivery plan.
- 15.23 We would also welcome an indication from delivery partners on whether they would be prepared to be involved in future in the annual programme of monitoring and review

**When will we deliver?**

- 15.24 The Core Strategy has a time horizon of 15 years, but in reality there are many factors that can affect and influence the delivery of the plan in the short term. Other partners' plans for instance might focus on a 3 - 5 year time scale, and the Core Strategy needs to be flexible enough to deal with changing circumstances. As such we will set out our expectations of delivery over a short (0-5 years), medium (6-10 years) and long term (11-15 years) horizon. This begins to highlight the different levels of certainty we can have about how ours plans and those of our partners maybe delivered.
- 15.25 It may also trigger a need for review if circumstances have changed so significantly that the plan is no longer relevant.

Model Delivery Plan Table

**Spatial aims: The Park's communities will be more sustainable and resilient with a reduced level of affordable housing need and improved access to services.**

Preferred approaches to achieve spatial aim	Suggested Delivery body(s)	Resources / Mechanism for Delivery	Timescales for Delivery
GSP3: Sustainable Development Principles	<ul style="list-style-type: none"> <li>o National Park Authority</li> </ul>		
GSP4b: Settlement Strategy	<ul style="list-style-type: none"> <li>o National Park Authority</li> <li>o District, Unitary Housing Departments</li> <li>o Highway Authorities</li> <li>o Registered Social Landlords</li> <li>o Primary Care Trusts</li> <li>o Derbyshire, Staffordshire, Kirklees, Sheffield, Cheshire East Education Authorities</li> <li>o Police and Fire Authorities</li> </ul>		
GSP5: Sustainable design and construction	<ul style="list-style-type: none"> <li>o National Park Authority</li> <li>o District and Borough Council Building Control Departments</li> <li>o Grant providers</li> <li>o Utilities companies</li> <li>o Independent Assessors</li> <li>o Architects and designers</li> </ul>		
GSP6: Securing planning benefits (in line with Community Infrastructure Levy priorities of constituent authorities)	<ul style="list-style-type: none"> <li>o National Park Authority</li> <li>o Developers</li> </ul>		
HC3: Achieving affordable	<ul style="list-style-type: none"> <li>o National Park Authority</li> </ul>		

Preferred Approaches for Core Strategy 2009

<p>housing for local needs                  HC4a: Size, type and tenure of newly provided housing for different groups in the community                  HC4b: Housing for key workers, including those employed in agriculture, forestry or other rural enterprises                  HC5: Increasing the proportion of affordable housing on enhancement schemes including changes of use to existing buildings                  HC6: Identifying housing sites                  HC7: Where to buy existing housing stock for use as affordable housing</p>	<ul style="list-style-type: none"> <li>o Homes and Communities Agency (HCA)</li> <li>o East Midlands Regional Assembly</li> <li>o Landowners</li> <li>o District, Unitary Housing Departments</li> <li>o District Valuers' Offices</li> <li>o Highway Authorities</li> <li>o Registered Social Landlords</li> <li>o Private sector house builders</li> <li>o Parish Councils</li> <li>o Housing Enablers</li> </ul>		
<p>HC8: Community services and facilities</p>	<ul style="list-style-type: none"> <li>o National Park Authority</li> <li>o Town and Parish Councils</li> <li>o Community groups</li> <li>o Rural Community Councils (Derbyshire, Staffordshire, Cheshire, Yorkshire)</li> </ul>		
<p>HC9: Shopping</p>	<ul style="list-style-type: none"> <li>o National Park Authority</li> <li>o Private sector (e.g. petrol, convenience shops)</li> <li>o Post Office Ltd.</li> </ul>		

**Monitoring and Review**

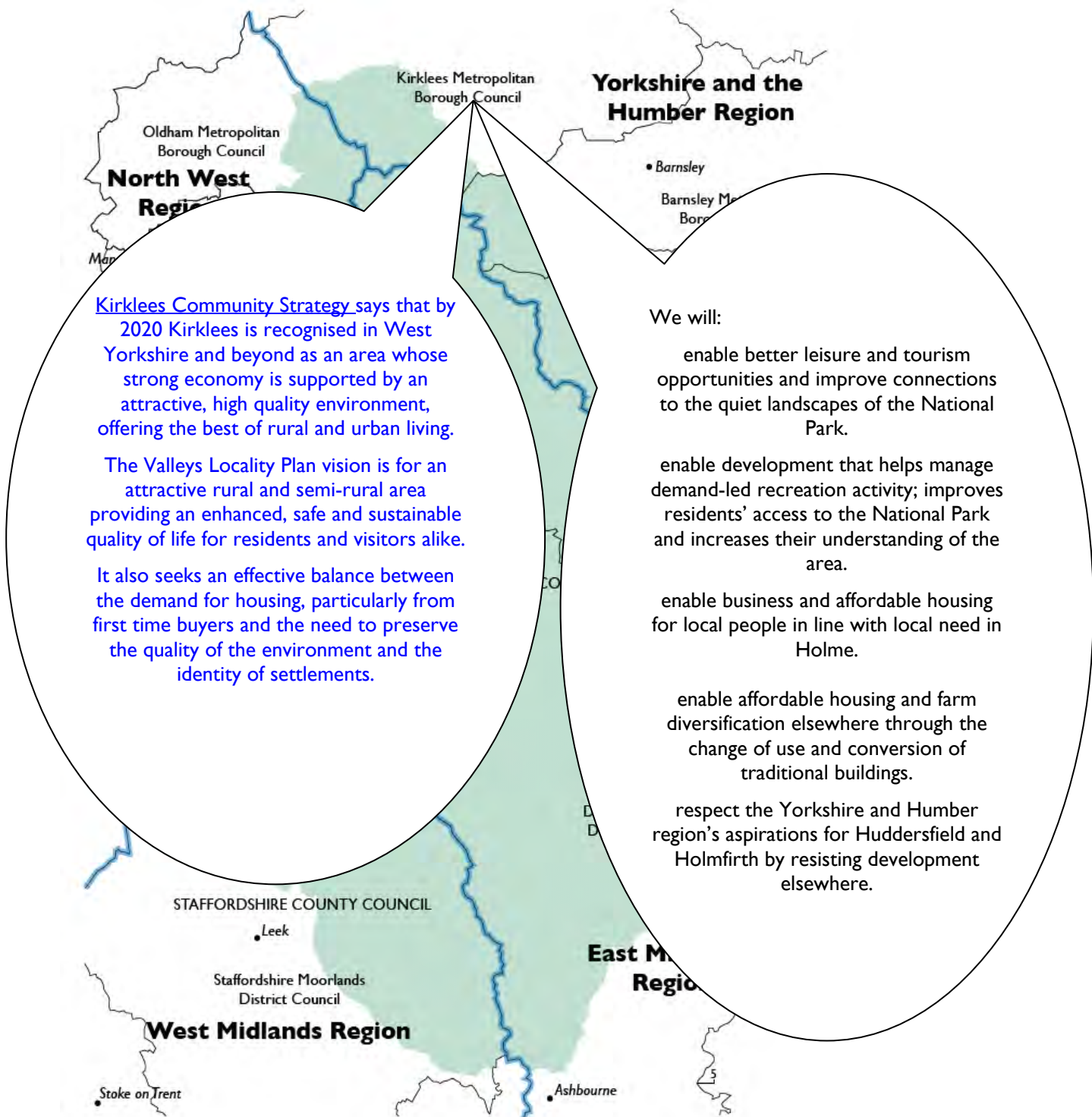
- 15.26 Clear arrangements are necessary for managing delivery of the LDF, including monitoring and reporting. The approach to reviewing the Core Strategy will be based on the production and consideration of the Annual Monitoring Report (AMR). This will enable us to consider how core policies are working towards the achievement of our spatial aims and objectives. Where evidence emerges either through the AMR or other evidence, it may be necessary to bring forward a review of a specific theme or replace or amend a particular policy. This will be considered by the Authority and with the relevant delivery partners and reported in the AMR.
- 15.27 It will be desirable to continue the joint working with local constituent authorities on the strategic evidence studies needed to underpin the Core Strategy, such as Strategic Housing Needs Surveys and Employment Land Reviews. A schedule of review for key evidence sources will be prepared to support any future need for reviews.
- 15.28 The Delivery Plan will show how each policy will be implemented and monitored, taking into account the national and regional plan monitoring framework.
- 15.29 Progress on the Local Development Scheme and the Local Development Framework is monitored by the Annual Monitoring Report. This shows whether the policies are achieving their intended objectives or whether there are unexpected trends or changes in circumstances that would necessitate a review and what we intend to do about it. The AMR currently monitors the period from 1991. Monitoring will be tailored to national requirements; the policies in the Core Strategy, which will come into effect in 2011; and complement regional monitoring. It will include existing indicators where appropriate to show long term trends and others stemming from the evidence base reports. It will include indicators monitored annually plus the results of additional research periodically, prompted by the availability of important datasets, such as the 2011 Census, and the indicators themselves.
- 15.30 An overview of delivery issues for the Core Strategy is included at the beginning of each theme. As part of our thinking on the development of the Core Strategy, we are identifying estimates for identifying how we hope to deliver on the emerging core policies, measurable outcomes and indicators to measure the performance of the plan against the policies in the Core Strategy.
- 15.31 The organisations and groups who are involved, together with other plans and strategies which will help to take forward these policies have also been shown in the table. The Authority will work with these other organisations to help to deliver, monitor and review the Core Strategy and Development Management Policies. Wherever appropriate and practical, we will align the monitoring with that for the Regional Plan, Sustainable Community Strategies and Local Area Agreements and, work towards further harmonization of the monitoring across the National Park, where possible. In some cases the priorities are inappropriate to the National Park because of National Park Purposes or the different characteristics of the area or local communities within the National Park and in some cases data is unavailable due to confidentiality restrictions or the cost of gathering it is disproportionate to the value of the data for monitoring.
- 15.32 Regular reviews will follow government's good practice guidance, as appropriate to National Park Purposes. A review will be triggered if monitoring indicates that there are changes to national or regional policy or to the state of the national park and local communities or to the plans of key delivery bodies which questions the assumptions and objectives behind the policies significantly, or if policies are seen not to be achieving their objectives or targets or have perverse consequences.

