

## **APPENDIX 1**

### **Peak District National Park Authority**

#### **Local Development Framework**

#### **Core Strategy Development Plan Document - Submission Version**

## Foreword

### By the Chair of the National Park Authority

I am pleased to introduce you to this plan, which is the first Document to be produced in the emerging Peak District National Park Local Development Framework. This plan is called the Core Strategy and replaces the strategic policies set out in successive Structure Plans. It is important for a document such as this to be both forward looking, with policies to help us respond positively to the constant changes in society, to the economy and fundamentally on this protected landscape. Also we should ensure that we do not lose sight of the original purpose of national parks and the need for open space, contact with nature and an appreciation of our heritage also remain vital elements of a modern society.

An important consideration is the concept of spatial planning at the heart of shaping the future of our environment, and the connection that land-use plans must have to the strategies and priorities prepared by other service providers. Local priorities are set out in the Sustainable Community Strategies of the constituent authorities, sharing the area of the National Park. These priorities have been reconciled first through our National Park Management Plan and now in the Local Development Framework Core Strategy and we are keen to develop a close relationship between these headline strategy documents to ensure that people living close by or in the National Park have their legitimate needs met at the same time that we are achieving the purposes for which the National Park was designated.

There are some important principles that remain from previous plans but also some new opportunities to help us manage and protect our National Park. I would wish to emphasise the National Park Authority's commitments:

- As a spatial planning authority, we will control and manage development so as to conserve and enhance the valued characteristics of the National Park, now and for future generations.
- We will strengthen our commitment to create sustainable communities helping us to care for the natural beauty and the environment that is the National Park whilst responding to the new challenges of climate change, constraints on natural resources and rising energy costs. There is an increased focus on sustainable building, reducing greenhouse gas emissions, the prudent use of scarce natural resources, reducing the need for energy and greater energy efficiency.
- We are committed to the promotion of excellence in design in order to conserve and enhance the natural and built environment, to inspire and raise standards and to promote opportunities for new and sustainable approaches.
- We are committed to conserving and enhancing the diverse landscapes of the National Park through new knowledge acquired through the Landscape Character Assessment. We will also continue to resist development in the Natural Zone.
- We will continue to support the National Park's communities by developing our innovative approaches for providing locally needed affordable homes and by seeking to retain shops, services and community facilities which are vital to our communities.
- We will continue to encourage small-scale business development and help farmers and land managers to look after our landscapes. We also recognise the important contribution of tourism and recreation to the local economy.
- The policy for creating new roads is more demanding than before and our resolve to resist the pressures to accommodate new car parks is undiminished. On the other hand, our policies encourage sustainable modes of travel.

- We remain committed to seeking a reduction in extraction of minerals and have sought to respond positively to the demand for minerals which are unique to the National Park in the case of fluorspar and building stone.

We hope that the principles set out in this plan will continue to provide a strong framework for decision making into the future with the added flexibility that the Local Development Framework offers to review policies and find effective solutions for the long term management and care for this living landscape. We will also continue to foster the positive joint working that has emerged through this process to create a sound evidence base, and forge effective partnerships for delivering the spatial strategy.

Narendra Bajaria CBE, Chair of the National Park Authority, May 2010

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## **1. Schedule of Policies**

DS1: Development Strategy

GSP1: Securing National Park purposes

GSP2: Achieving enhancement of the National Park

GSP3: Development Management principles

GSP4: Securing Planning Benefit

L1: Landscape character and valued characteristics

L2: Sites of biodiversity or geo-diversity importance

L3: Cultural Heritage assets of archaeological, architectural, artistic or historic significance

RT1: Recreation, educational and environmental interpretation

RT2: Hotel, Bed and Breakfast and Self Catering Accommodation

RT3: Caravans and Camping

CC1: Climate Change and Sustainable Building.

CC2: Low Carbon and renewable energy development

CC3: Waste management

CC4: Flood risk and water conservation

HC1: New dwellings

HC2: New dwellings for workers in agriculture, forestry, or other rural enterprises

HC3: Buying existing dwellings to add to the affordable housing stock

HC4: Gypsy, Traveller or Showman's sites

HC5: Provision and retention of community services and facilities

HC6: Shops, professional services and related activities

E1: Business development in towns and villages

E2: Businesses in the countryside

MIN1: Minerals development

MIN2: Fluorspar proposals

MIN3: Local small-scale building and roofing stone

MIN4: Mineral safeguarding

T1- Reducing the general need to travel and encouraging sustainable transport.

T2 - Reducing and directing traffic

T3 - Design of transport infrastructure

T4 - Managing the Demand for Freight Transport

T5: Managing the demand for rail, and reuse of former railway routes

T6: Routes for walking, cycling and horse riding, and waterways

T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks.

## **2. How to use this Plan**

### **Considering the whole plan**

- 2.1 ***In order to gain the best understanding of this spatial strategy it is essential to consider the plan as a whole.*** It is an interrelated plan in which individual elements must be read and understood as components of an overall approach to the future spatial planning of the National Park.

### **Approach to cross-referencing**

- 2.2 For practical purposes cross references are kept to a minimum and only made where it is particularly important to clarify the relationship between areas of policy.
- 2.3 Other policy linkages are generally not identified because attempting to identify all such links may be misleading as it is impossible to pre-empt all potential combinations of policy that might apply to a particular type of development. In addition, detailed cross-references would lead to a less concise and readable document.

### **Spatial Outcomes**

- 2.4 It is vital for a spatial plan to be clear how core policies will help to achieve the vision for the area. A spatial expression of the Vision, linking this plan directly to the National Park Management Plan is set out in the Spatial Outcomes for the National Park, i.e. the outcome of the strategy by 2026. Each section then describes how core policies will contribute to these outcomes in relation to the National Park as a whole and for defined spatial areas.

### **Different styles of spatial policy**

- 2.5 Spatial policies have a wider scope than traditional matters of development control, and can be used to express the spatial impact of activities, actions, and measures needed to achieve the sustainable development of an area. In the National Park, spatial policies are a key mechanism for achieving a sustainable outcome whilst achieving the statutory purposes of National Park designation. Spatial policies are used in a variety of ways:
- Defining the spatial strategy (e.g. DS1 - The Development Strategy)
  - Managing development (e.g. E1 – Business development in towns and villages)
  - Influencing actions, investment and programmes of statutory bodies (e.g. HC3 - Buying existing dwellings to add them to the affordable housing stock)
- 2.6 Policies are pitched at a strategic level, either as a single statement or as a set of numbered principles. In a limited number of cases, criteria are also used where these are considered particularly important to support the delivery of the Core Strategy in advance of the Development Management Policies Development Plan Document (DPD).

### **Applying Development Plan policies in sequence**

- 2.7 The Development Plan for the National Park comprises the objectives and policies of the East Midlands Regional Plan together with the Peak District National Park Local Development Framework and the Peak District National Park Local Plan 2001. The Local Plan will subsequently be replaced by a Development Management Policies DPD with a related Proposals Map, and a series of more detailed Supplementary Planning Documents.
- 2.8 The principle behind the LDF as a whole, is that all relevant documents need to be read in sequence.

### **3. Introduction to the Core Strategy**

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- 3.1 The Peak District National Park is an asset of national, regional and local importance and plays a special role in the centre of England. The area contains 1,438 sq km (555 square miles) of contrasting landscapes valued by millions of people, and providing spectacular natural beauty, an extensive range of biodiversity and many villages, sites and features of rich cultural interest. The National Park is a diverse landscape that provides inspiration and enjoyment to visitors and residents alike.
- 3.2 The National Park's central location in the country makes it extremely accessible and therefore popular with visitors. People visit from a wide catchment area, seeking either the dramatic rugged upland character of the Dark Peak and Moorland Fringes; the attractive limestone villages and dales of the White Peak and Derwent Valley; or the diverse tapestry of landscapes that form the South West Peak.
- 3.3 The National Park is also home to around 38,000 people. The spatial strategy must address the local need for affordable housing, provide opportunities for diversification of the rural economy, and support and maintain a viable range of local service centres.
- 3.4 The National Park Authority has worked with partners to establish the values and challenges for the National Park and to set the aims and desired spatial outcomes for the plan period up to 2026.
- 3.5 This spatial strategy sets out principles to achieve the National Park's statutory purposes. In doing this, the National Park Authority and its partners must seek to foster the social and economic well-being of the area's resident and business communities. The strategy directs development to the most sustainable locations, and in doing so helps to conserve and enhance the valued characteristics that define the National Park.
- 3.6 Alongside the spatial strategy, the plan provides Core Policies to achieve the vision and desired outcomes. The principles within the policies will enable the Authority to manage new and growing development pressures associated with climate change and road traffic, and give the clarity of direction needed to manage traditional industries such as farming and mineral extraction.

# Peak District National Park



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|------------------------|---------------------|-------------------|--------------------|-----------|
| National Park Boundary | Railway and Station | Pennine Bridleway | Information Centre | Reservoir |
| Land over 400 metres   | Railway Tunnel      | Pennine Way       | Youth Hostel       | Woodland  |
| Land over 300 metres   | A Road              | Trail             | Country Park       |           |
| Land over 200 metres   | B Road              | Limestone Way     |                    |           |
|                        | Minor Road          |                   |                    |           |

## The Peak District Core Strategy – Vision and Scope

- 3.7 This Core Strategy is the most important document of the Peak District National Park Local Development Framework (LDF), and stands alongside the National Park Management Plan (NPMP) Strategy 2006-2011. The National Park Management Plan established the Vision which is now shared with the Spatial Strategy:

### **Our Vision is for:**

A conserved and enhanced Peak District, where the natural beauty and quality of its landscapes, its biodiversity, tranquility, 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.

- 3.8 The National Park Management Plan contains 10 overarching Outcomes for the National Park covering:
1. Biodiversity;
  2. Cultural Heritage;
  3. Natural Beauty;
  4. Climate Change and Natural Resources;
  5. Mineral Extraction
  6. Traffic, Travel and Accessibility;
  7. Recreation and Tourism;
  8. Understanding the National Park;
  9. People and Communities;
  10. Economy
- 3.9 The outcomes and policies in this Core Strategy are the spatial expression of those in the NPMP. This Core Strategy also carries forward the principle of partnership working and explains the role of partners and the mechanisms needed to achieve the vision. It is the principal document to guide land-use and development in the National Park, and will be used to guide development control decisions and provide important principles, influencing and shaping solutions most appropriate to this special area. Sometimes this will involve win-win solutions that provide services and address needs in ways that do not involve development at all.
- 3.10 The challenge and duty on all the bodies charged with managing the National Park is to do it in a way that conserves and enhances the very essence of its character, and can pass this on in a healthy state, valued by future generations.
- 3.11 This Core Strategy will be supported by the following statutory Development Plan Documents (DPD) and Supplementary Planning Documents (SPD):
- Development Management Policies DPD;
  - Proposals Map covering the whole National Park, plus detailed inset maps of villages;
  - Design Guide SPD (already produced);
  - Technical Design Supplements SPD;

- Climate Change and Sustainable Building SPD; and
- Replacements for existing supplementary planning guidance covering the local need for affordable housing and the design of farm buildings.

3.12 These documents in combination make up the Peak District LDF and when adopted, will, together with the Regional Plan, will become the Statutory Development Plan for the National Park.

3.13 Other strategies and plans produced by the National Park Authority and its partners are material considerations to be referred to alongside the documents above. They include:

- Sustainable Community Strategies
- The Peak District Landscape Strategy;
- Conservation Area Appraisals;
- The Peak District Biodiversity Action Plan;
- Recreation Strategy; and
- Regional and sub-regional economic, housing and transport strategies

### **The spatial planning context**

3.14 The Core Strategy has to be up to date, providing certainty for longer term planning and investment decisions. It must also be in line with national policy (taking into account the European context), in general conformity with the Regional Plan, and have regard to Sustainable Community Strategies prepared for the area.

### **International context**

3.15 The Peak District National Park has International Union for Conservation of Nature and Natural Resources Category 5 protected area status. Over recent years the National Park Authority has also been awarded the Council of Europe Diploma, in recognition of the efforts made to maintain the ecological values of the National Park and to ensure its sustainable management.

3.16 Legal protection prevents damaging activities to important landscapes. Some of the sites, known as [Special Protection Areas](#) (SPAs) for Birds and [Special Areas of Conservation](#) (SACs), are of European importance. They have been created under the [EC Birds Directive](#) and [Habitats Directive](#). In the UK they form part of a larger European network called Natura 2000.

3.17 The European Landscape Convention (ELC) came into force in the UK in March 2007. It establishes the need to recognise landscape in law; to develop landscape policies dedicated to the protection, management and planning of landscapes; and to establish procedures for the participation of the general public and other stakeholders in the creation and implementation of landscape policies. It also encourages the integration of landscape into all relevant areas of policy, including cultural, economic and social policies. The completion of the National Park Authority Landscape Strategy satisfies this legal requirement and provides a distinctive spatial basis to the Core Strategy.

### **National context**

3.18 The Environment Act 1995 establishes the statutory purposes of National Park designation as:

- (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Parks; and
- (ii) to promote opportunities for the understanding and enjoyment of the special qualities [of the Parks] by the public.

- 3.19 In pursuing these purposes the National Park Authority shall seek to foster the economic and social well-being of local communities within the National Park.
- 3.20 Section 62 of the Environment Act places a general duty on all relevant authorities, including the National Park Authorities, statutory undertakers and other public bodies, to have regard to these purposes. In pursuing these purposes, section 62 also places a duty on the National Park Authorities to seek to foster the economic and social well-being of their local communities.
- 3.21 A requirement to prepare a Local Development Framework was introduced by the Planning and Compulsory Purchase Act 2004. This was a new system of development plans in England and new procedures for their preparation have been brought forward aimed at creating a more flexible and inclusive system focussed on a new style of outcome based planning.
- 3.22 Under the Sustainable Communities Act 2007, local authorities are required to prepare a Sustainable Community Strategy, for promoting or improving the economic, social and environmental well-being of their area and contributing to the achievement of sustainable development. National Park purposes represent an additional layer of protection over and above this duty. National Park Authorities are not required to prepare a Sustainable Community Strategy. However, the Town and Country Planning Regulations (as amended in 2008) and provisions in Planning Policy Statement 12: Local Spatial Planning require that unitary and district authorities must align and coordinate the Core Strategy of the LDF with their Sustainable Community Strategies.
- 3.23 This requirement applies to the National Park Authority, and the complexity of the Peak District geography is such that ten Sustainable Community Strategies require consideration. In terms of population coverage, the most significant areas relate to the Derbyshire Dales, High Peak and Staffordshire Moorlands areas. These are highlighted on the map below.
- 3.24 The Government Office for the East Midlands has accepted that the National Park Management Plan is an appropriate document for the Authority in relation to the requirement set out in PPS 12. The constituent areas of the National Park are each vital to defining its distinctive make-up. The Authority has liaised separately with each Local Strategic Partnership, to determine the key spatial implications for each area. Maps included within the Delivery Plan highlight the spatial implications of each Sustainable Community Strategy and the response of this Core Strategy.



3.25 Flowing from the purposes in the Environment Act 1995, the Government has confirmed that National Parks have the highest status of protection in relation to landscape and scenic beauty. The conservation of the natural beauty of the landscape must therefore be given great weight in planning policies and development management decisions in these areas. The conservation of wildlife and the cultural heritage are also important considerations in all these areas. They are reflected in National Park purposes and should be treated similarly. Away from larger urban areas, rural policy generally seeks to focus most new development in or near to local service centres where employment, housing (including affordable housing), services and other facilities can be provided close together. This aims to ensure that these facilities are served by public transport and can be more easily accessed by walking and cycling. These principles must be placed alongside the importance of conservation of the valued characteristics in the National Park.

### **Regional context**

3.26 The National Park spans 4 regions as shown on the map above. However, government has accepted that for the purposes of spatial planning, the entire National Park is included within Regional Spatial Strategy for the East Midlands, called the East Midlands Regional Plan (the Regional Plan).

3.27 The Regional Plan sets out topic-based and Sub-area priorities. Policies and programmes for the Peak Sub-area reiterate the need to secure the conservation and enhancement of the National Park, address the social and economic needs of the Park's communities, and protect and enhance the natural and cultural heritage of the Sub-area. Specific proposals include the need for appropriate levels of protection for the Peak District Moors Special Protection Area and the confirmation of no housing target. The National Park is described as a unique asset, in which major development should not take place. Planning policies should continue to be applied to protect the area whilst addressing the local social and economic needs of the Park's communities.