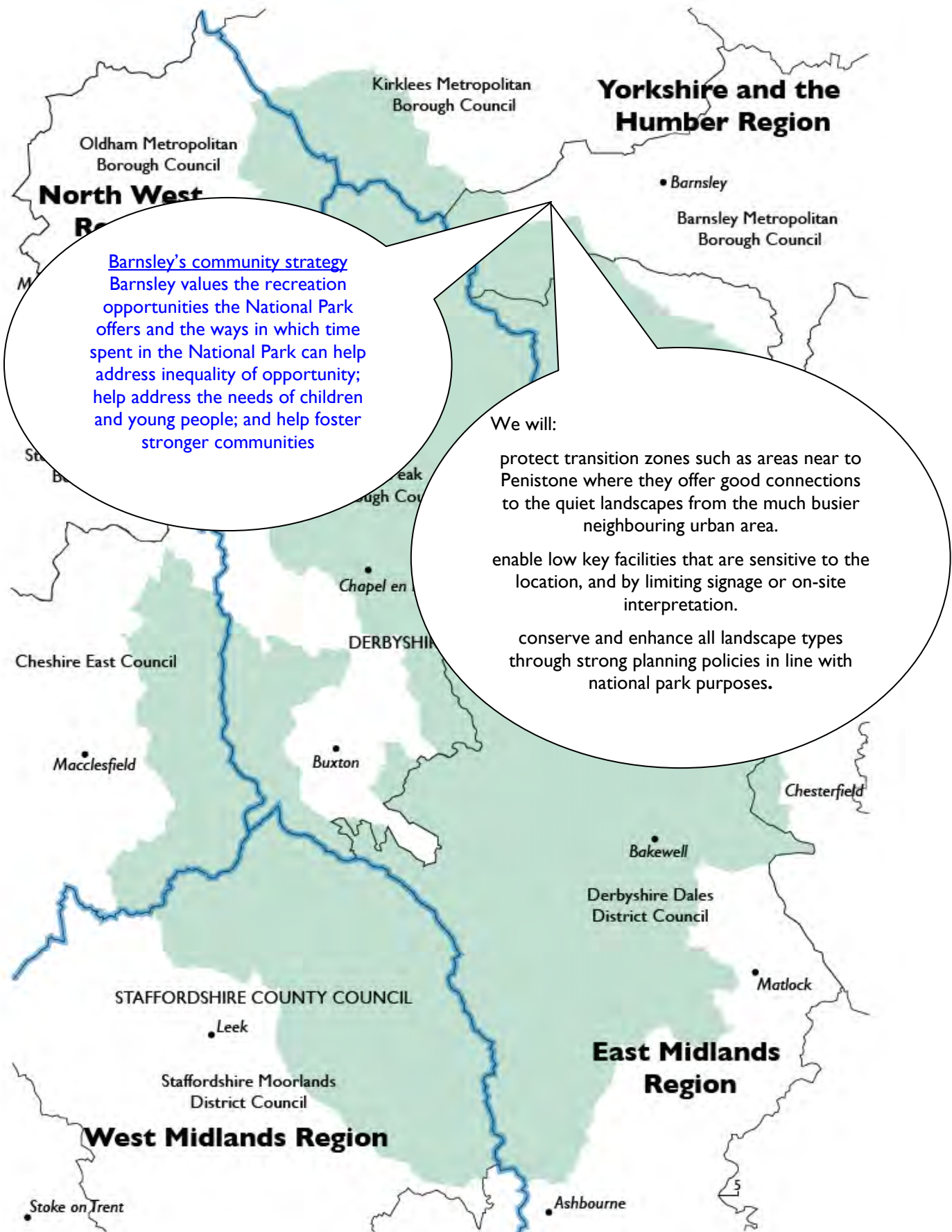


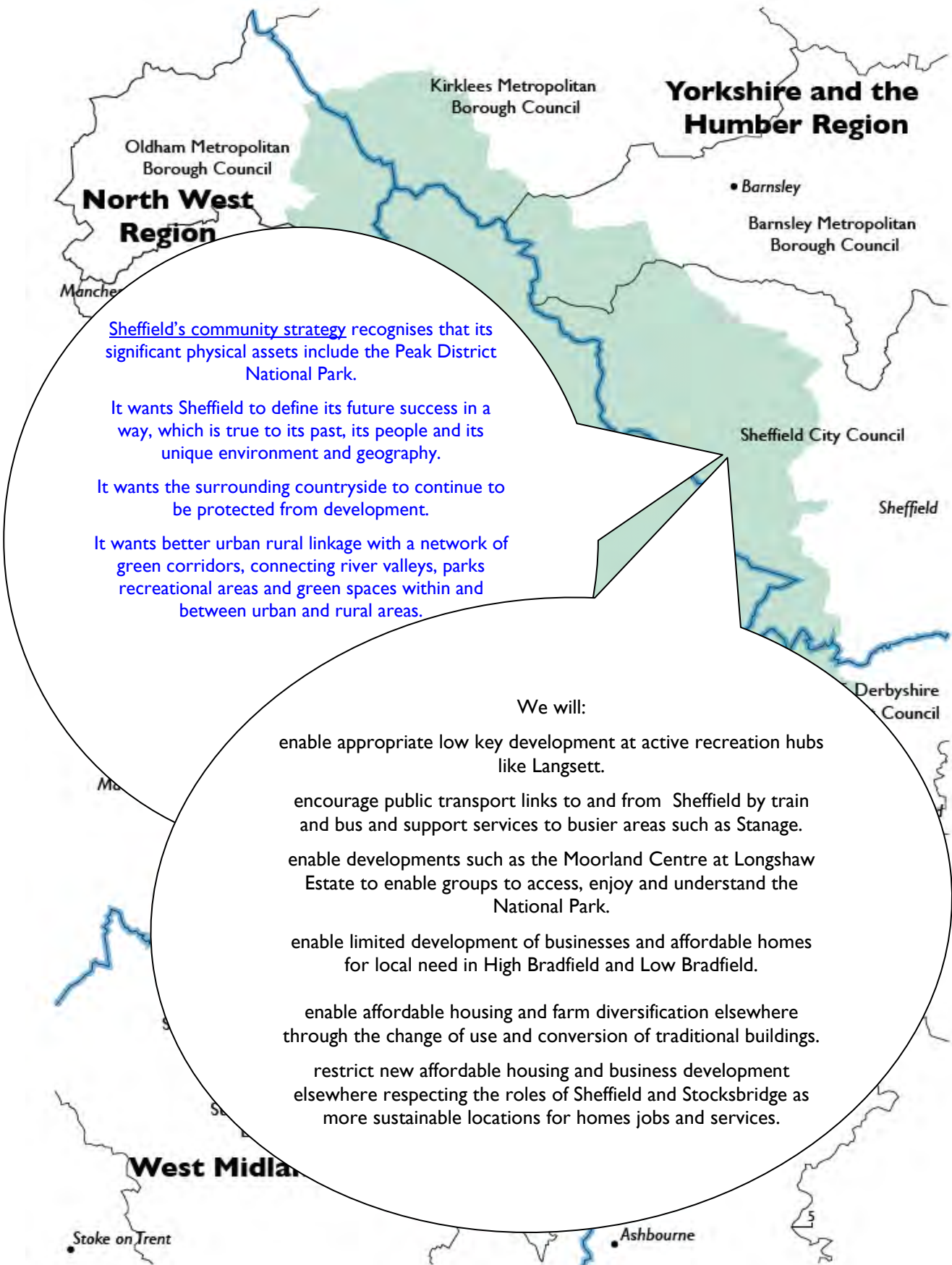
**Model Monitoring Table**

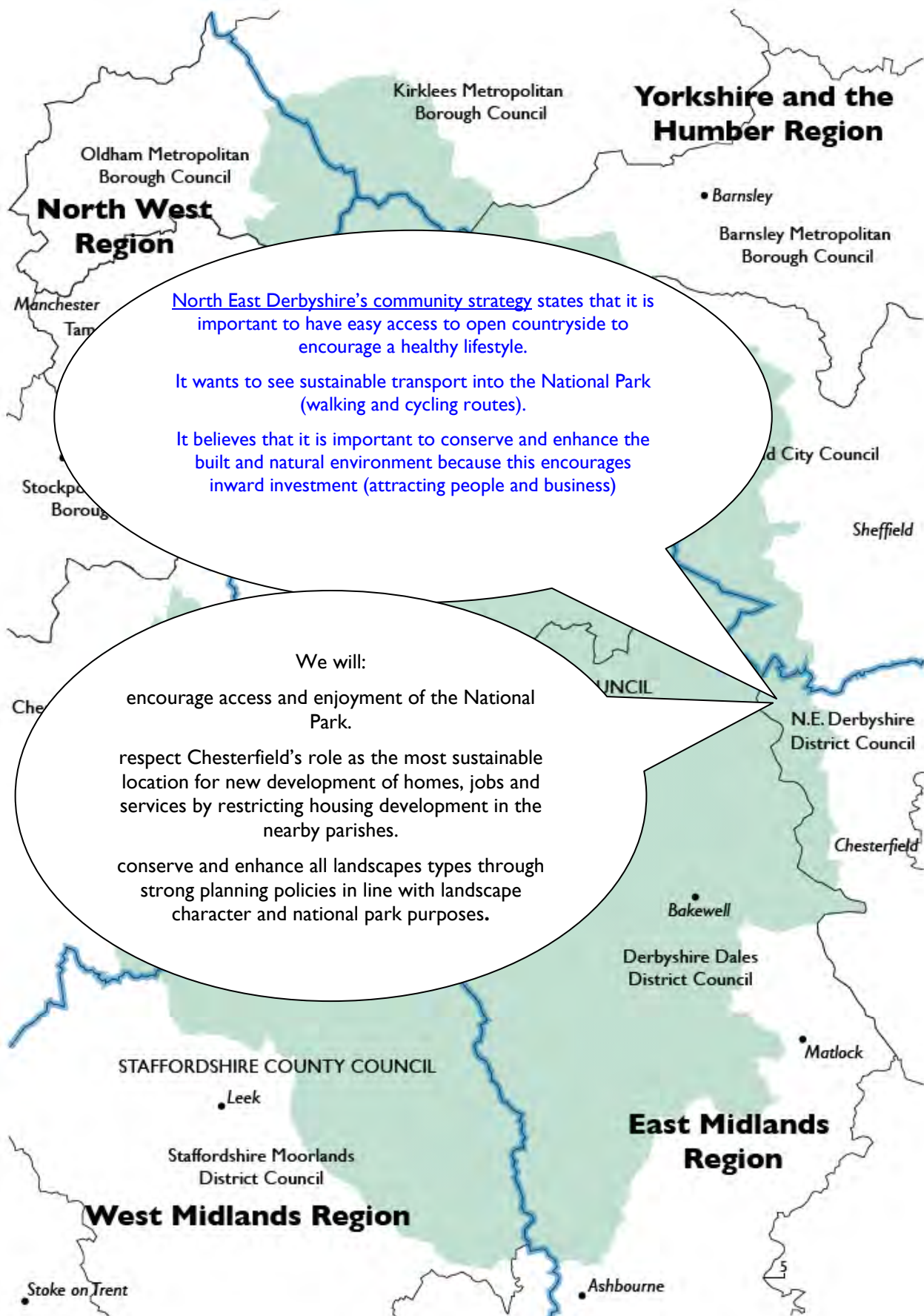
<b>Policy: GSP3 – Sustainable Development Principles for the National Park</b>					
<b>Indicator Type</b>	<b>Indicator</b>	<b>Estimate</b>	<b>Links to existing indicators</b>	<b>Data source</b>	<b>Issues / Comments</b>
<b>Contextual indicator</b>					
<b>Local Indicator</b>					
<b>Significant effect</b>					

16. Appendix - Community Strategy Maps









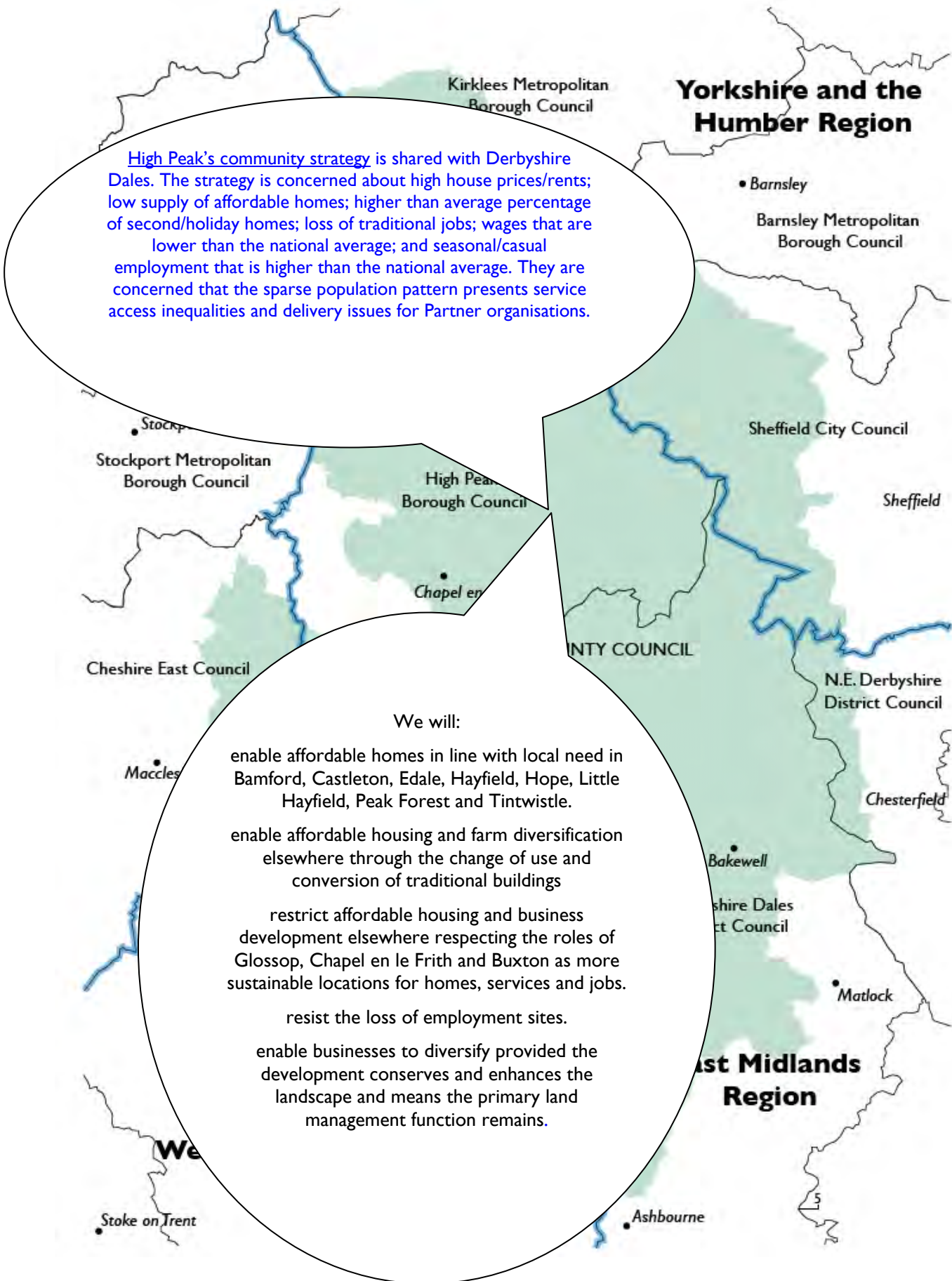
North East Derbyshire's community strategy states that it is important to have easy access to open countryside to encourage a healthy lifestyle.

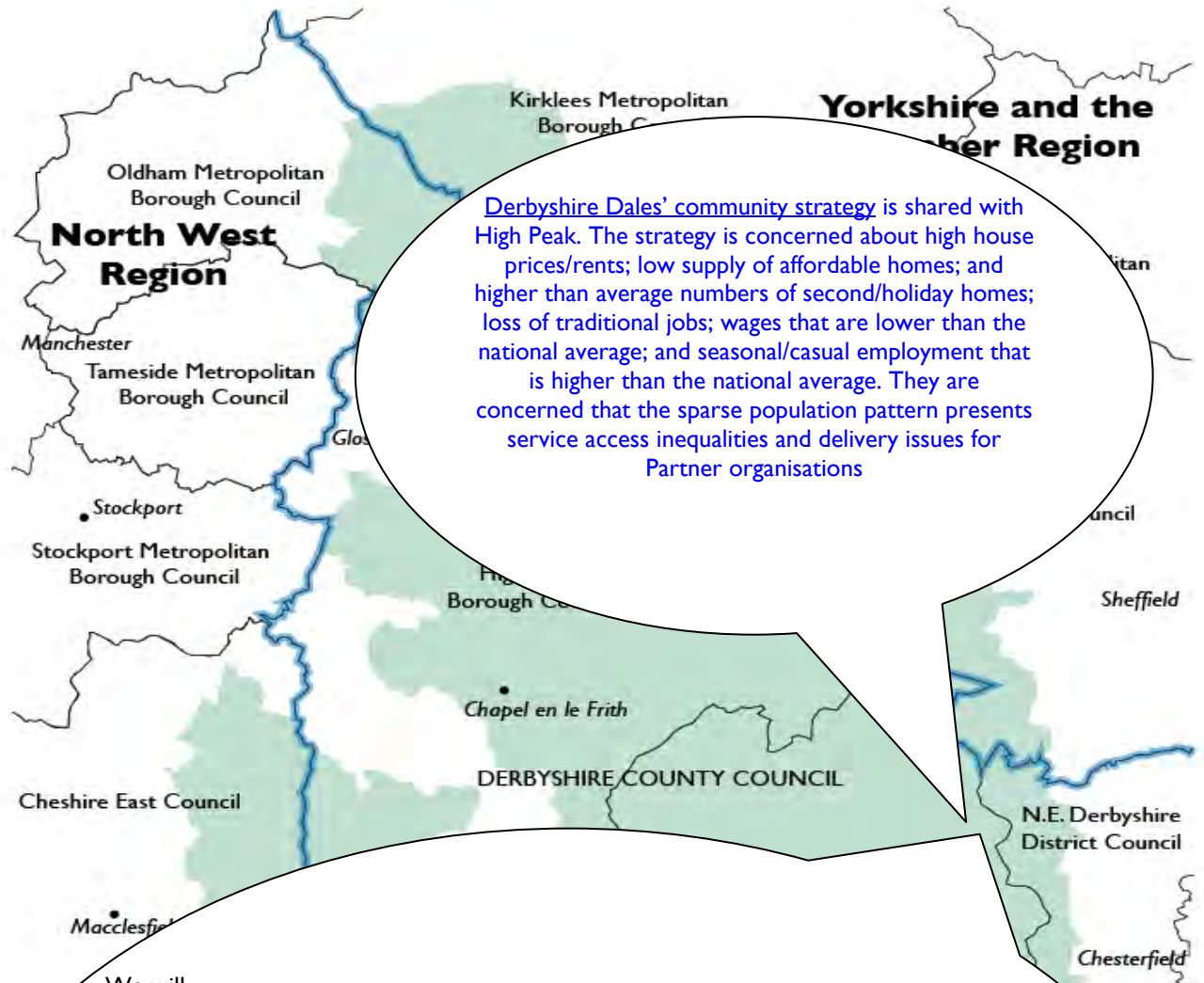
It wants to see sustainable transport into the National Park (walking and cycling routes).

It believes that it is important to conserve and enhance the built and natural environment because this encourages inward investment (attracting people and business)

We will:

- encourage access and enjoyment of the National Park.
- respect Chesterfield's role as the most sustainable location for new development of homes, jobs and services by restricting housing development in the nearby parishes.
- conserve and enhance all landscapes types through strong planning policies in line with landscape character and national park purposes.