3.28 The Regional Plan recognises the serious traffic pressures facing the National Park because of its central location in the country, exacerbated by the need for connectivity between the major conurbations of the Midlands, the North West and South and West Yorkshire, and the significant volumes of visitor traffic accessing the area mainly as day trippers.

3.29 Bakewell is classed as a small town, of a similar scale and importance to Ashbourne, Wirksworth, New Mills, Chapel-en-le-Frith and Whaley Bridge. Rural deprivation is identified as a problem in the Sub-area, with declining employment in hill farming and quarrying, highlighting the need for diversification and regeneration to sustain the local needs of communities, e.g. through sustainable tourism.

## 4. Spatial Portrait for the Peak District National Park - an analysis of the values and challenges underpinning the Core Strategy

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- 4.1 This section crystallises the main challenges facing the National Park and draws out key spatial differences and particular pressures facing the diverse landscapes of the area. In many cases the challenges are experienced Park-wide. However the extent to which they impact on particular areas differs. A summary map at the end of this section gives context.
- 4.2 The National Park is a complex tapestry of different landscapes but there are three distinct areas: the less populated upland moorland areas and their fringes (the Dark Peak and Moorland Fringes), the most populated lower-lying limestone grasslands and limestone dales and the Derwent and Hope Valleys (the White Peak and Derwent Valley); and the sparsely populated mixed moorland and grassland landscapes of the south west peak (the South West Peak). The challenges broadly fall into seven closely related themes. Their interrelationship is reflected in the text.
1. Landscape and conservation
  2. Recreation and tourism
  3. Climate change and sustainable building
  4. Homes, shops and community facilities
  5. Economy
  6. Minerals
  7. Accessibility, traffic and travel
- 4.3 The spatial outcomes for these areas and the core policies to achieve them are set out in subsequent chapters.

### Landscape and conservation

- 4.4 The Dark Peak moorlands are characterised by larger land ownerships. This makes large scale land management more possible than in other areas of fragmented land ownership such as the White Peak. The challenge is to sustain the positive land management work by sustainable rural businesses and through projects such as Moors for the Future. The challenge is also to sustain a high level of protection for moorland areas of the dark peak and south west peak landscapes. These areas in particular display few obvious signs of recent human activity and offer the visitor a sense of wilderness. Much of this area is classed as the Natural Zone<sup>1</sup> They are valued by millions of visitors but remain extremely fragile and susceptible to damage. The challenge is to maximise the value and significance of the natural resources, biodiversity and cultural heritage; maximise peoples' ability to access and enjoy the valued characteristics whilst minimising new development such as wind turbines and electricity pylons.
- 4.5 In stark contrast, the white peak landscapes are generally in small ownerships (other than the estates such as Haddon, Chatsworth, and Tissington). It is a more obviously farmed landscape, but the combination of limestone plateau and limestone dales means it is no less spectacular and no less valued by visitors and residents. It has a sweeping pastoral nature with a distinct pattern of limestone walls that drape the landscape like a net. The scale of the walled landscape on the plateau is particularly striking whilst areas like Monsal Dale, Dovedale, Lathkill Dale, Wolfscote Dale and the Manifold Valley are iconic visitor destinations.

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<sup>1</sup> For a more detailed description of these areas see paragraph 1.20 ,below, in the Landscapes and Conservation chapter

- 4.6 Less welcome are the scars left by recent quarrying, although more ancient workings add to the culture, heritage and biodiversity of the area. The challenge is to reduce progressively the negative impact of quarries on the landscape, the communities around, and visitors' enjoyment. This is addressed in the Minerals Chapter. The challenge is not restricted to quarrying operations. Landowners, from the smallest farmer to the largest estate, have the challenge to sustain and grow their business in a difficult economic climate but this leads to pressure for development that can sit uneasily in the landscapes. The challenge is to find ways to enable land owners and managers to prosper in ways that conserve and enhance landscapes. This is addressed in the Supporting Economic Development chapter. The creeping loss of the drystone wall network and the unwelcome changes in quality and appearance of traditional vernacular buildings and settlements is not lost on the Authority, local people and visitors. Our challenge is to respect residents' and visitors' desire to enjoy the landscapes as well as their desire to prosper in the area.

#### Recreation and tourism

- 4.7 Across the Park, tourism remains a vital part of the local economy. It is vital because it supports not only tourism businesses but also services that resident's value. However, whilst places such as Chatsworth and Tissington depend on tourists, residents of places such as Castleton, and Hathersage find tourism's impact difficult at peak times. Many in these and other communities across the National Park want fewer, not more, holiday and second homes, and they want more affordable houses and more facilities that are useful to residents. We need to be sensitive to their needs whilst enabling the sustainable growth of tourism businesses.
- 4.8 The landscapes of the Dark Peak and Moorland Fringes are easily accessible to millions of people living in large conurbations particularly to the north, west and east of the area. The Dark Peak landscape lends itself to dispersal of visitors over a wide area from a few carefully managed visitor hubs such as Fairholmes in the Upper Derwent. This usually works well, however the use of some routes by off-road 4x4s and trail bikes threatens other users' quiet enjoyment of the area and places pressure on fragile landscapes. Some organised recreational groups work with land managers to minimise and compensate for their impact. However, the challenge is to encourage responsible use by these who are currently disinclined to respect the Park's valued characteristics. This is addressed through other Strategies and Plans, however where agreements cannot be reached the Authority is able to apply the Sandford principle in order to conserve valued characteristics. In terms of development, the area is better suited to lower-key facilities such as appropriately-sited signage and interpretation and back-pack or farm-based tent and caravan sites, rather than higher profile developments.
- 4.9 The more gentle White Peak landscape and much of the South West Peak generally attract gentler pursuits, but the extensive road network also lends itself to car and coach borne visitors moving between attractive villages and towns. The presence of many villages and towns means that the landscape, whilst still highly valued, is slightly less sensitive than the Dark Peak. Our challenge is to support the development of appropriate facilities in recognized visitor locations such as Bakewell, Castleton, the Hope Valley, and Dovedale; and consolidate Bakewell's role as a tourist centre and a hub, possibly accommodating a new hotel. However the challenge is also to create alternatives to car visits. This is being addressed in part by encouraging smarter routing and timetabling of public services to generate greater use by residents and visitors. Once away from the white peak road network, we need to plug gaps in the rights of way network; protect the recreational value of the Manifold, Tissington, and High Peak trails; and enhance the recreational value of the Monsal Trail.
- 4.10 The South West Peak whilst generally quieter than the other areas has visitor hubs at Macclesfield Forest, the Goyt Valley and the Roaches. Sensitive visitor management is an ongoing challenge here too. The area also contains some public roads such as the

A537, the line of which makes them attractive for high powered motorbikes. The resultant high accident rates and the pressure for solutions is an enduring challenge to us and the Highways Authorities. This problem blights other users' enjoyment of the area and has a negative impact on communities. However, the obvious solutions can create a problem in themselves if they involve signage and infrastructure that adversely affects landscape character and other users' enjoyment of it. Our challenge is to encourage solutions that make routes safer for all users without blighting the wider landscape. This aspect of recreation is fully addressed in the Accessibility Travel and Traffic Chapter.

#### Climate change and sustainable building

- 4.11 Our challenge is to enable people and businesses everywhere to mitigate and adapt to climate change. The requirement for sustainable building is imperative, but the potential for gains is limited because the overall levels of new development will be low even in the most populous areas of the White Peak. In addition, the quality of the landscapes mean that infrastructure such as wind turbines is difficult to accommodate particularly in the more remote upland areas such as the Dark Peak.
- 4.12 There is however potential to generate sustainable energy in ways more suited to the National Park landscape. For example, the White Peak has been a traditional location for water-generated power and it retains this potential. There is also considerably more opportunity here for individuals to make a difference because this is where most people live. The challenge is to harness their enthusiasm to 'think globally and act locally' and convert it into development that conserves and enhances buildings and landscapes. The existence of 109 Conservation Areas, many of which are settlements in the White Peak, heightens the challenge. Nonetheless the requirement to meet national energy efficiency and building standards will, over time, improve energy efficiency in more of the housing stock.
- 4.13 For existing buildings the challenge is to reduce energy consumption and not replace expensive and polluting fossil fuel consumption with incongruous renewable energy infrastructure. However there is a long term economic and wider environmental benefit in producing cheaper energy from renewable sources. The challenge therefore is to make it easier to do this in ways that conserve and enhance buildings and their landscape settings across the National Park.
- 4.14 Whilst the potential for new development is limited, the potential for better natural resource management is huge. Most notably the moorland management projects in the Dark Peak are already fulfilling some of the potential to improve soil quality, stabilise soils, reduce CO<sub>2</sub> emissions and reduce flood risk and speed of water 'run off'. This benefits local communities and those in surrounding built-up urban areas such as Derby, where a fast rise in water levels of the River Derwent has a propensity to damage homes and businesses. Sustainable resource management therefore has benefits way beyond the national park boundary and can offer a more appropriate response to the issue of climate change than new development.

#### Homes and communities

- 4.15 Most of the population of around 38,000 live in the White Peak and Derwent and Hope Valleys, so the challenges inevitably manifest themselves more here than the less populated Dark Peak and South West Peak. The major challenge here is to assist the delivery of affordable homes because it is an urgent priority for communities and housing authorities.
- 4.16 The challenge is heightened by knowledge that development sites are scarce. This makes it harder to build houses to address community need whilst conserving and enhancing the National Park. We think however that there are other ways to provide homes for local people, such a buying back houses as they become available on the

open market, and by permitting conversion of existing buildings to affordable homes rather than allowing them for conversion to open market dwellings. Our challenge is to switch to these alternatives over time in order to address community needs and conserve and enhance the built environment.

- 4.17 The level of shops and community services has diminished slightly across the National Park in spite of Authority efforts to prevent the change of use away from retail and community services. For individual communities, this loss can be serious, but overall the recent impacts have been limited and is not confined to a particular area. Nor is there a direct correlation between service loss and settlement size. Our challenge Park-wide is to resist change of use where communities run the risk of losing services altogether.
- 4.18 Other challenges include social care, service provision. The inevitability of increased care needs as the population ages increases the challenge of providing care. This mirrors the challenge of providing other services to a relatively small and widely scattered population. There is a culture of good quality third sector service provision including community transport which is valued in this area. However, the challenge is to encourage development in places that will make the jobs of all service providers easier rather than harder.
- 4.19 The challenge is also to focus development on the needs of local communities rather than the needs of those with less sustainable motives. For example, second and holiday home ownership reduces the availability of housing stock and in part exacerbates the gap between the price of houses and peoples' incomes. The situation here is not as extreme as in most other National Parks but there are pockets, predominantly in the White Peak, where at ward level these types of tenure account for about 10% of housing stock. At a settlement level the figures are most probably much higher, and there is a concern that this skews the population profile and has a negative impact on community life. The challenge is however complex: ownership and maintenance of holiday homes can generate income for local people, and the purpose of a national park is that people can access and enjoy it. Holiday homes therefore undoubtedly enable people to enjoy the Park whilst offering some local employment opportunities. Nonetheless the challenge remains to ensure continued community vibrancy.
- 4.20 In absolute terms the need for affordable homes is less in the Dark Peak and South West Peak. However, South West Peak communities need some housing and business development because there are pockets where people are relatively isolated from jobs and services in larger towns and cities. In moorland fringe settlements around the Dark Peak the need for affordable homes is small and most communities have easy access to services and jobs in nearby towns and cities.
- 4.21 All these challenges are being addressed by a policy of concentrating most development in a range of better serviced settlements. Over previous plan periods the approach has resulted in most new development being built in 63 settlements some with populations as small as one or two hundred. Most of the 63 settlements are in the White Peak and Derwent Valley with some across the South West Peak and a few on the moorland fringes. The challenge is to maintain this relatively relaxed pattern of development whilst increasing the sustainability of working and living in the area.

### Economy

- 4.22 The area sustains high levels of employment and a relatively wealthy resident population. However structural problems still exist. Variances exist across the National Park, for instance the South West Peak includes a greater proportion of lower income, semi-skilled workers. Overall the economy is still dominated by moderately intensive pastoral farming and small to medium enterprises (SME). A few large employers remain but the National Park has lost some larger employers such as Dairy Crest at Hartington and Newburgh Engineering at Bradwell.

- 4.23 Levels of self employment and home working are relatively high across the Park. Future improvements in broadband connectivity and reduced cost of internet access, and changes in peoples' work patterns, could make home working more realistic for more people if its provision is universal. This trend could further reduce residents' essential need to commute to work - although commuting is not as great a problem as is commonly perceived. All parts of the National Park are closely ringed by towns and cities offering significant numbers of better paid jobs within relatively easy commuting distances and times. The challenge is nonetheless to encourage a pattern of development that encourages shorter and easier commuting for work because this can improve the sustainability of peoples' lifestyles. This would be particularly beneficial in pockets of the white peak plateau and the south west peak where accessibility to services is poor and access to larger towns and cities is at its worst. There is pressure to tackle this by allowing business to set up in the National Park. However, permitting a business to establish itself in the National Park cannot carry with it an obligation to employ local people, so the extent to which it would make communities more sustainable is questionable.
- 4.24 In the farming community, the level of farm payments Park-wide continues to threaten business viability. This encourages people to move out of farming, sell off buildings and land, or diversify into other activities. One impact is a loss of skilled land management workers; whilst business growth in unsuitable buildings and countryside locations is another. The change in the economics of farming therefore has widespread implications for the environment as well as the local economy.
- 4.25 Despite recent and impending losses, manufacturing remains a large part of the economy. However, the demand for business units has been patchy for example at Bakewell in the White Peak, and in smaller settlements such as Warslow in the South West Peak. The location and suitability of these units may in some instances be the problem, but there is some evidence that poor marketing and uncompetitive prices aggravates it and reflects a desire on the part of some owners to sell off business sites for housing. Good housing sites and appropriate businesses premises are both scarce. The challenge is to welcome the enterprise of new and existing business people and accommodate them and their ideas without forgetting the wider need for small but locally significant business and housing sites. This is easier to achieve in settlements but more challenging in the wider rural areas. However a significant number of people live and work in the wider countryside and their need to grow businesses is a greater challenge. These businesses not only sustain people but also the valued natural environment and the opportunities for people to enjoy it. The challenge is most acute in the White Peak and Derwent Valley where most residents live and work. Here, the marginal nature of businesses such as farming, along with the enterprise of communities and individuals is the catalyst for business ideas and enthusiasm. The ideas however often require development not traditionally associated with the landscape. These can jar with the landscape and the values placed on it by residents and visitors and so the challenge is to accommodate business growth that enhances those qualities. The same challenges apply but to a much lesser extent in the Dark Peak and South West Peak.
- 4.26 Park-wide, the persistent problem of lower than average wages generally and an overdependence on seasonal work also throws up the challenge to diversify the economy particularly in the white peak and south west peak. The challenge is to shape the economy in ways that work with the National Park landscape and benefit its traditional and new custodians.

#### Minerals

- 4.27 Quarries and quarrying operations impact heavily on the landscape particularly in the White Peak. Many villages in the White Peak such as Winster, Youlgrave, and Bradwell have their roots in the quarrying industry and it undoubtedly a part of the areas history

and its economy. However, it is generally felt that some quarries cause overwhelming adverse environmental and social impacts beyond any benefits to communities and the economy despite the steady reduction in the number of operating quarries. Indeed the speed and scale of working in some areas such as Longstone Edge has led to demands for action against the unwelcome environmental damage caused by quarrying. The challenge is to manage down the adverse environmental impacts of the industry, respecting the fact that it provides jobs and building materials that are valuable locally and nationally. Appropriate site restoration is also necessary.