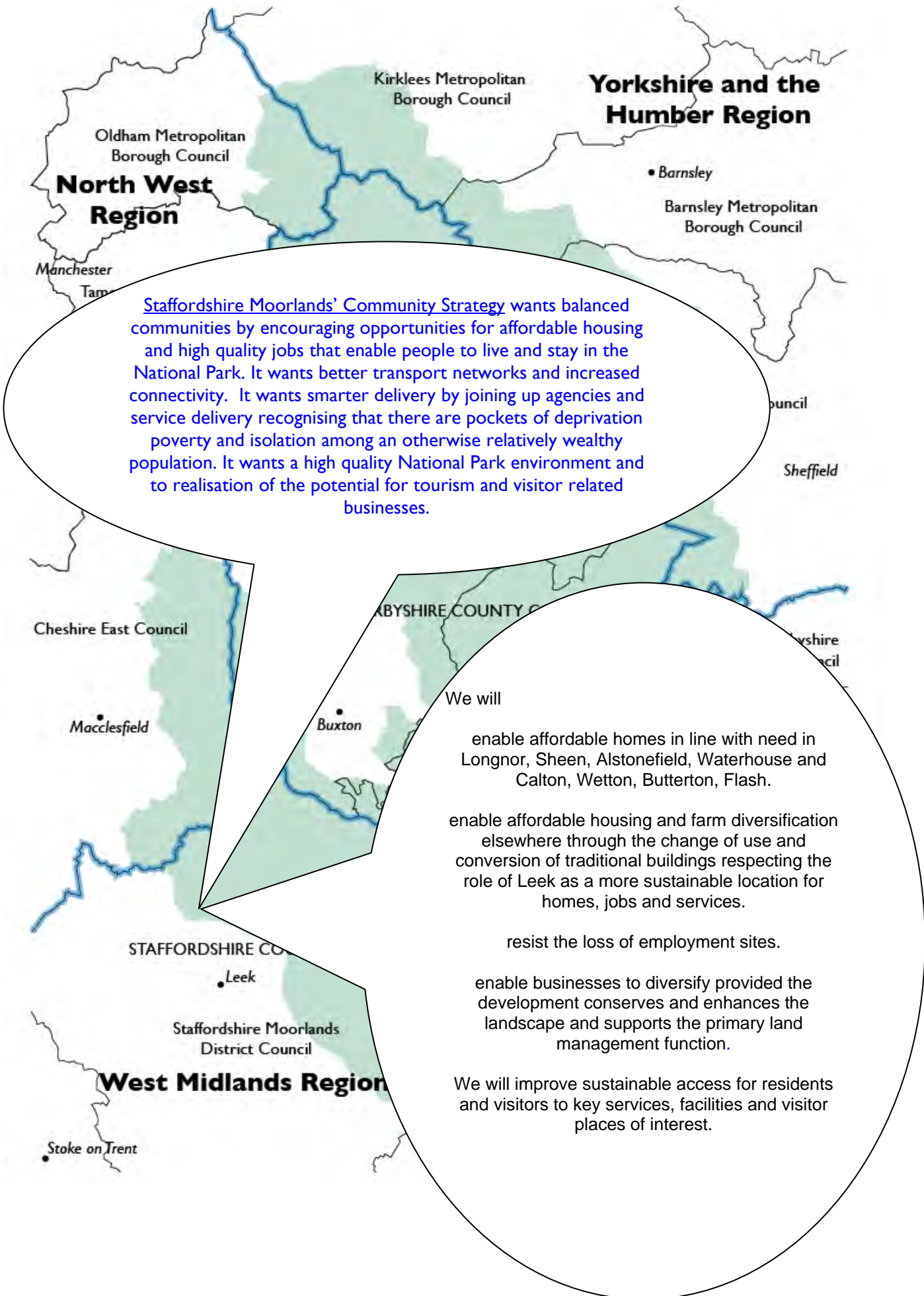




Derbyshire Dales' community strategy is shared with High Peak. The strategy is concerned about high house prices/rents; low supply of affordable homes; and higher than average numbers of second/holiday homes; loss of traditional jobs; wages that are lower than the national average; and seasonal/casual employment that is higher than the national average. They are concerned that the sparse population pattern presents service access inequalities and delivery issues for Partner organisations

We will

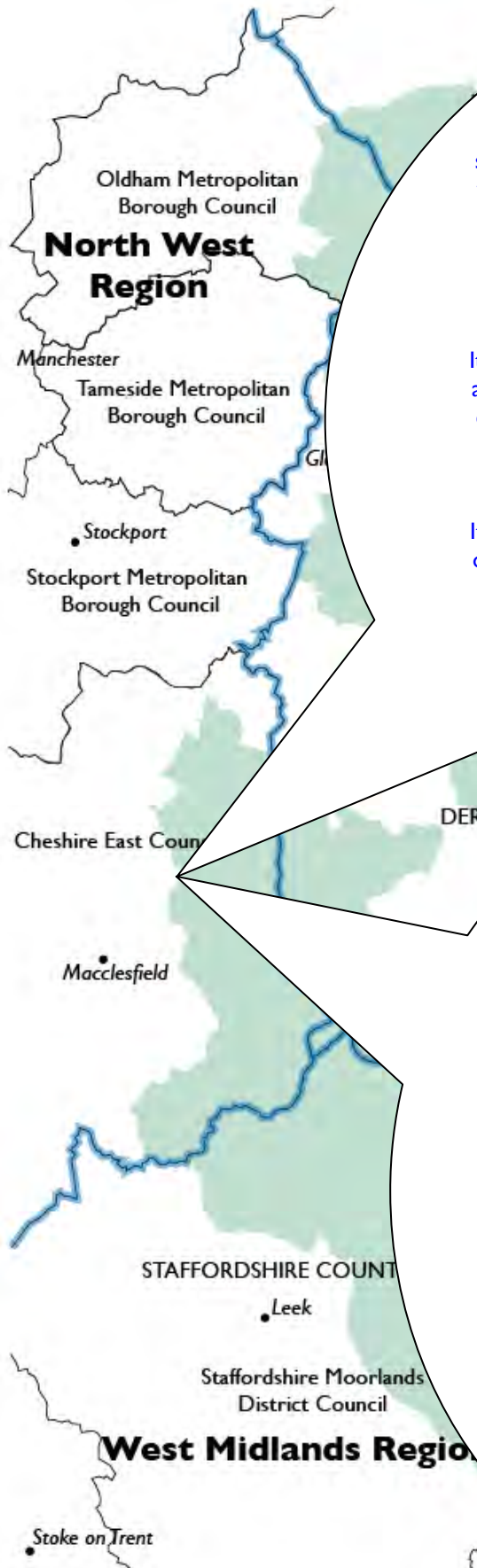
- enable affordable homes in line with local need in Bakewell, Baslow, Bradwell, Great Longstone, Hartington, Tideswell, Youlgrave, Ashford, Beeley, Biggin, Birchover, Calver, Chelmorton, Curbar, Earl Sterndale, Edensor, Elton, Eyam, Fenny Bentley, Flagg, Foolow, Froggatt, Great Hucklow, Grindleford, Hathersage, Litton, Middleton by Youlgrave, Monyash, Over Haddon, Parwich, Pilsley, Rowsley, Stanton-in-Peak, Stoney Middleton, Taddington, Thorpe, Tissington, Wardlow, Wensley, Winster.
- enable affordable housing and farm diversification elsewhere through the change of use and conversion of traditional buildings
- we will restrict new affordable housing and business development elsewhere respecting the roles of Matlock, Wirksworth and Ashbourne as more sustainable locations for homes, jobs and services.
- we will enable businesses to diversify provided the development conserves and enhances the landscape and supports the primary land management function.
  - we will resist the loss of employment sites.
- enable businesses to diversify provided the development conserves and enhances the landscape and means the primary land management function remains.



Staffordshire Moorlands' Community Strategy wants balanced communities by encouraging opportunities for affordable housing and high quality jobs that enable people to live and stay in the National Park. It wants better transport networks and increased connectivity. It wants smarter delivery by joining up agencies and service delivery recognising that there are pockets of deprivation poverty and isolation among an otherwise relatively wealthy population. It wants a high quality National Park environment and to realisation of the potential for tourism and visitor related businesses.

- We will
  - enable affordable homes in line with need in Longnor, Sheen, Alstonefield, Waterhouse and Calton, Wetton, Butterton, Flash.
  - enable affordable housing and farm diversification elsewhere through the change of use and conversion of traditional buildings respecting the role of Leek as a more sustainable location for homes, jobs and services.
  - resist the loss of employment sites.
  - enable businesses to diversify provided the development conserves and enhances the landscape and supports the primary land management function.
- We will improve sustainable access for residents and visitors to key services, facilities and visitor places of interest.





East Cheshire Unitary Council does not have a community strategy but Macclesfield's Community Strategy states that the visual appearance of the National Park is important and that it is important to prevent inappropriate development.