#### Accessibility, traffic and travel

- 4.28 As in most rural areas people are largely car-dependent and public transport services are limited and fragile. The level of access to essential services by walking or public transport is reasonable for most communities, but car ownership in the National Park is, by necessity above average and few people need to rely on buses or trains. However the trend is towards service loss rather than gain, so accessibility could worsen and the need for car usage could increase across the population and most worryingly amongst those least able to afford regular use of the car. The problem would be most acute in pockets on the white peak plateau and in the south west peak where accessibility to services by public transport is worst.
- 4.29 Commuting patterns generally are however unlikely to worsen because the trend is towards higher levels of home working in an area where levels are already above average.
- 4.30 The network of roads is at its most dense in the White Peak and Derwent Valley where most people live. The network is relatively good with main roads north to south (the A6 and A515) connecting Matlock to Glossop, and Ashbourne to Buxton; and east to west (the A6 and A623, A6187) connecting Sheffield and Chesterfield to Buxton, Chapel, and the Manchester fringe towns. This enables people to live and work in the National Park, or commute out to surrounding towns, in both cases without travelling huge distances. For those needing or preferring to travel by public transport, the service is patchy and not generally good enough to discourage car use. Train travel is limited to the Hope Valley line, but this service is valued because it connects Hope Valley communities to Manchester and Sheffield and enables reduced commuting by car.
- 4.31 The road network is sparse in the Dark Peak and the South West Peak and it is often easiest to travel round rather than across the moorland areas. Communities themselves are less populated with generally fewer services than the larger white peak settlements. However, most people are not unduly disadvantaged by this because of their close proximity to larger towns such as Macclesfield, Holmfirth, Leek, Glossop and Penistone. Their overall accessibility to jobs and services therefore compares reasonably favourably with the more populated areas of the White Peak.
- 4.34 However, cross-park traffic is a continuing challenge. The major cross routes are the A628 in the north linking Manchester to Sheffield; the A537 in the South West Peak linking Macclesfield and Buxton; the A6 linking Matlock to Buxton; the A515 linking Ashbourne to Buxton; the A619/ A623 Chesterfield to Chapel. The high accident rates on some routes such as the A537 and the A515 creates pressure for new road infrastructure. When introduced it is not welcomed by all because of its impact on the landscape and the built environment. A major challenge for this plan period is to encourage Highways Authorities to tackle problems in ways that conserve the valued characteristics of the landscapes through which routes pass.
- 4.35 In addition, excessive vehicle use still damages walls and buildings whilst vehicle emissions degrade air quality and destroy the tranquillity that visitors' value. The challenge is to discourage traffic that has no essential need to use the National Park and find ways to maximise the quality of the road and rail network for residents, visitors and



## 5. Spatial and Development Strategy

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- 5.1 The focus of this core strategy is the need to conserve and enhance landscapes, settlements and other valued characteristics in line with the purposes of National Park designation. Three broad spatial areas have been defined for the Core Strategy, informed by the Peak District Landscape Strategy and Action Plan<sup>2</sup>, and by common characteristics such as the extent to which an area is settled and developed. They are:
- the Dark Peak and Moorland Fringes, characterised by the wilder, least developed parts of the National Park, with large areas of open moorland and few villages;
  - the White Peak and Derwent Valley, which contain most of the National Park's population and are characterised by pastoral landscapes; and
  - the South West Peak, which contains elements of moorland and pastoral landscapes, with a low population scattered across very small settlements.
- 5.2 This section explains the philosophy and intent of the spatial strategy, summarises the desired overall outcome of this spatial strategy by 2026. This highlights a direct relationship between the spatial portrait and the way in which spatial policies will contribute to the achievement of beneficial outcomes for the National Park. The sections that follow indicate how each of the core policies will contribute to different sustainable outcomes appropriate to the diverse landscapes and other valued characteristics that make up the Peak District National Park.
- 5.3 These can then be drawn together to produce a set of Spatial Outcomes for the National Park which need to read together with the Key Diagram to provide an overall summary of the spatial strategy.

### Spatial Outcomes

- 5.4 The spatial outcomes reflect National Park purposes and duty, and the National Park Management Plan (NPMP) 2006 – 2011 outcomes<sup>3</sup>. The National Park Management Plan outcomes themselves have taken account of the local priorities set out in Sustainable Community Strategies. As such by aligning with these important strategy documents, the LDF Core Strategy will help deliver the vision shared with the National Park Management Plan. These relate to management of the environment in its widest sense and reflect the challenges and opportunities in managing this area. The spatial outcomes are that by 2026:

1. Landscape and Conservation

The valued characteristics and landscape character of the National Park will be conserved and enhanced.

2. Visiting and enjoying the National Park

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.

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<sup>2</sup> PDNPA Peak District Landscape Strategy and Action Plan (incorporating Landscape Character Assessment) 2009. Peak District National Park Authority

<sup>3</sup> PDNPA 2006-2011 National Park Management Plan Pages 4-13 Peak District National Park Authority.

### 3. Climate Change and Sustainable Building

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.

### 4. Homes and Communities

The National Park's communities will be more sustainable and resilient with a reduced unmet level of affordable housing need and improved access to services.

### 5. Economy

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.

### 6. Minerals

The adverse impact of mineral operations will have been reduced.

### 7. Accessibility, Travel and Traffic

Transport sustainability for residents and visitors will be improved in ways that have safeguarded the valued characteristics of the National Park.

- 5.5 These outcomes will be achieved through policies and the use of these to guide decisions and actions across the whole National Park, recognising explicitly the varying characteristics of the three spatial areas. For example, most of the National Park communities live in the nucleated settlements of the White Peak, so it is inevitable that the objectives for homes, shops and community facilities in settlements will have more relevance in this area. A different approach may be necessary in more scattered settlements, such as the South West Peak. Similarly, the bulk of mineral activity is in the White Peak, so the objectives for minerals will have greater relevance to this area. Each chapter sets out the objectives of policy application for the whole Park and where appropriate for each spatial area.

## **The development strategy**

- 5.6 Since 1991 there has been considerable success in delivering affordable housing through the planning system and by local authorities, private developers and housing associations. Nevertheless a key challenge highlighted in this plan is the continued need to address the backlog of affordable housing whilst managing the pressure this places on the character and appearance of the National Park. The provision of affordable housing to meet the broad needs of the local community can help sustain the vibrancy of communities themselves, and in turn support the local economy, which all contribute to the management of this highly valued National Park.
- 5.7 The Development Strategy (DS1) shows what types of development are acceptable in principle for all settlements, and in the countryside. The choice of named settlements into which development will be directed, reflects their role as part of a Park-wide network of communities and their need and capacity for new development, particularly to accommodate the local need for affordable housing. This is a sustainable approach based on national and regional policy, reflecting a consensus at all levels for low levels of new development in the National Park with most going to larger settlements in neighbouring areas.

- 5.8 The approach balances the needs of existing National Park residents, and the sustainable provision of services to them and to future generations recognizing the relatively likely future higher cost of doing so. The modest level of jobs and services in most settlements is supplemented by relatively easy and quick access to larger towns and cities around the National Park. Around 50% of working residents travel outside the National Park for work, whilst 40% of jobs based in the National Park are filled by people travelling in from outside. Constituent and other neighbouring local authorities and regional bodies have plans that outline development expectations for settlements outside the National Park, and their status is summarised on the key diagram. In general, they are focal points for housing and business investment, reflecting their role as important centres which also serve National Park residents. They are identified by settlement hierarchies in regional plans with places like Sheffield, Manchester, Derby and Stoke at the top.
- 5.9 The Manchester and Sheffield City Regions also affect the National Park, although the respective regional spatial strategies are clear that any development must reflect the environmental and the special qualities of the National Park and its setting. The key diagram shows the settlements around the National Park and their role both locally and in a regional context. Regionally significant small towns are identified as Holmfirth, Penistone, Stocksbridge, Wirksworth, Ashbourne, Leek, Chapel-en-le Frith, New Mills and Whaley Bridge. The regionally significant medium large towns are Huddersfield, Barnsley Chesterfield, Matlock, Buxton, Macclesfield, Stockport, Glossop, Ashton-under-Lyne and Oldham.
- 5.10 In developing the spatial strategy it is clear, that while the policy principles are consistent across the whole National Park, there are different characteristics and circumstances in different areas. In the Dark Peak and Moorland Fringes there are few settlements, with the most significant populations being located at the fringes, e.g. High and Low Bradfield in relation to Sheffield, and the village of Holme close to Holmfirth. This relationship to nearby urban areas provides an essential functional link for jobs, services and leisure.
- 5.11 By contrast in the White Peak and Derwent Valley, there exists a strong network of settlements, stretching from the Hope Valley to the Derbyshire Peak Fringe near Ashbourne, providing a good range of goods and services, supported at its centre by the small market town of Bakewell. Settlement in the White Peak tends to be strongly nucleated, with most farmsteads and dwellings concentrated into a central village within each parish, reflecting historic townships.
- 5.12 This again contrasts sharply with the South West Peak which is characterised by dispersed settlement with a handful of more nucleated villages such as Longnor and Warslow, providing important local services to farms and homes more scattered across the landscape. Across the White Peak and South West Peak particularly there exists an important interplay between communities within the National Park, who share and support key services such as schools, shops, community halls and sports facilities. Furthermore the whole area benefits from good access to a higher order range of services that exist in the nearby towns and cities outside the National Park.
- 5.13 Overall this supports the conclusion that a development strategy for the National Park exists as a flexible range of settlements operating beneath the strategies of larger urban and rural market town neighbours. It is a balanced approach taking into account the way in which communities work together, providing protection for the characteristics of landscape and settlement, providing appropriate scope for new development to maintain and support community life in a range of settlements, and giving reasonable opportunities for development for those people with an essential need to be based in more remote countryside locations.

- 5.14 In rural areas surrounding the National Park, the aim is generally to conserve and enhance the high quality environment. The benefits of an extensive green infrastructure adjacent to large urban areas are strongly expressed by local authorities in those areas. In addition these authorities seek development that satisfies the local need for housing and the sustainability of communities. Their plans, and those of the regions, recognise that permitting development beyond this would be unsustainable and would divert investment from more sustainable settlements.
- 5.15 Within this wider regional context, Bakewell is the only settlement inside the National Park with a population of more than 3,000 people. Only five more settlements have populations over 1,000. A significant number of places have a population of under 500. Most places named in the development strategy have a moderate range of services and facilities or reasonable access to them elsewhere. Only Bakewell serves as a significant service centre for both its own population and its hinterland although settlements in the Hope Valley and medium sized villages such as Tideswell, Warslow and Longnor provide a more limited range of services to their hinterlands.
- 5.16 The development strategy addresses settlement function and community needs in the context of the statutory purpose to conserve and enhance the National Park. Settlements were selected following an analysis of their location, size, function, range of services and/or ease of access to services by public transport, and capacity for new development. Many other places are smaller than this and have few if any services. Appendix 2 covers all settlements named in the development strategy. This should be read by anyone proposing development in these settlements. This approach requires a settlement-wide analysis of acceptable sites. The level of development required to meet housing need in most settlements is extremely low, so in most cases it is unlikely that this approach will stifle necessary development. Nonetheless, it introduces a note of caution towards proposed development that might otherwise be justified by a settlement's size and function.
- 5.17 The strategy outlines development expectations for all settlements, because it states clearly what type of development can happen in places that are named, and in places that are not. It retains flexibility that safeguards and strengthens every settlement's existing role and conserves and enhances their valued characteristics.
- 5.18 The strategy complements the plans of constituent Local Authorities and Regional bodies in the East Midlands, North West, West Midlands, and Yorkshire and Humber by directing development to the more sustainable settlements. The National Park Authority must work with communities and housing providers to address community need. This is particularly the case where there is a wide disparity between affordable housing need and known capacity for new development.
- 5.19 A Core Strategy must be clear on the principles for managing new development over the life of the plan. It should set out the type of development appropriate to the area and clarify the most sustainable locations, along with the scale, and rate of delivery predicted, an indication of who is likely to bring forward the necessary development, and any infrastructure requirements. In the National Park the emphasis is on sensitive, managed delivery in order to meet our purposes to conserve and enhance the Peak District.
- 5.20 The National Park Authority must consider socio-economic trends, to ensure that policies can mitigate negative trends and support improvements to the social and economic circumstances for residents and business. In summary:
- Population has remained relatively stable at around 38,000 since 1991 but the trend is decline rather than growth.
  - Population density is far lower than the average for the East Midlands or England.

- A low proportion of residents are non-white British compared with the national average.
- In 2001, the average age of residents was 43 years, which is 4.5 years higher than in England.
- The trend of an ageing population for England will probably be more marked within the National Park
- There are proportionally fewer children and young adults, but more people aged 60 and over.
- There is likely to be a decline in the working age population, and a significant increase in people aged 60 and over.
- Change in the population structure caused by the buying and selling existing housing stock will outweigh any change caused by predicted rates of new building.
- A larger proportion of households have access to a car than in England as a whole and a higher proportion of households own one or more cars.
- Most people are not isolated from jobs or services.
- There is anecdotal evidence of small numbers of people for whom access to a car is difficult and public transport is the only alternative.

5.21 The development strategy describes the expectation for development across all parts of the National Park. It also seeks to direct development to the most sustainable locations based on a range of criteria:

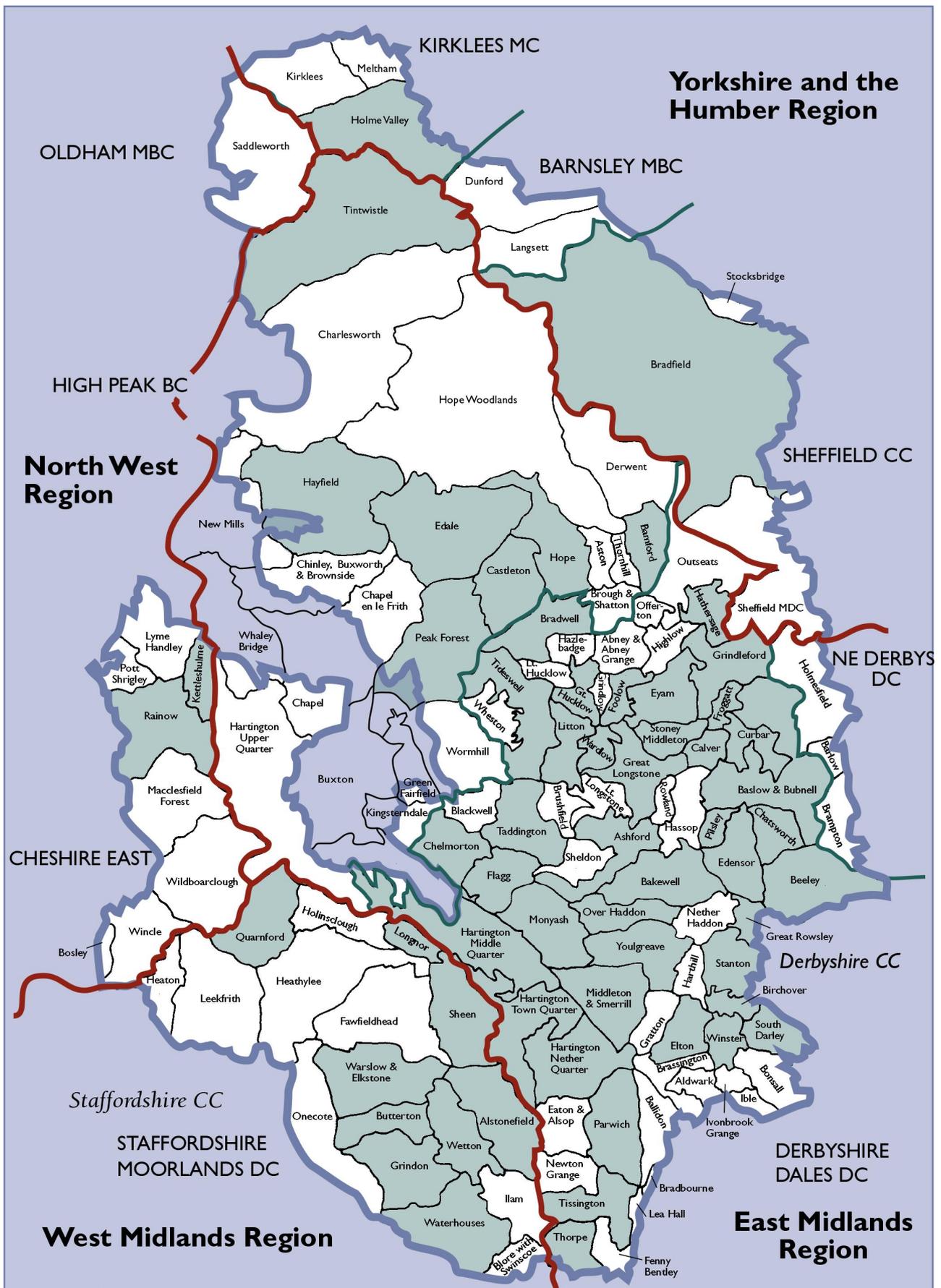
- an assessment of a settlement's built character and landscape setting (based on landscape character assessment and conservation area appraisal);
- accessibility\* to primary schools and secondary schools;
- accessibility to GPs and hospitals;
- accessibility to a Post Office;
- whether the settlement 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 specialist officer knowledge;
- the need for affordable housing.

\* 'accessibility' is used here to mean the ability to get to a service within 30 minutes by public transport. Accessibility varies from settlement to settlement and is only one factor in determining the sustainability of a development proposal.

5.22 By drawing together a range of evidence alongside detailed input from the parish councils, the Authority has refined its approach and offered communities the chance to influence the future shape and growth of their town or village.

5.23 It is not possible to achieve all these criteria in every location. Indeed the range and accessibility of services and facilities is dispersed to a lesser and greater degree, with a higher proportion of settlements in the White Peak possessing a better range of services, than in the Dark Peak and South West Peak, where services are scattered across a number of smaller settlements. The criteria represents a mixture of national policy on sustainability of location alongside the essential character and appearance of the landscape and built environment, evidence on the local need for affordable housing and a conclusion as to the capacity available. Decisions cannot be made on the basis of any one criterion; hence the naming of a settlement is the 'in-principle' starting point for decisions alongside other core policies. For example, while access to public transport is a worthy aim, the reality in many places is a reliance on privately-owned vehicles and as such a named settlement may have poor public transport but satisfy other criteria.

- 5.24 An over supply of new development outside of named settlements would adversely affect the sustainability of the area, exacerbating problems of stretched resources for service providers, and potentially placing more people in remote locations making social interaction and service provision more difficult, particularly for those less mobile members of society, both young and old.
- 5.25 Bakewell is recognised as the only market town within the National Park, alongside larger settlements near to but outside the boundary and is categorised as a ‘regionally significant small town’. It is well known and valued for its attractive and historic rural market town character, accentuated by its setting in the Wye Valley. It is home to nearly 4,000 people, and possesses a larger range of services, retail and business opportunities than any other settlement in the National Park, and fulfils an equally important role as a visitor destination. These characteristics provide a strong foundation for the approach to Bakewell in the Core Strategy.
- 5.26 Policy DS1 applies a flexible approach to settlement planning by identifying a range of settlements which meet the broad criteria set out in paragraph 1.21. However, there is uncertainty in some of these places as to their capacity for larger scale development (3 or more dwellings) and potential to meet all of the known affordable housing need without harm to the character and appearance of settlements and living conditions of residents. Appendix 2 highlights places where evidence suggests a precautionary approach to capacity should be taken, until a closer assessment of sites and village character has been done. This retains the flexibility valued by local communities and social housing providers, and recognises that addressing affordable housing need must be done in a positive way but which conserves and enhances the built environment and living conditions.
- 5.27 The remaining settlements are very small, and Policy DS1 clarifies the limited opportunities for development appropriate to these areas. Parishes which do not contain a settlement named in Policy DS1 can be seen unshaded on the map below. This also highlights the way in which named settlements can also support the smaller, more remote places. The operation of this spatial strategy in supporting the smallest communities will continue to be assisted by the cascade approach to delivering affordable housing, as defined in the SPG entitled, “Meeting the Local Need for Affordable Housing” which allows for affordable housing need in the smaller settlements to be met in nearby larger settlements
- 5.28 The National Park Authority recognises that there may be exceptional circumstances in some smaller settlements (e.g. relatively large old industrial sites) which do not fit easily within the scope of the settlement strategy. In these cases the Authority will assist communities to prepare parish plans, taking into account valued characteristics and community priorities. This will provide specific opportunities to address local aspirations in an open and constructive dialogue, seeking to identify the best solution to deliver this spatial strategy.
- 5.29 The development strategy is also compatible with neighbouring planning authorities. Surrounding policies encourage growth in places like New Mills, Glossop, Buxton, Ashbourne and Leek, whilst National Park policies encourage development for local need only (not growth) in places like Hayfield, Bradwell, Tideswell (see key diagram). Development strategies in constituent councils and the national park should complement each other and none should have policies which adversely affect the ability of another to deliver what is needed. Looked at another way, if there was one settlement hierarchy covering the National Park and all the constituent authority planning areas, all the National Park settlements except Bakewell would fit in a category beneath places like New Mills, Glossop, Buxton, Ashbourne, Leek, etc.



**Constitutional Boundaries**

 National Park Boundary	 County	 District
 Parish without DSI named settlement		 Parish with DSI named settlement

- 5.30 The National Park Authority will monitor the achievement of the development strategy through Annual Monitoring Reports. The Authority will carefully monitor the demand for new development in the smaller settlements.

### **DS1: Development strategy**

To promote a sustainable distribution and level of growth and support the effective conservation and enhancement of the National Park the following principles will be applied to determine proposals for new development. These principles must be considered in relation to the specific core polices in this plan and the subsequent Development Management Policies DPD.

The majority of new development (including about 80% of new homes) will be directed into Bakewell and named settlements, with the remainder occurring in other settlements and the rest of the countryside.

In all settlements and in the countryside outside the Natural Zone the following forms of development will be acceptable in principle:

- agriculture, forestry, and other rural enterprises requiring a rural location, including farm diversification;
- extensions to existing buildings;
- recreation and tourism;
- mineral working;
- conversion or change of use of traditional buildings for housing, community facilities and business uses including visitor accommodation;
- renewable energy infrastructure;
- utilities infrastructure;
- other development and alternative uses needed to secure effective conservation and enhancement.

In Bakewell and the following named settlements there is additional scope to maintain and improve the sustainability and vitality of communities across the National Park. In or on the edge of these settlements new build development will be acceptable for affordable housing, community facilities and small-scale retail and business premises. Other than in Bakewell, no development boundaries will be drawn.

- |                  |                   |                          |                    |
|------------------|-------------------|--------------------------|--------------------|
| • Alstonefield   | • Edensor         | • High Bradfield         | • Sheen            |
| • Ashford        | • Elton           | • Low Bradfield          | • Stanton in Peak  |
| • Bamford        | • Eyam            | • Holme                  | • Stoney Middleton |
| • Baslow         | • Fenny Bentley   | • Hope                   | • Taddington       |
| • Beeley         | • Flagg           | • Kettlethulme           | • Thorpe           |
| • Biggin         | • Flash           | • Little Hayfield        | • Tideswell        |
| • Birchover      | • Foolow          | • Litton                 | • Tintwistle       |
| • Bradwell       | • Froggatt        | • Longnor                | • Tissington       |
| • Butterton      | • Great Hucklow   | • Middleton by Youlgrave | • Wardlow          |
| • Calton         | • Great Longstone | • Monyash                | • Warslow          |
| • Calver         | • Grindleford     | • Over Haddon            | • Waterhouses      |
| • Castleton      | • Grindon         | • Parwich                | • Wensley          |
| • Chelmorton     | • Hartington      | • Peak Forest            | • Wetton           |
| • Curbar         | • Hathersage      | • Pilsley                | • Winster          |
| • Earl Sterndale | • Hayfield        | • Rainow                 | • Youlgrave        |
| • Edale          |                   | • Rowsley                |                    |

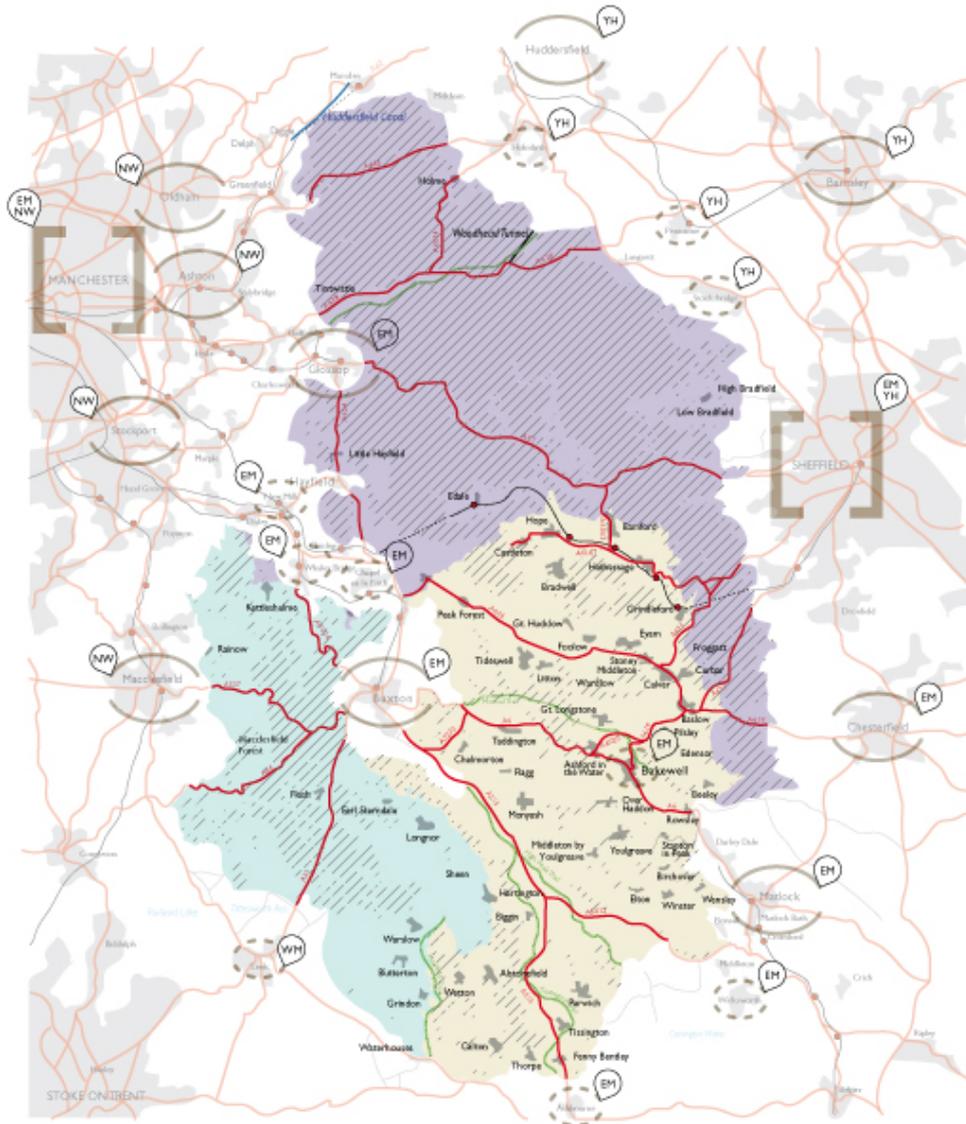
Where there is pressure for development and the Authority is uncertain about the capacity for this in a named settlement, an assessment of site alternatives will be required to demonstrate the extent of development which may be permitted. This should involve the Parish Council in the process and demonstrate that the proposed development complements:

- the settlement's overall pattern of development;
- the character and setting of nearby buildings and structures; and
- the character of the landscape in which the settlement sits.

In addition to the general scope for development set out above, in Bakewell the spatial strategy will also seek to:

- retain a development boundary
- protect the range and integrity of the Central Shopping Area;
- safeguard employment sites and promote the take-up and enhancement of under-used employment sites; and
- offer scope for a new build hotel to serve the town and improve the range of visitor accommodation available within the National Park;

## 6. Key diagram



- Dark Peak and Moorland fringes (DSI, LI)
- White Peak and Derwent Valley (DSI, LI)
- South West Peak (DSI, LI)
- Natural Zone
- Settlement named in DSI

- East Midlands Regional Plan
- Yorkshire & Humber Regional Spatial Strategy
- North West Regional Spatial Strategy
- West Midlands Regional Spatial Strategy



### City region

Improved connectivity between Sheffield and Manchester is recognised as an economic necessity both Yorkshire and Humber and North West Regional Spatial Strategies. The value of the National Park is recognised as follows:

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 National Parks and their settings.



### Regionally significant small town

**East Midlands Regional Plan Policy 46: Ashbourne & Wirksworth**

Consolidate these market towns' roles providing for housing needs of the Peak Sub Area, Peak Dales and Peak Park-HPA.

Secondary Centres of economic activity in the East Midlands Final Report August 2009 for RSS partial review.

Bakewell plays an important service function role for its own and surrounding rural hinterland population.

**Yorkshire and Humber RSS Policy YHS: Halesworth, Pennease and Stockbridge**

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

**West Midlands RSS Policy WR2: Leek**  
Consolidate Leek as a principal service centre and meet the housing and community needs of the town and its rural hinterland.



### Regionally significant medium-large towns

**East Midlands Regional Plan Policies 2 & 7: Buxton, Glossop, Matlock & Chebysford**

The emphasis should be on strengthening the role of these sub regional centres for new jobs, services, housing and facilities.

**East Midlands Regional Plan Policy 9: Peak District towns outside the National Park**

The emphasis should be on restraining new housing development except for modest growth to meet local need, enabling indigenous firms to grow, and encouraging investment to support their own population and that of its rural hinterland.

**Yorkshire and Humber RSS Policy SYH: Huddersfield, Bolewy**

The emphasis should be on transforming these sub regional towns, particularly the town centres as vibrant, healthy, accessible, attractive and safe places where more people live, visit and work, and transforming residential areas through housing market renewal and increased housing development.

**North West RSS Policy RDR: Oldham, Ashton, Stockport and Macclesfield**

Development in these larger suburban centres should be of an appropriate scale and at points where transport networks best connect and where public transport accessibility is good.

## 7. Introduction to Core Policies

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

- 7.1 The spatial strategy set out in this plan provides:
- definition and clarity of the approach to conservation and enhancement for the valued characteristics reflected in National Park designation; and
  - an appropriate way in which opportunities to support sustainable local communities and businesses can be fostered alongside the pursuit of our statutory purposes.
- 7.2 Since the original designation of National Parks other key drivers have emerged for plan making and now underpin the planning system. These facilitate and promote sustainable development, and contribute to reducing greenhouse gas emissions to stabilise climate change<sup>4</sup>. So whilst the strategy must be to achieve our statutory purposes as a National Park, it also needs to show how small-scale, sensitive development consistent with National Park purposes can address other national and global concerns.
- 7.3 Broad spatial outcomes 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, the natural and historic environment and promoting opportunities to understand and enjoy the area. This can be a difficult challenge. The plan includes a blend of policies, providing strict protection in some areas whilst enabling 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.
- 7.4 This new strategy benefits from a more detailed assessment of the various and complex landscapes that comprise the Peak District National Park and its setting. 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 conservation and enhancement of the natural and built characteristics of the area.

### **The hierarchy of policy**

- 7.5 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>5</sup>. The Local Development Framework, as the next level of the spatial plan, considers how development proposals will contribute to the spatial outcomes and strategy. These explain the intention for different scales and forms of development across the three broad spatial areas identified in the Spatial Portrait.
- 7.6 Core 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.

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<sup>4</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>5</sup> GOEM (2009) East Midlands Regional Plan TSO

## 8. General Spatial Policies

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### Introduction

- 8.1 General spatial policies (GSPs) provide overarching principles for spatial planning in the National Park and relate closely to the delivery of National Park purposes. Policy GSP1 sets out the Sandford Principle: that any development proposal in the National Park must satisfy the statutory purposes of national park designation. In pursuing these purposes, policy clarifies the principles for conserving and enhancing the special landscapes of the Peak District, its many historic settlements, features of cultural heritage interest and its extensive biodiversity. In doing so the plan also addresses community and business needs in ways which are compatible with the valued characteristics of the area. GSP1 also clarifies the position relating to major developments, emphasising the tests to be applied in such cases.
- 8.2 GSP2 places greater emphasis on achieving enhancement of the National Park's valued characteristics, by ensuring that first consideration is always given to solutions which do not cause harm to the area. Sometimes this may involve actions and programmes that require no development at all, minimising the amount of change and potential for harm to the National Park.
- 8.3 GSP3 states the overarching principles for development management to be considered in all circumstances; and GSP4 outlines the way that planning gain will be operated to maximise the benefit of development to the National Park
- 8.4 These general policies demonstrate the sustainability of the whole Core Strategy by signposting core policies which help to deliver a sustainable approach. Moreover there is greater clarity between the strategic plan for the area and the way that Development Management Policies will help deliver the spatial strategy.