It recognises the many opportunities for recreation but it is also concerned at high levels of cross park traffic.

It considers that rural isolation from services is becoming more apparent and that any settlement hierarchy should be based on communities and their zones of influence, recognising the role and importance of the large settlements just outside the National Park.

It is preferable to direct housing development to sites allocated on plans rather than purely where the need arises because this will represent a more sustainable pattern of development.

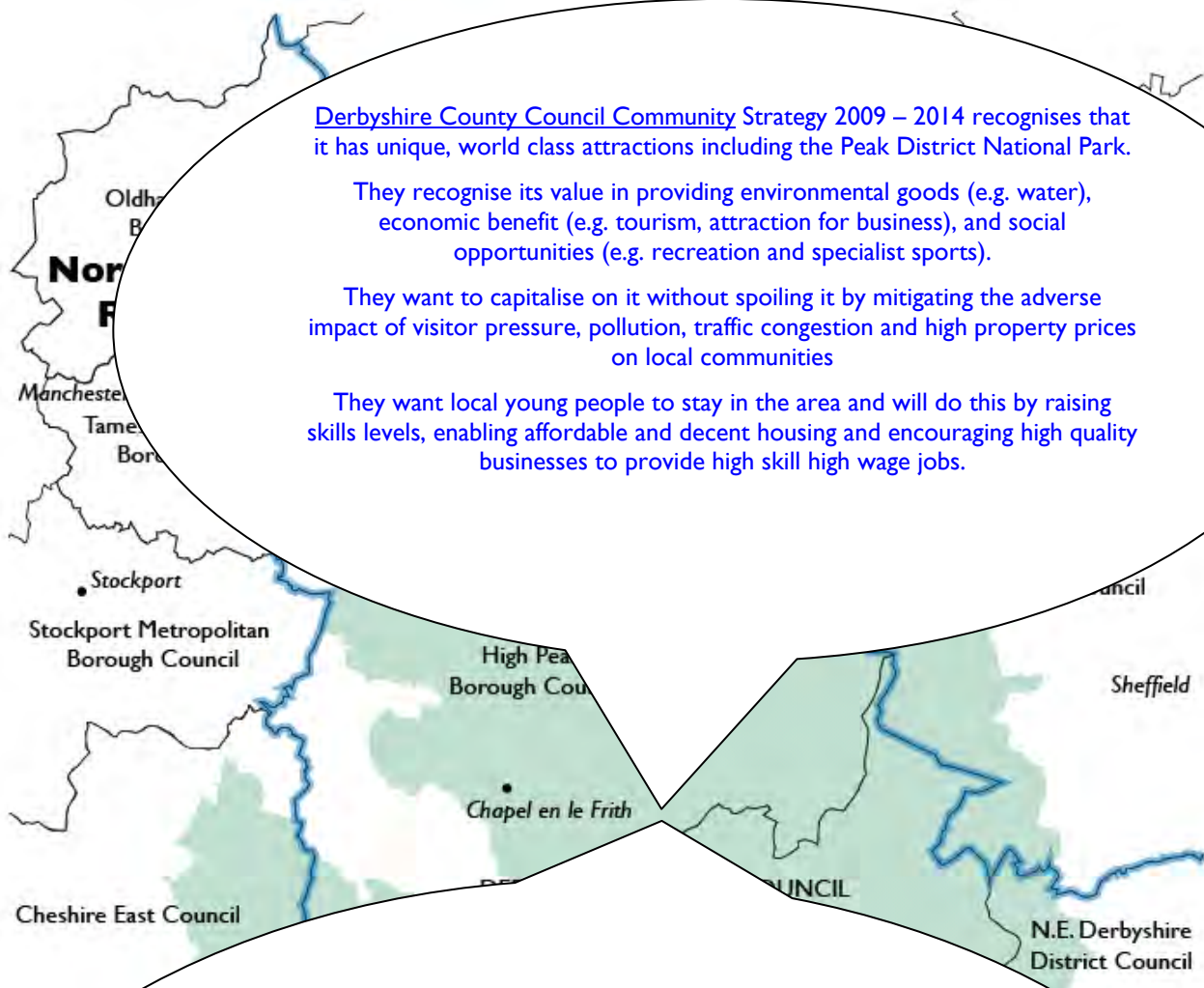
We will:

- enable affordable homes in line with local need in Rainow and Kettleshulme.

- enable affordable housing and farm diversification elsewhere through the change of use and conversion of traditional buildings

- restrict affordable housing and business development elsewhere respecting the roles of Macclesfield as a more sustainable location for homes, jobs and services.

- enable development of new infrastructure in places such as Goyt Valley which we call 'active recreation hubs' and which provide a springboard for enjoyment of the National Park. They provide good access to places that are used on a regular basis by those pursuing specific interests/activities on a regular basis.



[Derbyshire County Council Community Strategy 2009 – 2014](#) recognises that it has unique, world class attractions including the Peak District National Park.

They recognise its value in providing environmental goods (e.g. water), economic benefit (e.g. tourism, attraction for business), and social opportunities (e.g. recreation and specialist sports).

They want to capitalise on it without spoiling it by mitigating the adverse impact of visitor pressure, pollution, traffic congestion and high property prices on local communities

They want local young people to stay in the area and will do this by raising skills levels, enabling affordable and decent housing and encouraging high quality businesses to provide high skill high wage jobs.

We will:

conserve and enhance the world class National Park environment for all, recognising the special characters of the white and dark peak landscapes.

conserve and enhance the built environment but value the richness and diversity of cultural activity.

increase opportunities for recreation and sports for both visitor and residents.

work with communities to achieve positive enhancements to the environment that going beyond simply mitigating adverse impacts.

improve the quality and quantity of natural resources for this and surrounding areas and reduce the adverse impact and extent of mineral working over time.

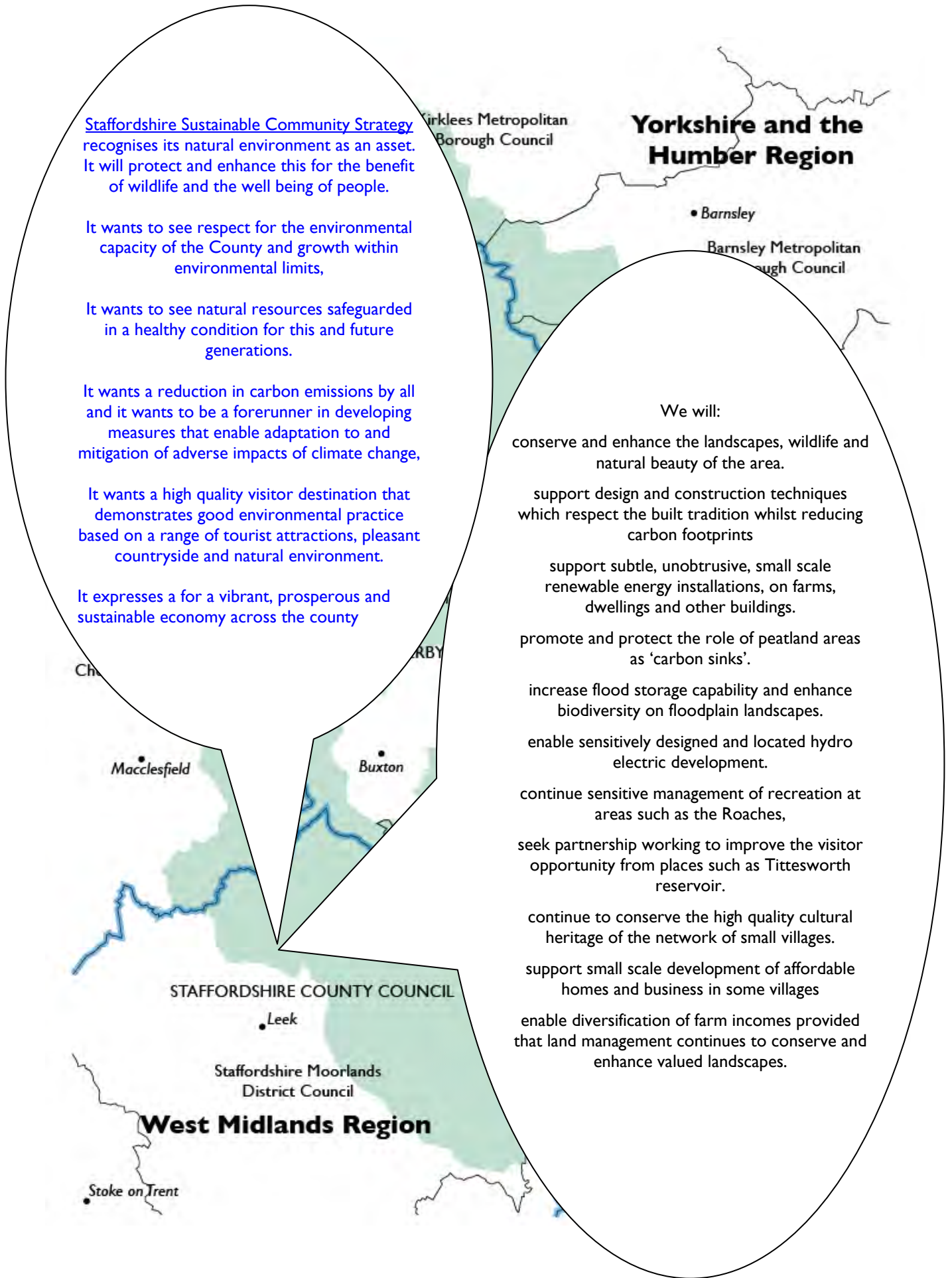
enable high wage low impact industry in a wide range of settlements whilst supporting the role of agriculture to the valued landscapes and the economy.

enable affordable housing across a wide range of settlements and reinforce the role of Bakewell as a thriving historic market town.

encourage better co-ordinated public transport for all to improve access to jobs and services and reduce adverse impacts of traffic on the environment.

reduce the impact of mineral working whilst recognising its economic value to the area

encourage better co-ordinated public transport between settlements for both residents and visitors to reduce congestion.



Staffordshire Sustainable Community Strategy recognises its natural environment as an asset. It will protect and enhance this for the benefit of wildlife and the well being of people.

It wants to see respect for the environmental capacity of the County and growth within environmental limits,

It wants to see natural resources safeguarded in a healthy condition for this and future generations.

It wants a reduction in carbon emissions by all and it wants to be a forerunner in developing measures that enable adaptation to and mitigation of adverse impacts of climate change,

It wants a high quality visitor destination that demonstrates good environmental practice based on a range of tourist attractions, pleasant countryside and natural environment.

It expresses a for a vibrant, prosperous and sustainable economy across the county

## Yorkshire and the Humber Region

We will:

conserve and enhance the landscapes, wildlife and natural beauty of the area.

support design and construction techniques which respect the built tradition whilst reducing carbon footprints

support subtle, unobtrusive, small scale renewable energy installations, on farms, dwellings and other buildings.

promote and protect the role of peatland areas as 'carbon sinks'.

increase flood storage capability and enhance biodiversity on floodplain landscapes.

enable sensitively designed and located hydro electric development.

continue sensitive management of recreation at areas such as the Roaches,

seek partnership working to improve the visitor opportunity from places such as Tittesworth reservoir.


continue to conserve the high quality cultural heritage of the network of small villages.

support small scale development of affordable homes and business in some villages

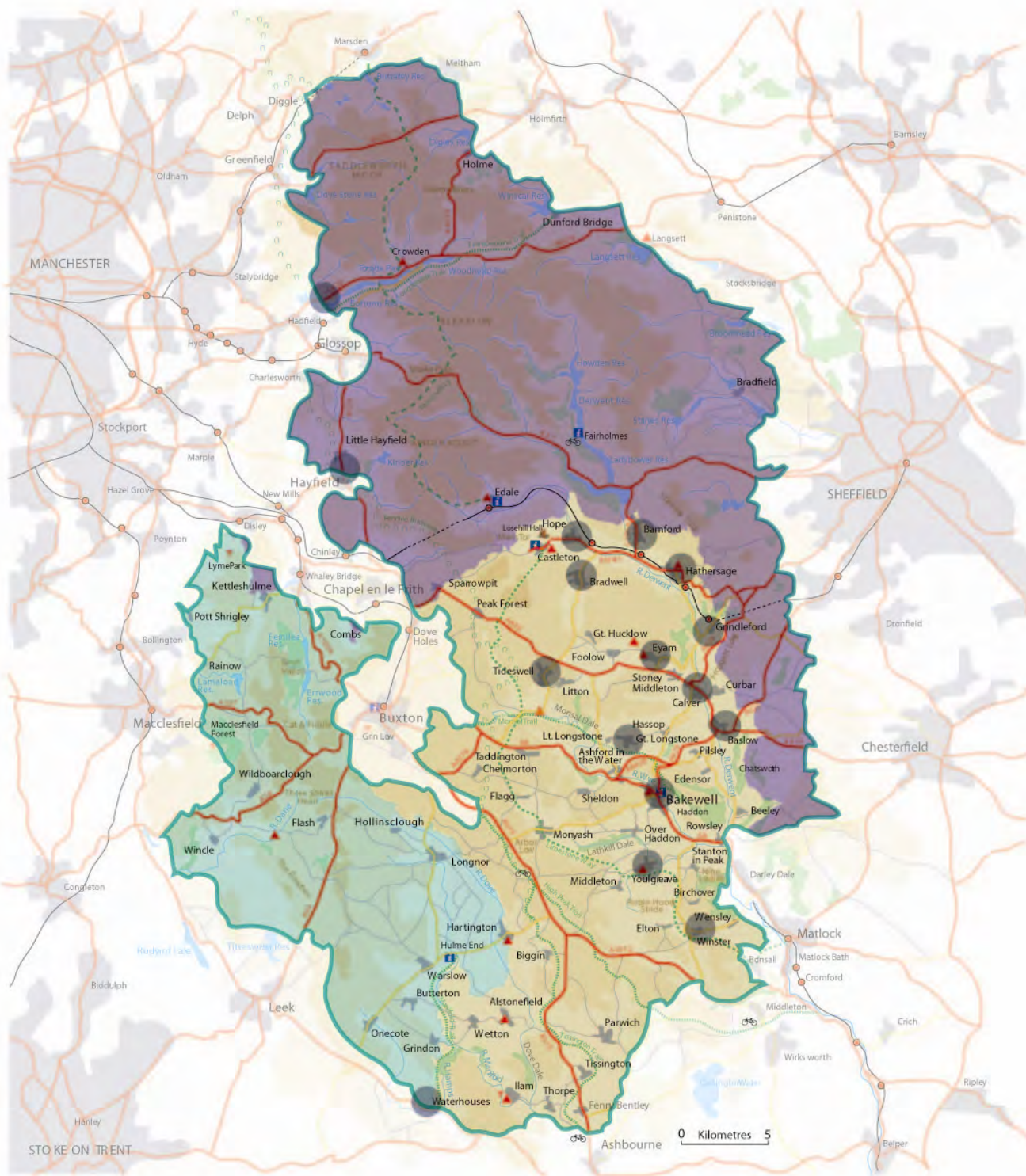
enable diversification of farm incomes provided that land management continues to conserve and enhance valued landscapes.