### National and regional policy context

- 8.5 The original English and Welsh National Park legislation<sup>6</sup> brought protection for landscapes of natural beauty and the opportunities they offered for open-air recreation. Subsequent legislation<sup>7</sup> has confirmed these original purposes, given equivalent protection for wildlife and cultural heritage, expanded coverage to the promotion of understanding and enjoyment of special qualities and confirmed the primacy of these purposes over the associated duty to foster social and economic well-being of national park communities. The East Midlands Regional Plan<sup>8</sup> strongly supports this position, and recognises that achieving positive social and economic benefits for National Park communities requires an approach that respects the area's designation and accepts the consequent reduced environmental capacity of the area to accommodate development.
- 8.6 A sustainable approach to development is based on national and regional policy, and aims to recognise the diverse needs of the area 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 the Core Strategy.
- 8.7 National and regional policy statements regard the National Park as a major environmental asset, so there are no strategic allocations of employment land and no housing targets. Development is small-scale in order to relate well to the landscapes within which it sits. Spatial planning is a key function of the National Park Authority alongside positive conservation and visitor management. In addition, the National Park

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<sup>6</sup> HMSO (1949) National Parks and Access to the Countryside Act

<sup>7</sup> HMSO (1995) Environment Act

<sup>8</sup> GOEM. (2009). East Midlands Regional Plan.

Authority and its partners also carry out ecological research, support moorland restoration to preserve carbon sinks, assist rural enterprises, and explore innovative ways to reduce carbon emissions. The overall management of the National Park is a huge task involving many bodies including those with statutory responsibilities to provide and manage key services such as housing, transport, education, health and social care.

- 8.8 Sustainability Objectives, developed as part of the Sustainability Appraisal are used to test the Core Strategy and provide a clear basis for achieving sustainable development. The process allows authorities 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 also established and provides a clear understanding of the state of the environment and the area's social, economic and housing needs. This ensures a 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.
- 8.9 Occasionally National Park Authorities face proposals for major development. National policy is set out in Planning Policy Statement (PPS) 7<sup>9</sup>. Further guidance on government legislation and policy affecting National Parks is set out in the 2010 National Parks Circular<sup>10</sup> These state that major development should only be permitted in exceptional circumstances, because it can have harmful impacts on the natural beauty of national parks. This is borne out by the Habitat Regulations Assessment Appropriate Assessment draft report, which highlights the potential threats from major development in respect of Natura 2000 sites<sup>11</sup>.
- 8.10 Major developments will only be permitted in exceptional circumstances and where they can be shown to be in the public interest. They will be subject to the most rigorous examination, and will only be allowed where:
- there is a proven overriding national need that cannot be met in any other way;
  - there are no alternative sites available outside the National Park
  - the development is designed and carried out to cause least practicable harm
  - any detrimental effects on the special qualities of the National Park can be adequately mitigated; and
  - the development has no overall adverse impacts on the local economy
- 8.11 Circular 2/99<sup>12</sup> for Environmental Impact Assessment points out that “the relationship between a proposed development and its location is a crucial consideration”. The more environmentally sensitive the location, the lower will be the threshold at which significant effects will be likely. The level of regard paid to National Parks is highlighted by the fact that they are classed under the Environmental Impact Assessment regulations<sup>13</sup> as ‘sensitive areas’.<sup>14</sup>
- 8.12 These requirements apply to all proposals for major development whether inside or directly affecting national parks, including transport infrastructure proposals. Proposals for major development are determined by the National Park Authority except in cases where there is a national interest. In these instances, proposals are dealt with by the Infrastructure Planning Commission (IPC). Applicants must make every effort to mitigate potential localised harm and compensate for any residual harm to any of the special qualities.

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<sup>9</sup> ODPM (2004). Planning Policy Statement 7: Sustainable Development in Rural Areas. TSO

<sup>10</sup> Defra (2010) English National Parks and the Broads: UK Government Vision and Circular 2010

<sup>11</sup> LUC (2009) Peak District Core Strategy Habitat Regulations Assessment Draft Report, PDNPA Appendix 2 Page 67

<sup>12</sup> This circular provides guidance on the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999

<sup>13</sup> OPSI (1999) Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations

<sup>14</sup> The thresholds/criteria in the second column of schedule 2 do not apply and all schedule 2 developments must be screened for the need for EIA .

- 8.13 The IPC is publishing a wide range of National Policy Statements (NPS)<sup>15</sup>. They will cover energy, transport, water, waste water, and hazardous waste. The IPC is the decision-making body for nationally-significant infrastructure projects on these issues and will use the NPSs to determine applications.
- 8.14 The East Midlands Regional Plan reiterates national policy that major developments should not take place within the National Park other than in exceptional circumstances, and only where it is in the public interest and it is not possible to meet the need in another way or location.
- 8.15 In delivering their spatial strategies national and regional policy encourages Local Planning Authorities to give clarity on the means of securing necessary infrastructure or other benefits through the operation of the planning system, using a range of mechanisms such as Section 106 agreements or the newly established Community Infrastructure Levy.

### **Contribution to Spatial Outcomes**

- 8.16 General spatial policies will contribute to the achievement of all of the Spatial Outcomes presented in the Spatial Strategy.

### **The Policies**

- GSP1 – Securing National Park Purposes and sustainable development  
GSP2 – Achieving enhancement of the National Park  
GSP3 – Development Management Principles  
GSP4 – Securing planning benefits

### **Securing National Park Purposes and Sustainable Development**

- 8.17 Policy GSP1 satisfies the requirements of European Union Directives, the Environment Act 1995, national and regional planning policies, which establish and pursue National Park purposes and duty. It underpins the vision, objectives and all other policies in this Core Strategy. It ensures that all decisions are determined in line with National Park purposes and duty.
- 8.18 It is the intent of GSP1 to ensure that in approving proposals for development, the National Park Authority will be satisfied that the scheme has properly demonstrated how it conserves and enhances the valued characteristics of the National Park as defined in this plan. For clarity, 'enhance' has the same legal strength as 'conserve', and enhancement should be sought and demonstrated as equally as the need to demonstrate that the National Park has been conserved.
- 8.19 Where there are conflicting objectives, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of some socio-economic benefits. This is known as the Sandford Principle and remains a key tool in managing irreconcilable conflicts in the National Park. Nevertheless, this Core Strategy aims 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, which means enabling development of an appropriate scale that is sustainable, accessible and inclusive, without compromising the landscape.

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<sup>15</sup> CLG (2008) The Planning Act. TSO

- 8.20 It is necessary to go that bit further to find solutions that conserve and enhance the National Park for future generations. This will include, for example, building with local materials in the vernacular tradition, sharing telecommunications masts, buying homes for local need rather than building new, undergrounding electricity cables, working towards the gradual reduction of mineral activity, using sustainable urban drainage, conserving and enhancing the ecological interest of sites, carrying out archaeological surveys, and fully justifying the need for new development.
- 8.21 Policy and development should take account of the following considerations:
- Mitigating and adapting to climate change (chapter 5, 8 11 and 15);
  - Delivering high quality design respecting local distinctiveness (chapters 5,8,9 and 11);
  - Fostering access to services and facilities by locating development according to the objectives of the spatial strategy (chapters 5 and 15);
  - Encouraging social integration in an inclusive environment that considers people's diverse needs regardless of age, gender or disability (chapters 5, 8, 10,12,and 15);
  - Encouraging good health, safety and well-being (chapters 5,8 and 10);
  - Supporting appropriate economic development (chapters 5, 12 and 13);
  - Championing environmental quality (chapters 5, 8, 9 and 11);
  - Seeking development of an appropriate scale (all chapters);
  - Addressing the local needs of the National Park's communities (chapters 5, 8 and 12);
  - Considering the needs of future generations (all chapters);
  - Achieving win-win solutions (all chapters).

**GSP1: Securing National Park Purposes and sustainable development**

- A. All policies work in combination to further the National Park's legal purposes and duty as established in the Environment Act 1995.
- B. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle will be applied and the conservation of the National Park will be given priority.
- C. Where National Park purposes can be secured, opportunities must be taken to contribute to the sustainable development of the area, to serve the social and economic needs of communities in delivering this Core Strategy and for the benefit of future generations.
- D. In securing National Park purposes major development should not take place within the Peak District National Park. Major development will only be permitted following rigorous consideration of the criteria in national policy
- E. Where a proposal for major development can demonstrate a significant net benefit to the National Park, every effort to mitigate potential localised harm and compensate for any residual harm to the area's valued characteristics would be expected to be secured.,

**Achieving enhancement of the National Park**

- 8.22 The first purpose of National Parks is to conserve and enhance the natural beauty, wildlife and cultural heritage of the area. To achieve this it is necessary to maintain an on-going commitment to enhancement alongside the conservation of the area's valued

characteristics. The spatial portrait describes various challenges facing the area and highlights the need for enhancement, to mitigate the deterioration of the landscape and other valued characteristics.

- 8.23 The National Park Authority will require a proposal for enhancement to demonstrate that it represents an overall benefit to the natural beauty, wildlife and cultural heritage of the area. In many cases this must be achieved through the quality of design and sensitivity to the character and appearance of the area in support of other core policies. Occasionally the National Park Authority may choose to accept a scheme by way of exception to some policies in order to achieve a significant overall benefit to the National Park, for example by accepting a new mineral operation in order to reduce the overall extent and impact in other areas.

#### **GSP2: Achieving enhancement of the National Park**

- A. Opportunities for enhancing the valued characteristics of the National Park will be identified and acted upon.
- B. Proposals for enhancement of the National Park will need to demonstrate that they offer significant overall benefit to the natural beauty, wildlife and cultural heritage of the area. They should not undermine the achievement of other Core Policies
- C. When development is permitted, a design will be sought that respects the character of the area and, where appropriate landscaping and planting schemes will be sought that are consistent with local landscape characteristics and their setting, complementing the locality and helping to achieve biodiversity objectives..
- D. Opportunities will be taken to enhance the National Park by the treatment or removal of undesirable features or buildings. Work must be undertaken in a manner which conserves the valued characteristics of the site and its surroundings.
- E. Development in settlements which is necessary for the relocation of non-conforming uses or which would enhance the valued characteristics of the National Park will be permitted. In such cases a site brief may be necessary to achieve the best mix of uses to secure the conservation and enhancement of the National Park and the most sustainable outcome for the community.

### **Development Management Principles**

- 8.24 In order to achieve the sensitive management of new development in the National Park, it is necessary to establish both strategic principles and finer criteria for judging impacts on the valued characteristics of the National Park. The Development Management Policies Development Plan Document will provide greater detail to aid the delivery of this spatial strategy. This policy sets out principles that need to be taken into account in all cases'

#### **GSP3: Development Management Principles**

All development must conform to the following principles:

- development which would not respect, would adversely affect, or would lead to undesirable changes in the landscape or any other valued characteristics of the area, will not be permitted;
- there must be no adverse impact on the character and setting of buildings;

- development scale must always be appropriate to the character and appearance of the National Park;
- great care with siting, landscaping and building materials will always be essential;
- design considerations must always be to a high standard
- the form and intensity of the proposed use or activity must be compatible with the character and appearance of the National Park;
- there must be no adverse impact on the living conditions of the National Park's communities;
- the impact on access and traffic levels must be proportionate and development must enable sustainable modes of travel wherever appropriate;
- sustainable building techniques must be employed where these are compatible with the character and appearance of the National Park; and
- development must seek to adapt to and mitigate the impact of climate change, particularly in respect of carbon emissions, energy and water demand.

### Securing planning benefits

- 8.25 National policy recognises that some development may adversely affect people who do not benefit directly, and that local planning authorities can use planning conditions or obligations to ameliorate this. Negotiated benefits must be clearly related to the development, and necessary to make it acceptable in planning terms. In addition, the Government has enabled local authorities 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>16</sup>).
- 8.26 The East Midlands Regional Plan requires local authorities to work with stakeholders to produce delivery plans for spatial strategies, to include guidance on appropriate levels of developer contributions and the mechanisms for securing them. There should be an agreed menu of required infrastructure (including green and cultural infrastructure) that considers strategic requirements but is locally owned.
- 8.27 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.
- 8.28 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 or a new village hall) where they are not best accommodated on the site. This is perhaps most likely in the occasional larger-scale scheme allowed in order to secure conservation and enhancement.
- 8.29 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 in each County and District why development within the National Park should contribute towards community infrastructure in the same way that development outside will be expected to. This is best and most fairly dealt with by reflecting any CIL or other delivery mechanism priorities that are advocated by the appropriate District and County Councils, based on consideration of relevant service infrastructure needs in that part of the National Park. They will be set out in a Charging Schedule drawn up by the National Park Authority.

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<sup>16</sup> The Community Infrastructure Levy Regulations 2010: **2010 No. 0000**

This will also describe how the Authority might exempt particular developments such as social housing.

**GSP4: Securing planning benefits**

- A. In the use of conditions and legal agreements when planning consent is given, the National Park Authority will consider 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.
- B. The National Park Authority's use of broader mechanisms such as Community Infrastructure Levy will pay close regard to the advice of County and District Councils and other relevant service and infrastructure providers in each part of the National Park.

## 9. Landscapes and conservation

### Introduction

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- 9.1 The policies in this chapter relate to conservation and enhancement of landscape character, valued characteristics, biodiversity and cultural heritage.
- 9.2 The approach represents the best way to conserve and enhance landscape and valued characteristics whilst addressing the social and economic needs and aspirations of residents and businesses. The profile of landscape character assessment has been elevated alongside other valued characteristics.
- 9.3 Policy L1 covers valued characteristics and landscape character. Policy L2 relates to sites, features and species of biodiversity or geo-diversity importance and their settings. Policy L3 relates to cultural heritage assets and their settings. In this way, policies for Landscapes and Conservation cover the core matters defined under the Environment Act 1995.
- 9.4 Since the former Structure Plan and 2001 Local Plan, there has been a rise in the profile of landscape character assessment and a push to manage development at a landscape scale. For example, Planning Policy Statement (PPS) 7<sup>17</sup> asks planning authorities to integrate landscape character work with land use plans. This core strategy does this, and in so doing helps deliver the National Park Management Plan outcome for natural beauty. This requires that the whole landscape is conserved and enhanced in accordance with a clear landscape characterisation. The resulting Landscape Strategy<sup>18</sup> includes an action plan and a Landscape Character Assessment which now forms a strong material consideration when making or deciding a planning application. Policies L2 and L3 are complemented by the Biodiversity Action Plan<sup>19</sup> and the Cultural Heritage Strategy<sup>20</sup>.
- 9.5 It is not always possible to retain the landscape in exactly the same form that is currently valued, for instance factors such as climate change will lead to incremental changes in biodiversity. Chapter 9: Climate change and sustainable building suggests appropriate mitigation and adaptation measures with the emphasis being careful management of change.
- 9.6 Whilst some landscape change is inevitable and policies for a living landscape accept appropriate flexibility for certain forms of development in the countryside (see Policy DS1), there are areas that are underpinned by other layers of national or international designation, such as landscape and species protected as part of the Natura 2000 network<sup>21</sup> or Conservation Areas protecting the historic built environment. A stronger level of protection will apply in these areas.
- 9.7 Across the National Park there are wilder areas with minimal obvious human influence whose 'more natural' beauty it is, in the opinion of the National Park Authority, particularly important to conserve. The Authority calls these areas the Natural Zone, used as a planning tool to create a stronger presumption against development. In most instances, the Natural Zone has been successful in achieving this, and the Authority does not believe that criteria-based policies alone would be as effective. For this reason the Natural Zone is retained in this Core Strategy, and its extent is indicated on the key diagram. The exceptional circumstances in which development can take place in the Natural Zone are explained in Local Plan policy LC1. These circumstances will be

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

<sup>18</sup> PDNPA (2009) Landscape Strategy and Action Plan.

<sup>19</sup> PDNPA (2008) A living landscape growing together: Peak District Biodiversity Action Plan Mid Term Review 2001 - 2007

<sup>20</sup> PDNPA (2005) Peak through time: Cultural heritage Strategy for the Peak District National Park.

<sup>21</sup> European Community (1979) Birds Directive 79/409/EEC European Community (2001) Habitats Directive 2001/42/EEC

reviewed in the subsequent Development Management Policies, Development Plan Document (DPD) and shown in the supporting proposals map. The Natural Zone includes areas mapped and reviewed under section 3 of the Wildlife and Countryside (Amendment) Act 1985.

- 9.8 Delivery of core policies will be measured by the extent to which the desired outcomes of the plan are achieved as indicated in Annual Monitoring Reports. An important part of this process will be monitoring of planning approvals, and enforcement against unauthorised activity. This will be supplemented by monitoring of landscape character as part of the Landscape Strategy Action Plan, and monitoring of Cultural Heritage Assets including a rolling programme of Conservation Area re-appraisals.

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

- 9.9 National policy on the importance of biodiversity, cultural heritage and natural beauty is set out in Planning Policy Statement (PPS) 7 and further guidance is supplied by the 2010 National Parks Circular<sup>22</sup>. These state that the Government continues to regard National Park designation as conferring the highest status of protection as far as landscape and natural beauty is concerned. National Parks make an important contribution to the cultural and natural heritage of the nation.
- 9.10 The European Landscape Convention<sup>23</sup> and Planning Policy Statements now encourage the integration of landscape character and land use planning countrywide. Planning authorities are strongly encouraged to use spatial policies to conserve natural beauty, biodiversity and geo-diversity and protect cultural heritage. Regional policy, allied to the landscape character assessment, reinforces the importance of the National Park landscape to the wider region. It provides a strong presumption in favour of management and enhancement of natural and heritage landscapes, stating that promotion of the highest level of protection is necessary for the nationally designated landscape of the Peak District National Park. It encourages LDF criteria-based policies to ensure that development proposals respect intrinsic landscape character in rural areas. Criteria-based policies will be set out in a subsequent Development Management Policies, DPD document. Detailed Local Plan policies will continue to apply until they are replaced.
- 9.11 The East Midlands Regional Plan<sup>24</sup> encourages policies and programmes in and around the Peak Sub-area to conserve and enhance the National Parks' natural beauty. It states that sustainable development requires all policies and programmes to sensitively manage the region's natural, cultural and historic assets, giving particular attention to designated assets of international or national importance. Regional policy promotes the highest level of protection for the Peak District National Park landscapes.

### **Contribution to Spatial Outcomes**

- 9.12 The policies contribute towards the achievement of the spatial outcome for Landscapes and Conservation, which states that 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, the Biodiversity Action Plan and the Cultural Heritage Strategy. This in turn contributes towards the achievement of National Park Management Plan outcomes for biodiversity, cultural heritage and natural beauty. The policies will also help to achieve the spatial outcome to help mitigate climate change, for example when moorland management locks in rather than loses carbon. In many other circumstances, they will ensure sustainable management of landscapes that are valued and needed by land managers and tourism businesses. This will make the rural

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<sup>22</sup> Defra (2010) English National Parks and the Broads: UK Government Vision and Circular 2010

<sup>23</sup> Council of Europe (2000) European Landscape Convention

<sup>24</sup> GOEM. (2009) East Midlands Regional Plan.

economy stronger and more sustainable, and help to achieve spatial outcomes for the economy, recreation and tourism.

9.13 Core Policies for Landscapes and Conservation will contribute to the Spatial Outcomes as follows:

9.14 Across the whole National Park policies will:

- Apply strict protection of the Natural Zone
- Manage development through careful consideration of landscape character
- Conserve and enhance Conservation Areas
- Support work with partners to reduce the size and amount of road signage in open landscapes

9.15 Across the Dark Peak and Moorland Fringes policies will:

- Protect the remoteness, wildness, open character and tranquillity of the Dark Peak landscapes
- Protect and manage the Eastern Moors open upland landscapes
- Seek opportunities to manage and enhance cultural heritage, biodiversity, recreational opportunities and tranquillity whilst maintaining the open character;
- Manage the peat landscapes to mitigate the impacts of climate change
- Seek opportunities to protect and manage the tranquil pastoral landscapes and the distinctive cultural character of the Dark Peak Yorkshire Fringe
- Seek opportunities to enhance recreation opportunities, woodlands, wildness, and diversity of more remote areas
- Protect and manage the settled, cultural character and the biodiversity and recreational resources of the Dark Peak Western Fringe, whilst maintaining strong cultural associations with the Dark Peak landscapes

9.16 Across the White Peak and Derwent Valley policies will:

- Protect and manage the distinctive and valued historic character of the settled, agricultural landscapes of the White Peak, while seeking opportunities to enhance the wild character and diversity of remoter areas
- Protect and manage the settled, agricultural character of the Derwent Valley landscapes, seeking opportunities to enhance wooded character, cultural heritage and biodiversity
- Manage floodplain landscapes to increase flood storage and enhance biodiversity
- Protect and manage the tranquil pastoral landscapes and distinctive cultural character of the Derbyshire Peak Fringe through sustainable landscape management, seeking opportunities to enhance woodlands, wetlands, cultural heritage and biodiversity

9.17 Across the South West Peak policies will

- Protect and manage the distinctive historic character of the landscapes
- Seek opportunities to celebrate the diverse landscapes,
- Enhance recreation opportunities, woodlands, wildness and diversity of remoter areas

## **The policies**

- L1 - Landscape character and valued characteristics
- L2 - Sites of biodiversity or geo-diversity importance
- L3 - Cultural heritage assets of archaeological, architectural, artistic or historic significance

## Landscape character and valued characteristics

- 9.18 This policy raises the profile of Landscape Character Assessment, and requires all development to conserve and enhance the valued characteristics and landscape character of the National Park. The National Park Authority's adopted Landscape Strategy and Action Plan makes it clear what should be conserved and enhanced. Paragraphs 1.14 to 1.17 above include summary points from the Landscape Strategy, but applicants are advised to familiarise themselves with the full Landscape Strategy as an aid to making an application for planning permission which has landscape implications. For the purposes of this Core Strategy, the valued characteristics include:
- outstanding natural beauty, character and diversity of landscapes;
  - 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;
  - trees, woodlands, hedgerows, stone walls, field barns and other landscape features
  - significant geological features;
  - wealth of historic buildings, and registered parks and gardens;
  - opportunities to experience tranquillity and quiet enjoyment;
  - opportunities to experience dark skies;
  - opportunities for outdoor recreation and adventure;
  - opportunities to improve physical and emotional well being;
  - easy accessibility for visitors from surrounding urban areas;
  - vibrancy and sense of community;
  - cultural heritage of history, archaeology, customs, traditions, legends, arts and literary associations;
  - environmentally friendly methods of farming and working the land;
  - craft and cottage industries;
  - special value attached to the national park by surrounding urban communities;
  - the flow of landscape character across and beyond the National Park boundary
  - providing a continuity of landscape and valued setting for the National Park
  - any other feature or attribute which make up its special quality and sense of place.
- 9.19 The European Landscape Convention defines landscape as "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors." Compliance with European convention is a requirement in all plan making, to encourage a joined-up approach through policy and planning in all areas of land use, development and management. It encourages the integration of landscape character assessment and land use planning. Policy L1 achieves this through an integrated approach covering landscape character and valued characteristics, as described in the Peak District Landscape Strategy and Action Plan and paragraph 7.18 above.
- 9.20 Alongside the adopted Landscape Strategy, the Wildlife and Countryside (Amendment) Act, 1995 requires National Park Authorities to identify areas which it considers are particularly important to conserve. These areas are largely underpinned by Natura 2000 sites and for spatial planning purposes the Authority calls these areas the Natural Zone<sup>25</sup>. To qualify for inclusion, areas must substantially include:

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<sup>25</sup> PDNPA Peak District National Park Local Plan Appendix 4 2001 PDNPA

- a quality of 'wilderness',
- relatively natural vegetation which is largely self sown;
- few obvious signs of human influence such as field boundaries;
- 'open country' which has particular importance for certain types of recreation associated with adventure and contact with nature;
- high wildlife value; comprising habitats falling within the statutory Section 3 Map (or limestone dale) definition \*
- natural beauty, which in the opinion of the National Park Authority, is particularly important to conserve

\*The type of land eligible for inclusion on the Section 3 map is statutorily defined (Wildlife and Countryside (Amendment) Act, 1995) as areas of mountain, moor, heath, woodland, down, cliff or foreshore whose natural beauty it is, in the opinion of the authority, particularly important to conserve.

- 9.21 The National Park Authority uses the Natural Zone as a planning tool to create a stronger presumption against development. It has been successful in achieving this, and the Authority does not believe that criteria-based policies alone would be as effective. For this reason the Natural Zone is retained in this core strategy, and its extent is indicated on the key diagram.
- 9.22 The exceptional circumstances in which development can take place in the Natural Zone are explained in Local Plan policy LC1. These circumstances will be reviewed in the subsequent Development Management Policies DPD and the Natural Zone extent will be defined in the supporting Proposals Map.
- 9.23 National policies emphasise the need to map out, and then conserve and enhance landscapes of natural beauty, in addition to identifying, conserving and enhancing areas with national, regional and local designations. The Landscape Strategy is therefore an integral part of this LDF. 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 policies in this chapter, together with Local Plan Policies, achieve this.
- 9.24 The 2010 National Parks Circular requires National Park Authorities to document and clearly express the special qualities of the National Park, and continue to ensure the conservation of the natural beauty of the area for which they are responsible. For the avoidance of doubt, for the purposes of this Core Strategy the National Park Authority considers that the valued characteristics listed in paragraph 1.18 are the special qualities.

<b>L1: Landscape character and valued characteristics</b>	
A.	Development must conserve and enhance valued landscape character, as identified in the Landscape Strategy and Action Plan, and other valued characteristics.
B.	Other than in exceptional circumstances, proposals for development in the Natural Zone will not be permitted.

## Sites of biodiversity or geo-diversity importance

- 9.25 Sites of biodiversity or geodiversity importance play a vital role within the often unique ecosystems of the National Park and the region. This strong policy principle is important in supporting other areas of the plan. For example restoring 1km<sub>2</sub> of peat moorland not only protects the eco-system but leads to a carbon saving of 609 to 1128 tonnes of equivalent CO<sub>2</sub>/yr. Moorland management also assists water management and reduces the risk of flooding in areas such as the River Derwent as it flows through Derby and other urban areas.
- 9.26 The 2010 National Parks Circular has a priority outcome for 2010–15 to secure a diverse and healthy natural environment, enhance cultural heritage and inspire lifelong behavioural change. Part of this aim is that biodiversity is valued, safeguarded and enhanced.
- 9.27 National and regional policy justifies the approach in the National Park. National policy requires LDFs to 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. National policy and the 2010 National Parks Circular confirms that every public authority must, in exercising its functions, have regard so far is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity. Policies should enable the conservation of sites and areas designated for the value of their biodiversity. The following policy is also necessary to aid conservation and enhancement of habitats, species and natural resources and to meet the requirements of PPS9<sup>26</sup>.
- 9.28 Regional policy states that there should be a net increase in the quality and quantity of environmental assets. It requires Local Authorities, statutory environmental bodies and developers to work with the voluntary sector, landowners and local communities to deliver a major step-change increase in biodiversity across the region.
- 9.29 The sites, features and species covered by this policy include:
- Sites of Special Scientific Interest (SSSIs);
  - National Nature Reserves (NNRs);
  - Species listed under the schedules 1, 5 or 8 of the Wildlife and Countryside Act 1981 or subsequent legislation or reviews;
  - Local Nature Reserves;
  - Local Wildlife Sites or their equivalent;
  - Regionally Important Geological Sites;
  - National, regional or local Biodiversity Action Plan priority habitats or species;
  - Significant populations of national or local Red Data Book or Notable species;
  - Sites that provide, or could provide linkages, stepping-stones or corridors between national or local priority habitats, and populations of priority species or other important features.
- 9.30 The National Park Authority will consider all proposals for development individually and in combination with other proposed and previous developments, to ensure a net positive impact on sites, features or species.
- 9.31 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 such as the Appropriate Assessment under the Habitats Regulations<sup>27</sup> designed to provide the highest levels of safeguarding. Specific policies are not

<sup>26</sup> ODPM Planning Policy Statement 9: Biodiversity and Geological Conservation

<sup>27</sup> Statutory Instrument 1994 No. 2716 The Conservation (Natural Habitats, &c.) Regulations (1994) HMSO

included for these sites, but the Authority will consider these internationally important sites under L2 and show them on a subsequent proposals map with associated Development Management Policies.

## **L2: Sites of biodiversity or geodiversity importance**

- A. Development must conserve and enhance any sites, features or species of biodiversity importance or their setting.
- B. Other than in exceptional circumstances development will not be permitted where it is likely to have an adverse impact on any sites, features or species of biodiversity importance or their setting that has statutory designation or are of international or national importance for its biodiversity.
- C. Development must conserve and enhance any sites or features of geodiversity importance or their setting.
- D. Other than in exceptional circumstances, development will not be permitted where it is likely to have an adverse impact on any sites or features of geodiversity importance or their setting that has statutory designation or are of international or national importance for its geodiversity.

## **Cultural heritage assets of archaeological, architectural, artistic or historic significance**

- 9.32 This policy covers all cultural heritage assets of significance. The 2010 National Parks Circular states that cultural heritage and landscape are fundamental to quality of place, and as they are central to attractiveness, distinctiveness, diversity and quality of place in the Parks, they should be protected and enhanced.
- 9.33 The Government's vision for the historic environment<sup>28</sup> is that the value of the historic environment is recognised by all who have the power to shape it; that Government gives it proper recognition; and that it is managed intelligently and in a way that fully realises its contribution to the economic, social and cultural life of the nation. The Government recognises that, in shaping places, authorities at all levels must give priority to creating high quality environments for those who use them, developing and implementing policies which seek to retain local distinctiveness and give due weight to the obligation to protect, enhance and promote the historic environment.
- 9.34 Planning Policy Statement 5 (PPS5)<sup>29</sup> describes 'heritage assets' as those parts of the historic environment that have significance to this and future generations because of their historic, archaeological, architectural or artistic interest. 'Significance' is described as the value of a heritage asset to this and future generations because of its heritage interest. Some assets possess a level of significance that justifies formal designation, such as World Heritage Site, Scheduled Monument, Listed Building, Registered Park and Garden, or Conservation Area. However, the PPS also covers heritage assets that are not designated, but which are of heritage significance and are also a material planning consideration.
- 9.35 The Government accepts there are some heritage assets which are not currently designated but are of equivalent significance and should be considered as if they were designated. Such assets are therefore significant material considerations in planning decisions. In the National Park, around 90% of the assets fall into this category. Although they have no statutory designation they are a vital part of the landscape.

<sup>28</sup> DCMS (2010) The Government's Statement on the Historic Environment of England 2010. DCMS

<sup>29</sup> CLG (2010) Planning Policy Statement 5: Planning for the Historic Environment TSO

Some, such as stone walls, lead rakes and stone barns, are highly valued but remain susceptible to damage, so they need continued protection through planning policies. As custodians of the National Park, the National Park Authority will provide robust protection for these assets.

- 9.36 The Authority also recognises that if people better understand cultural heritage, they are more likely to value it, and if they value it they are more likely to support its conservation and enhancement. The requirement to maintain and provide access to Historic Environment Records now provides additional means for the National Park Authority to:
- advance knowledge and understanding of the historic environment;
  - improve its protection; support its conservation, management and enhancement;
  - inform policies, plans and development management;
  - support heritage led regeneration, environmental education and cultural tourism; and
  - promote involvement in exploration, appreciation and enjoyment of local heritage.
- 9.37 Therefore, alongside policy protection, the Authority will work to raise people's understanding of cultural heritage. This recognises that peoples' concepts of heritage and 'sense of place' are deeply held, very personal and not easily changed.
- 9.38 National policy 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 establishes nationally registered parks and gardens as a material consideration in planning decisions, whilst other areas such as sites of archaeological interest and the wider historic landscape should be important factors in decision-making. Overall, the conservation of cultural heritage plays an integral part in the delivery of sustainable development. A joint guidance document<sup>30</sup> sees spatial planning as a major opportunity to strengthen links between LDFs and a range of other plans and strategies such as the Cultural Heritage Strategy. Other guidance<sup>31</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.
- 9.39 Regional policy requires sustainable development to 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 also requires planning authorities to:
- identify and assess the significance of historic assets and their settings;
  - understand their contribution to the landscape or townscape;
  - 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;
  - recognise the opportunities to enhance tourism and develop the potential of historic sites as part of green infrastructure; and
  - seek to increase the quality and active management of historic assets in ways that also promote adaptation to climate change.
- 9.40 The National Park Authority welcomes close working and forward planning with all owners and managers of cultural heritage assets. This can be valuable to both landowners and the Authority, particularly when large landholders such as estates and conservation organizations are responsible for significant areas or numbers of cultural heritage assets. The Authority aims to encourage mutually beneficial and sustainable proposals to conserve and enhance cultural heritage assets for future generations, whilst acknowledging the social and economic challenges faced by today's land owners and managers.

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<sup>30</sup> David Tyldesley and Associates. (2005). Environmental Quality in Spatial Planning.

<sup>31</sup> English Heritage. (2008). Conservation Principles Policies and Guidance for the Sustainable Management of the Historic Environment.

9.41 In all proposals involving cultural heritage assets with statutory designation or registration, or which are otherwise of international, national, regional or local interest, an evaluation of the likely impact must be undertaken to specifications approved by the National Park Authority in accordance with PPS5, and the Authority's Householder Planning Application Guidance Notes and Planning Application Validation Guidance<sup>32</sup>. Development that affects the particular merits of Listed Buildings and other buildings, assets and areas of historic or vernacular merit or their settings, must sustain or enhance the assets or their significance to be acceptable.