# 17. Appendix - Refined Options for Settlement Strategy

## Settlement Strategy Option 1

 Larger more sustainable settlements

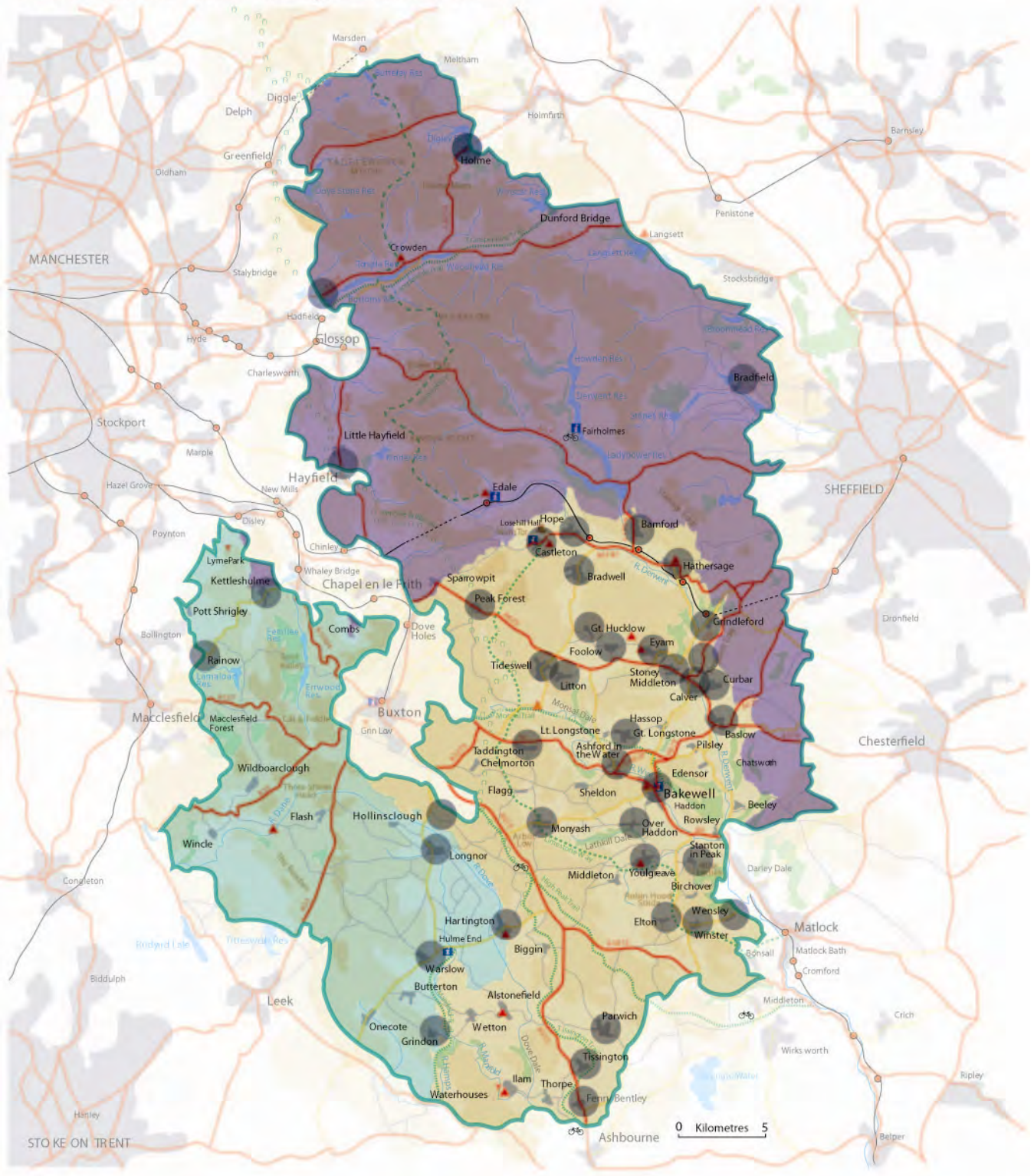
Concentrate development in the larger settlements



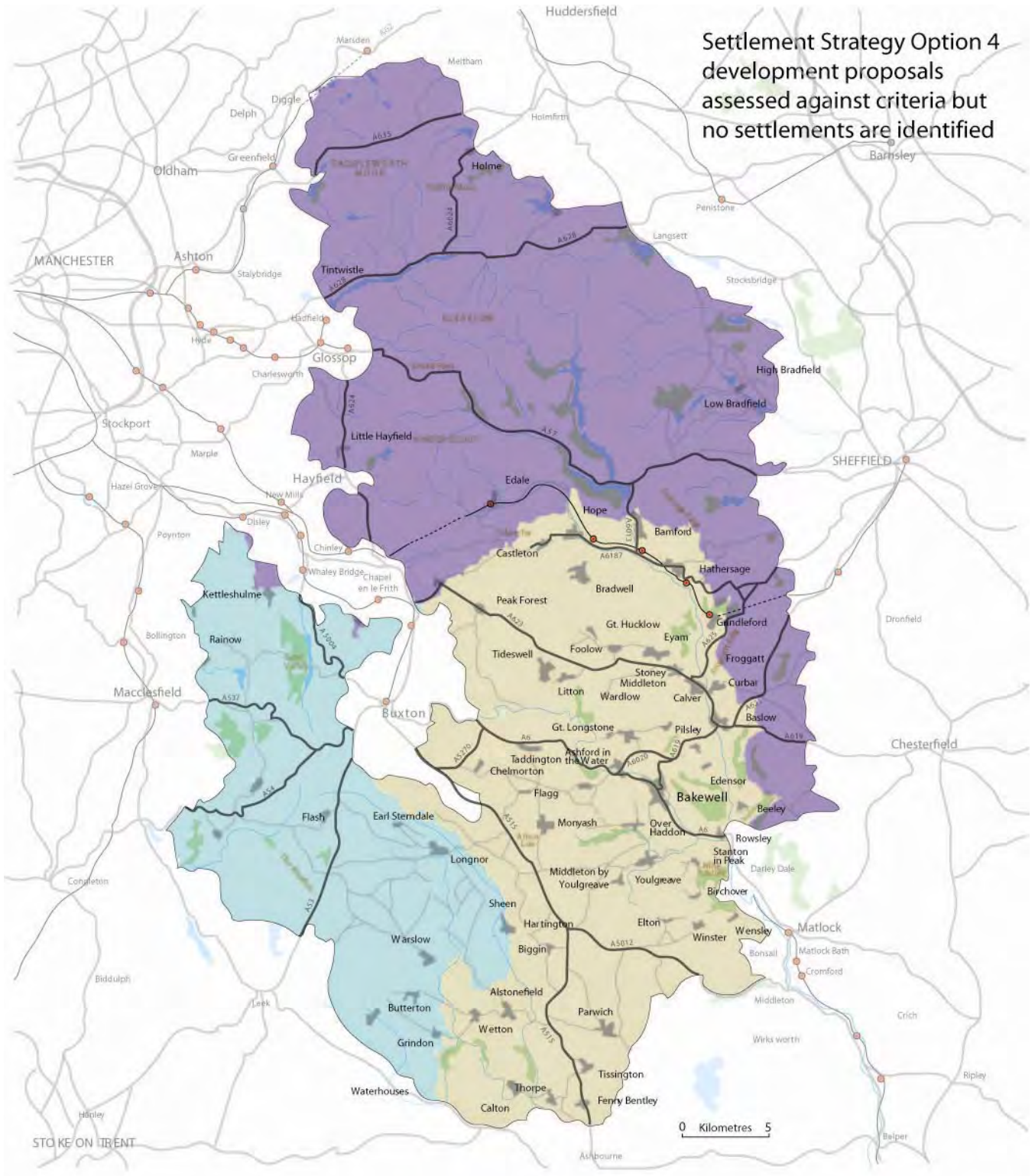
# Settlement Strategy Option 2

● Settlements that might be listed within policy under this option

Re-cast the current Local Plan designated settlements list on basis of its current size, population, services and ability to accommodate more housing or business units.







### Settlement Strategy Option 5

Large range of settlements where development is acceptable in principle but dependant on capacity