**L3: Cultural heritage assets of archaeological, architectural, artistic or historic significance**

Development must conserve and enhance any asset of archaeological, architectural, artistic or historic significance or its setting that has statutory designation or registration or is of other international, national, regional or local significance.

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<sup>32</sup> PDNPA <http://www.peakdistrict.gov.uk/index/living-in/planning/making-a-planning-application.htm>

## 10. Recreation and tourism

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### Introduction

- 10.1 This chapter considers the key strategic issues for recreation, tourism, environmental education and interpretation. It covers all developments which provide the means by which people can explore and enjoy the National Park in a responsible and sustainable way. These include holiday accommodation, recreation facilities, the means of welcoming and introducing people to the National Park and the provision of infrastructure such as car parks and picnic sites. Many outdoor recreation activities do not come under the scope of planning control, but are considered in the Recreation Strategy<sup>33</sup> and in visitor and traffic management plans. Public access to natural recreation resources such as riversides and climbing crags will be sought and maintained wherever possible. Sports and recreation provision at a community level is included within the Homes and Communities chapter at policy HC 5.
- 10.2 Policies set out here will help achieve outcomes and actions in the National Park Management Plan, and the National Park Authority's strategies for Recreation and Working with People and Communities. These seek to encourage and enable everybody to feel welcome in the National Park, understand why it is a special place, and be able to take part in a range of recreation activities which depend on the physical resources, character and capacity of its different areas. Tourism and recreation are major contributors to the Peak District economy, and the development of appropriate accommodation and facilities will continue to support this and provide job opportunities for local people. However, the landscape must remain the attraction and the facility, so economic benefit will not be a primary reason for development.
- 10.3 Since the former Structure Plan, the second National Park purpose has been extended to include *understanding* as well as enjoyment, so the Core Strategy includes policy to cover this additional responsibility. Previous policy employed a system of three Recreation Zones, used to direct different levels of recreation activity and provision of facilities to different parts of the National Park. These zones are not retained, and in future, decisions will be based on Landscape Character Areas defined in the Landscape Strategy. This recognises that areas provide different opportunities and have capacity to absorb more or less recreational pressure. Planning decisions will be made on a case by case basis. Detailed policies in the Development Management Policies, Development Plan Document (DPD) may be supplemented by visitor management plans.
- 10.4 Evidence in a recent Hotel Demand Study<sup>34</sup> maintains the need to provide an opportunity for hotel development in Bakewell. Overall, policies provide for visitor accommodation, principally by caravans and camping and through the reuse of traditional buildings. As such they retain an approach considered the most appropriate means of providing visitors opportunities for enjoying the National Park, whilst offering the most protection to the landscape and valued characteristics which form the very basis of a visit to the Peak District,.
- 10.5 In terms of the location of recreation and tourism proposals, sustainable development principles will be important, particularly in the more remote or sensitive areas of the National Park. Ease of access to sustainable transport options will be a key factor.

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<sup>33</sup> PDNPA (2009) Active in the outdoors – a recreation strategy for the Peak District National Park 2010-2020.

<sup>34</sup> Derby and Derbyshire Economic Partnership(DDEP)(2007) Hotel Demand Study

## **National and regional policy context**

- 10.6 The Environment Act 1995<sup>35</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. The 2010 National Parks Circular<sup>36</sup> advises National Park Authorities to realise the positive contribution that sustainable tourism can make to the environment and the wellbeing of local communities. The tourist industry should also recognise its responsibilities in respect of conservation and enhancement of special qualities, and work with the Authority to deliver sustainable tourism objectives.
- 10.7 The Circular recognises that recreational activities which would have an adverse impact on a National Park's special qualities and on other people's enjoyment of them may need to be excluded. National planning policy and guidance recommends that conflicts between recreation and conservation are resolved by cooperation, careful planning and positive management strategies, but advises that where there is irreconcilable conflict, the recreation purpose is secondary to that of conservation and enhancement ('the Sandford principle').
- 10.8 National policy statements and good practice guidance<sup>37</sup> promote sustainable tourism and recreation developments that benefit rural businesses, communities and visitors, and which utilise and enrich rather than harm the character of countryside and villages. Facilities should preferably be close to service centres or villages and use existing buildings. In this way the impact on natural features will be minimised.
- 10.9 National policy requires plans to take a positive approach to providing holiday accommodation, because of the important role it can play in the local economy. However, new and expanded caravan sites should not be prominent in the landscape. Good Practice Guidance advises that particular care must be taken in relation to caravan and camping sites in designated areas to ensure that the qualities that justified designation are conserved.
- 10.10 The East Midlands Regional Plan<sup>38</sup> recognises the National Park as a key asset, and seeks to maximise economic benefit whilst avoiding environmental harm. It recommends locating holiday accommodation close to popular destinations that have adequate environmental and infrastructure capacity. It requires authorities and other public bodies in areas adjoining the National Park to encourage and promote tourism opportunities outside the Park that could ease pressures on the Park itself.

## **Contribution to Spatial Outcomes**

- 10.11 Policies will contribute to the Authority's spatial outcome for promoting recreation and understanding, which states 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. Furthermore these policies also contribute to the spatial aim for Economy.
- 10.12 Core policies for recreation and tourism will contribute to spatial outcomes as follows:

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<sup>35</sup> HMSO (1995) Environment Act

<sup>36</sup> DEFRA (2010) English National Parks and the Broads: UK Government Vision and Circular

<sup>37</sup> DCLG (2006) Good Practice Guide on planning for tourism

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

Across all parts of the National Park policies will:

- Enable development of appropriate sites and facilities in settlements shown on the key diagram;
- Support low-key development or improvement of facilities in recognised visitor locations where they enhance recreation opportunities and understanding of the National Park;
- Encourage and support sustainable travel options that jointly address visitors' and residents' needs.
- Manage off-road recreation so that legitimate uses and users can enjoy the area without damaging the landscape or other peoples' enjoyment of it;

In the Dark Peak and Moorland Fringe policies will:

- Enable development of appropriate sites and facilities at key sites such as the Hope Valley, Stanage Edge, the Upper Derwent and Langsett;
- In countryside locations between the remoter moorlands and surrounding urban areas, limit development to appropriate signage and interpretation, in line with the Recreation Strategy, Interpretation Plan and Working with People and Communities Strategy;
- Help constituent councils to use the potential for activity that addresses poor health and improves equality of opportunity;
- Support tourist accommodation that is particularly suited to the wilder and quieter areas, such as back-pack or farm-based tent and caravan sites.

In the White Peak and Derwent Valley policies will:

- Support the development of appropriate facilities in recognised visitor locations such as Bakewell, Castleton, the Hope Valley, and Dovedale;
- Support work that maintains and fills gaps in the rights of way network;
- Protect the recreational value of the Manifold, Tissington, and High Peak trails;
- Retain the continuity of the Monsal Trail and explore its further potential;
- Consolidate Bakewell's role as a tourist centre and a hub from which to explore other attractions;
- Support the change of use of traditional buildings to visitor accommodation;
- Enable a new hotel in Bakewell.

In the South West Peak policies will:

- Support measures to improve visitor access into and around the area.

## **The Policies**

RT1 – Recreation, environmental education and interpretation

RT2 – Hotels, bed and breakfast and self catering accommodation

RT3 – Caravans and camping

### **Recreation, environmental education and interpretation**

10.13 The following policy supports the provision of recreation, environmental education and interpretation developments which encourage the sustainable enjoyment of the National Park. To reflect its special status, developments should be appropriate to the valued characteristics (see para 1.18). For example, proposals which do not reflect, explore or depend on characteristics such as the natural beauty, wildlife, historic buildings, customs or quiet enjoyment will not be acceptable. Factors such as landscape impact, environmental capacity, scale and intensity of use or activity will be important

considerations. Some parts of the National Park are particularly valued for the wilderness and solitude they offer, which must be maintained.

- 10.14 Major developments are not appropriate in the National Park, The National Park Authority's Strategy<sup>39</sup> aims to positively manage off-road motorised recreation in the context of the National Park's valued characteristics.
- 10.15 The Authority is keen to support active recreation, particularly where it involves the enjoyment of the many valued characteristics that define the area. Many recreational events regularly take place in the National Park and add great value and vibrancy to its cultural interest. The Recreation Strategy advises that there is well established guidance covering the organisation of such events available from national governing bodies of sport and recreation. The Recreation Strategy states that on National Park Authority-owned land, events will normally be permitted so long as they do not detract from the landscape/sense of wilderness, disturb or damage wildlife or ecology, cause disturbance to local residents or farmers, cause conflict with other users or increase recreational pressure on the area.
- 10.16 Some uses and events do not require planning permission and take place on a temporary basis. Where the scale and intensity of such uses increase so as to cause harm to the valued characteristics of the National Park, it may be necessary to bring the activity under planning control and make a judgment based on the core policies in this plan.
- 10.17 One of the Authority's main aims is to increase awareness of what the National Park has to offer people who currently do not know about it and find it hard to visit. Developments which provide opportunities for understanding and enjoying the National Park will be welcomed in locations close to its boundary or with easy access by sustainable means, taking into account the landscape character and setting of the National Park.
- 10.18 The National Park is a popular tourist destination receiving millions of visitors each year. This causes problems in some villages and parts of the countryside. The National Park Authority will work with its partners to fulfil the National Park's recreation function and potential, for its own and surrounding communities. There will be better integration with surrounding local authority areas' recreation and green infrastructure strategies.
- 10.19 The Authority will continue to work with partners and landowners to enable access to natural recreation resources such as rivers and climbing crags.

#### RT1: Recreation, environmental education and interpretation

Proposals for recreation, environmental education and interpretation must conform to the following principles:

- A. The National Park Authority will support facilities which enable recreation, environmental education and interpretation, which encourage understanding and enjoyment of the National Park, and are appropriate to the National Park's valued characteristics. Opportunities for access by sustainable means will be encouraged.
- B. New provision must justify its location in relation to environmental capacity, scale and intensity of use or activity, and be informed by the Landscape Strategy. Where appropriate, development should be focused in or on the edge of settlements. In the open countryside, clear demonstration of need for such a location will be necessary.
- C. Wherever possible, development must reuse existing traditional buildings of historic or

<sup>39</sup> PDNPA Strategy to manage recreational vehicle use of unsurfaced highways and off road –this is an ongoing action plan

vernacular merit, and should enhance any appropriate existing facilities. Where this is not possible, the construction of new buildings may be acceptable.

- D. Development must not on its own, or cumulatively with other development and uses, prejudice or disadvantage peoples' enjoyment of other existing and appropriate recreation, environmental education or interpretation activities, including the informal quiet enjoyment of the National Park.

### **Hotels, bed and breakfast and self-catering accommodation**

- 10.20 The following policy offers scope to provide accommodation for staying visitors, which can contribute to the local economy and enable visitors to enjoy the National Park. It is important to provide a wide range of type and price of holiday accommodation, so that people from all walks of life can afford to stay here for short breaks and holidays.
- 10.21 Most opportunities for development will occur through conversions or change of use of existing traditional buildings in towns and villages or on farms. These will be permitted where there is no landscape harm, as can easily be the case in some predominantly natural open countryside locations. The provision and operation of holiday accommodation can provide valuable additional income for the farming community, but the conversion of entire farmsteads will not generally be acceptable where it adversely affects the function or character of the main group of farm buildings. Farms will need to retain an appropriate range of buildings to continue the operation of the primary business and to prevent the need for additional replacement buildings.
- 10.22 There is concern about oversupply of self-catering accommodation, particularly in some parts of the National Park. This could mean that providers and operators may not receive the anticipated return in income from what may be a significant investment. The National Park Authority will work with partners and stakeholders to provide appropriate advice.
- 10.23 Conversions and changes of use of existing traditional buildings of historic or vernacular merit will provide ample opportunities for small scale holiday developments. In addition, the policy responds to evidence showing a lack of serviced accommodation, by giving the opportunity to build a new hotel in Bakewell, selected because of its relative accessibility and important market town role. It should be remembered that areas surrounding the National Park offer a large amount of serviced holiday accommodation.

### **RT2: Hotels, bed and breakfast and self-catering accommodation**

Proposals for Hotels, bed and breakfast and self-catering accommodation must conform to the following principles:

- A. The change of use of a traditional building of historic or vernacular merit to serviced or self-catering holiday accommodation will be permitted, except where it would create unacceptable landscape impact in open countryside. The change of use of entire farmsteads to holiday accommodation will not be permitted.
- B. Appropriate minor developments which extend or make quality improvements to existing holiday accommodation will be permitted.
- C. New build holiday accommodation will not be permitted, except for a new hotel in Bakewell.

## Caravans and camping

- 10.24 Camping and caravanning is the most popular type of holiday accommodation in the Peak District. The following policy will enable a range of sizes and types of site to cater for holidaymakers, provided there is no adverse impact on landscapes and valued characteristics. Policies will particularly encourage well located sites where there are currently gaps in provision.
- 10.25 Operating a camping or caravan site may offer a useful supplement to a farmer or land manager's income (see policy E2 which allows farmers and land managers to diversify their primary business). Location close to an existing farmstead might be beneficial because site facilities could be provided within an existing traditional building.
- 10.26 Many landscapes in the National Park are very open, with narrow and often ecologically sensitive valleys and dales, and many areas have poor road access. A restrictive policy is appropriate because national and regional policy gives particular weight to protection of the landscape in National Parks. Size is an important factor in assessing the impact of a camping or caravan site on the landscape and traffic movements. The following policy states that small touring camping and caravan sites may be acceptable, but 'small' is not defined, either in terms of extent or number of pitches. Appropriate size will vary from site to site. For guidance, sites up to 30 pitches are more likely to be acceptable, although this may be too large in many circumstances. Similarly, static caravans, chalets or lodges would often be too prominent within Peak District landscapes. However, there may be some locations, where, through the use of effective design and landscaping, small, simple timber structures may be acceptable as replacements for existing static caravans where this would result in enhancement. Large camping and caravan sites, and other types of provision not acceptable within the National Park, will be encouraged to locate in areas outside or on the fringe, as recommended by the East Midlands Regional Plan.
- 10.27 The Authority understands that site operators may wish to improve quality to remain competitive. Upgraded toilet and shower facilities, tree planting or hardstandings will generally be acceptable. Proposals for a shop, recreation or other facilities must only provide for the needs of the site itself, without putting other community facilities at risk, or becoming an attraction in its own right. Proposals will also need to be considered with reference to HC5 covering community facilities and HC6 covering shopping. 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 area is not in line with the second National Park purpose.
- 10.28 Permanent dwellings for site wardens on camping and caravan sites may be acceptable in some circumstances, but must be justified in terms of essential need for a dwelling on-site. Wherever possible, they should be provided by conversion of existing traditional buildings of historic or vernacular merit. Proposals will be considered with reference to Policy HC2.

### RT3: Caravans and camping

Proposals for caravan and camping sites must conform to the following principles:

- A. Small touring camping and caravan sites and backpack camping sites will be permitted, particularly in areas where there are few existing sites, provided that they are well screened, have appropriate access to the road network, and do not adversely affect living conditions.
- B. Static caravans, chalets or lodges will not be permitted.

- C. Provision of improved facilities on existing caravan and camping sites, including shops and recreation opportunities, must be of a scale appropriate to the site itself.
- D. Development that would improve the quality of existing sites, including improvements to upgrade facilities, access, landscaping, or the appearance of existing static caravans, will be encouraged.

## 11. Climate change and sustainable building

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### Introduction

- 11.1 This chapter covers the key spatial issues relating to climate change and the National Park Authority's response. The Authority's required outcome for climate change are set out in the National Park Management Plan and articulated in the Climate Change Action Plan.
- 11.2 This chapter considers the overall strategic role played by the National Park in relation to mitigating and adapting to climate change. It considers sustainable design and construction, securing low carbon development, renewable energy developments, flood risk reduction, water conservation and waste management. 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 policies seek a best practice approach to building and use of resources, aiming to make the most efficient and sustainable use of land, buildings and natural resources, and, through the energy hierarchy, to reduce carbon emissions and to use low carbon and renewable energy sources where appropriate.
- 11.3 To inform the new suite of policies a report was jointly commissioned by the National Park Authority in partnership with Derbyshire Dales District Council and High Peak Borough Council. The Peak Sub-Region Climate Change Study<sup>40</sup> focuses on the capacity and potential for renewables and low carbon technologies incorporating a landscape sensitivity study of the area.
- 11.4 The delivery of spatial policies will be assisted by schemes which encourage sustainable and low carbon development, including the National Park Authority's Sustainable Development Fund and the Environmental Quality Mark. Key agencies such as DECC, DEFRA, EMDA, Business Link, LAEP and the National Park Authority offer significant resource and advisory functions to support sustainable development.

### National and regional policy context

- 11.5 National and regional policy seeks to minimise energy use through the use of the energy hierarchy. PPS1 Supplement<sup>41</sup> expects policies to secure the highest viable resource and energy efficiency and reduction in emissions. It recognises that it may be appropriate for planning authorities to promote levels of building sustainably in advance of those set out nationally, by reference to Building Regulations and Code for Sustainable Homes standards. This should not inhibit development including the provision of affordable housing. The 2010 National Parks Circular<sup>42</sup> states that together with a new focus on achieving National Park purposes, National Park Authorities should promote energy efficiency and lead the way in adapting to and mitigating climate change, inspiring a lifelong behaviour change to sustainable living and enjoyment of the countryside. The East Midlands Regional Plan sets out the need to minimise adverse environmental impacts of new development and promote optimum social and economic benefits through sustainable design and construction techniques.
- 11.6 Planning Policy Statement 7<sup>43</sup> states that National Parks have been confirmed by the government as having the highest status of protection in relation to landscape and

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<sup>40</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>41</sup> DCLG (2007) Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1

<sup>42</sup> DEFRA (2010) English National Parks and the Broads: UK Government Vision and Circular 2010

<sup>43</sup> ODPM (2006) Planning Policy Statement 7: Sustainable Development in Rural areas

scenic beauty. The conservation of the natural beauty of the landscape and countryside should therefore be given great weight in planning policies and development control decisions in such areas. The conservation of wildlife and cultural heritage are a specific purpose and should also be given great weight.

- 11.7 Planning Policy Statement (PPS)<sup>144</sup> confirms the Government's commitment to protecting and enhancing the quality of the natural and historic environment. It requires policies on design and access to be based on an understanding and evaluation of its present defining characteristics and any stated objectives for the future of the area. Developments must be sustainable, durable and adaptable (including taking account of natural hazards such as flooding), and make efficient and prudent use of resources. Other PPSs deal with wider policy issues, including biodiversity<sup>45</sup>, transport <sup>46</sup>and pollution control including Sustainable Drainage Schemes<sup>47</sup>.
- 11.8 PPS1 Supplement<sup>48</sup> requires planning to contribute to reducing carbon emissions, stabilising climate change, and taking into account its consequences. It requires an evidence-based understanding of the local feasibility and potential for renewables and low carbon technologies to supply new development in the area. It also expects policies to secure the highest viable resource and energy efficiency and reduction in emissions.
- 11.9 PPS22<sup>49</sup> requires criteria-based policies which set out the circumstances in which particular types and sizes of renewable energy developments will be accepted in nationally designated areas. It states that planning permission for renewable energy projects should only be granted where it can be demonstrated that the objectives of designation will not be compromised by the development. Small scale developments should be permitted in areas such as National Parks provided that there is no significant environmental detriment to the area concerned. The East Midlands Regional Plan(ref) points out that internationally and nationally designated assets should receive the highest level of protection, and that damage to natural and historic assets or their settings should be avoided as far as possible, recognising that such assets are usually irreplaceable.
- 11.10 The East Midlands Regional Plan recognises that within the Peak Sub-area, large-scale renewable energy generation will always be difficult to accommodate. It states however that there are many opportunities for small-scale hydro and some opportunities for small wind generation. Policy 40 requires Local Planning Authorities to give particular attention to landscape and visual impact, informed by local Landscape Character Assessments. Further guidance on the integration of low impact, low carbon technology is given in the National Park Authority's Supplementary Planning Guidance<sup>50</sup> (SPG). An updated document will consider the wider issue of sustainable design alongside low carbon and renewable energy technologies.
- 11.11 Core objectives in the East Midlands Regional Plan include minimising adverse environmental impacts of new development, and promoting optimum social and economic benefits through sustainable design and construction techniques. Regional priorities call for energy reduction and efficiency in line with the energy hierarchy, and LDF policies should secure a reduction in the need for energy through the location of development, site layout and building design. Low carbon energy proposals should be supported where they can satisfactorily address environmental, social and economic impacts. Combined Heat and Power and district heating infrastructure are also

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<sup>44</sup> ODPM (2006) Planning Policy Statement 1: Delivering Sustainable Development

<sup>45</sup> ODPM (2005) Planning Policy Statement 9 : Biodiversity and Geological Conservation

<sup>46</sup> ODPM (2001) Planning Policy Statement 13 : Transport

<sup>47</sup> ODPM (2004) Planning Policy Statement 23 : Planning and Pollution Control

<sup>48</sup> DCLG (2007) Planning Policy Statement: Planning and Climate Change, Supplement to PPS1

<sup>49</sup> ODPM (2004) Planning Policy Statement 22: Renewable energy

<sup>50</sup> PDNPA (2003) Supplementary planning guidance for energy renewables and conservation

encouraged alongside low carbon distributed energy networks and renewable resources. The regional approach to water resources aims to ensure a coordinated approach to planning for water supply, wastewater treatment and water quality issues by local authorities working with the Environment Agency and water companies.

- 11.12 Planning Policy Statement 10<sup>51</sup> sets out government policy on waste management including the overarching principle of the waste hierarchy. Annex E gives locational criteria for testing suitability of sites, including in Part C, “the need to protect landscapes of national importance, for example National Parks, from visual intrusion”.
- 11.13 The East Midlands Regional Plan requires all Waste Planning Authorities, with the exception of the National Park Authority, to make provision in their Waste Management Frameworks for capacity equal to the amount of waste generated and requiring management in their areas. Regional policy provides apportionment data for all areas except the National Park, in recognition that statutory designation confers the highest status of protection for landscapes and natural beauty. It also recognises that the high quality environment and smaller settlement size make it inappropriate and unsustainable for the Sub-area to make a significant contribution to the provision of waste management infrastructure in the regional context, stating that in larger settlements in the Sub-area outside the National Park, small-scale facilities serving the area’s needs should be accommodated where these would not have a significant adverse effect on the environment and local communities or conflict with the National Park’s statutory purposes.

### **Contribution to Spatial Outcomes**

- 11.14 Core policies will contribute to the spatial outcome for climate change so that 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.
- 11.15 Policies also complement the National Park Authority’s Climate Change Action Plan and help to deliver our Local Area Agreement climate change contributions. The Action Plan shows the positive actions that are being taken, many of which are not related to planning. There are also links with the Cultural Heritage Strategy<sup>52</sup> and Landscape Strategy<sup>53</sup>.
- 11.16 The spatial planning aspects of climate change mitigation and adaptation are addressed here. They include a best practice approach to building, using methods that reduce energy consumption, increase the proportion of overall energy use provided by renewable and low carbon energy infrastructure, and which conserve resources. Focusing on carbon reduction in all development, through the energy hierarchy, will assist the Authority’s commitment to take action on climate change. Other core policies influencing climate change mitigation and adaptation, such as sustainable development principles, the settlement strategy and sustainable modes of transport, will play a key role alongside climate change policies.

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<sup>51</sup> ODPM (2005) Planning Policy Statement 10: Planning for Sustainable Waste Management

<sup>52</sup> PDNPA (2005) Peak Through Time: Cultural Heritage Strategy for the Peak District National Park

<sup>53</sup> PDNPA (2009) Peak District National Park Landscape Strategy and Action Plan 2009-2019

11.17 The National Park Authority is seeking ways of contributing to local, regional and national energy conservation and renewables targets whilst ensuring that low carbon and renewable energy development are appropriate to the protected landscape. Where proposals are consistent with the conservation of the designated landscape, the Core Strategy aims to support communities and organisations to reduce their greenhouse gas (GHG) emissions, and help them be better prepared to adapt to the effects of climate change.

11.18 Core Policies for climate change and sustainable building will contribute to the following spatial objectives:

Across all parts of the National Park policies will:

- Support measures that conserve the landscape whilst mitigating the impacts of climate change
- Support design and construction techniques that help reduce carbon emissions but also respect the built tradition and character of settlements
- Support development that takes account of the energy hierarchy to reduce the need for energy and to use energy more efficiently
- Support sensitively sited small-scale low carbon and renewable energy development.

Across the Dark Peak and Moorland Fringe policies will:

- Support work to protect peatland and promote its role as a carbon sink and store
- Support work to manage floodplain landscapes to increase flood storage and enhance biodiversity
- Protect open skylines, long views and semi-natural moorland expanses

Across the White Peak and Derwent Valley policies will:

- Support work to manage floodplain landscapes and enhance biodiversity.

Across the South West Peak policies will:

- Support work to manage floodplain landscapes and enhance biodiversity.
- Support work to protect peatland and promote its role as a carbon sink and store

### **The Policies:**

CC1 – Climate change mitigation and adaptation

CC2 – Low carbon and renewable energy development

CC3 – Waste management - domestic, industrial and commercial waste

CC4 – Waste management - on-farm anaerobic digestion of agricultural manure and slurry

CC5 – Flood risk and water conservation

### **Climate change mitigation and adaptation**

11.19 The purpose of this policy is to build in resilience and mitigate the causes of climate change.

11.20 Energy consumption can be significantly reduced through the location of development, site layout and building design, the type of materials used, the prudent use of existing and new resources and the efficient management of the construction process. The Development Strategy (DS1) seeks to direct development to the most sustainable locations based on a range of criteria. Minimising energy use and increasing energy

efficiency are effective ways to reduce carbon emissions, helping to meet regional and national targets. The Code for Sustainable Homes<sup>54</sup> integrated approach to construction uses the principle of the energy hierarchy to maximise cost effectiveness and minimise fuel costs. Policy CC1 uses this mechanism to ensure that new housing is built to a standard that reduces carbon emissions. High sustainability standards are also promoted in non-residential development.

- 11.21 The aim of the policy for sustainable building is to prioritise the energy hierarchy and fabric-first energy efficiency without inhibiting the provision of affordable housing. The National Park Authority will encourage the highest quality of sustainable building. It will seek to improve on building regulations standards for CO<sup>2</sup> reductions and water efficiency in all development, as a means of reducing costs to the environment and to householders and businesses in the long term. Housing policies (see Chapter 10) ensure that all new development opportunities are directed firmly towards the local need for affordable homes.
- 11.22 All housing, other than affordable housing development of one and two units, will be required to achieve higher sustainability standards as a means of adapting to and mitigating climate change. Application of sustainability standards under the Code for Sustainable Homes, equivalent to the Code Level required by the government in housing built by Registered Social Landlords, will ensure that climate change considerations are embedded in the construction of housing in the National Park. Affordable housing by Registered Social Landlords, replacement dwellings, and any other unrestricted housing that may come forward, will under the Code for Sustainable Homes contribute fully to mitigating and adapting to climate change by reducing energy consumption and water demand, minimising and recycling waste and reducing the risk of and the impact from flooding.
- 11.23 The Climate Change Study also shows that it is possible to reduce carbon emissions beyond that required in Building Regulations for non-residential development over 1000m<sup>2</sup> floorspace. This can be achieved by requiring a Building Emissions Rate <sup>55</sup>below the Target Emissions Rate.<sup>56</sup>
- 11.24 Climate change causes increased risk of flooding. This policy sets out the principle of directing development to areas of least risk. Further detail is set out in policy CC4. The approach to flood risk management is based on PPS25<sup>57</sup>, which aims to ensure that developments are located so that they do not put people and buildings at risk, increase the risk of flooding upstream or downstream, affect natural drainage, or increase surface water run-off. Development will be assessed initially in accordance with the sequential test set out in PPS25. 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.

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<sup>54</sup> DCLG (2009) Code for Sustainable Homes Technical Guide Version 2

<sup>55</sup> Buildings Emissions Rate (BER) – annual CO<sup>2</sup> emissions rate of a completed building

<sup>56</sup> Specified in the Building Regulations – target annual CO<sup>2</sup> emissions rate set by reference to a notional building of the same size and shape

<sup>57</sup> DCLG (2006) Planning Policy Statement 25: Development and Flood Risk

## **CC1: Climate change mitigation and adaptation**

In order to build in resilience to and mitigate the causes of climate change all development must:

- A. Make the most efficient and sustainable use of land, buildings and natural resources.
- B. Take account of the energy hierarchy by:
  - I. reducing the need for energy;
  - II. using energy more efficiently;
  - III. supplying energy efficiently; and
  - IV. using low carbon and renewable energy.
- C. Be directed away from flood risk areas, and seek to reduce overall risk from flooding within the National Park and areas outside it, upstream and downstream.
- D. Achieve the highest possible standards of carbon reductions in all development.
- E. Achieve the highest possible standards of water efficiency in all development.
- F. Achieve, in all new and replacement housing, other than affordable housing of less than 3 units, a minimum sustainability standard, equivalent to that required by the government of affordable housing by Registered Social landlords
- G. Non-residential major development above 1000m<sup>2</sup> floorspace must achieve a Buildings Emissions Rate at least 10% less than the Target Emissions Rate.

### **Low carbon and renewable energy development**

- 11.25 The purpose of this policy is to reduce carbon emissions. The 2010 National Parks Circular sets out as key outcomes in the next five years a renewed focus on achieving the Park Purposes and leading the way in adapting to, and mitigating climate change.
- 11.26 The Authority's policies for landscape and conservation are set out in policy L1. Development must conserve and enhance landscape character, natural beauty, wildlife, cultural heritage and valued characteristics in accordance with the statutory purposes under the Environment Act 1995. Recognising the National Park's unique contribution and its statutory purpose, regional planning requires a more sensitive approach to renewable energy generation because of the National Park's landscape designation.
- 11.27 The National Park makes a major contribution to the region's carbon reduction targets through appropriate land and water management. The National Park's peatlands are very important, because they store millions of tons of carbon and act as a dynamic sink for more carbon, helping to mitigate climate change. The Moors for the Future project<sup>58</sup> aims to restore more than 2,000 acres of this important eco-system, helping to manage two of the most serious challenges of increased carbon emissions and flood risk. If the moors are damaged, these important ecological services to society are lost. Related policy on biodiversity is addressed in more detail in policy L2. In addition to these innovative management regimes to address the causes of climate change, the Climate Change study reveals many opportunities for sensitive development of low impact, low carbon and renewable energy technologies within the National Park which can contribute to the reduction of carbon emissions.

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<sup>58</sup> [www.moorsforthefuture.org.uk](http://www.moorsforthefuture.org.uk)

- 11.28 Heat pump technologies may be particularly suitable for new development. New development also offers the opportunity to investigate the potential for the incorporation of Combined Heat and Power and district heating. Solar thermal technologies and biomass will play an increasing role in reducing energy consumption and increasing the use of low carbon energy sources. Hydro generation can be well suited to the Peak District landscape where it does not give rise to any environmental issues from depleted river flows. Friends of the Peak District have completed a study into potential sites for micro hydro power, and a micro hydro plant has recently been installed at Alport Mill generating enough power for Alport's 30 homes through the National Grid.
- 11.29 The National Park Authority wants to optimise carbon reductions in all development by giving consideration to the energy hierarchy in securing carbon reductions. This holistic approach to climate change mitigation ensures that other opportunities to reduce carbon emissions are considered when renewables development comes forward.
- 11.30 Some of the key initiatives for sustainable development are driven by communities and businesses. It is an asset to the Authority to have a highly motivated population with whom to work. Community involvement is vitally important to planning and the achievement of sustainable development. National Park communities were closely involved in the development of the Climate Change Action Plan and manage many projects aimed at reducing carbon and mitigating and adapting to Climate Change. Coombs Village Hall Trust, for example, is providing training for other communities on heat loss assessments and reducing carbon emissions through insulation, and researching whether fuel poverty can be reduced through the use of Ground Source Heat Pumps. Bradfield residents have climate-proofed a replacement footbridge by use of an innovative design to minimise flood impact.
- 11.31 The Climate Change study considered three sizes of wind turbine in terms of the amount of energy generated and height to blade tip. Energy output and efficiency is likely to increase in future as technology advances.

Size	Height to blade tip	Energy Output
Large	65m-125m	330kW-3MW
Medium	15-65m	130kW -330kW
Small	Up to 15m	6kW- 50kW

- 11.32 An analysis of landscape sensitivity undertaken as part of the study showed that in broad terms small wind turbines up to 15m in height to blade tip are more likely to be acceptable and that single turbines are more appropriate than clusters. Due to its particular landscape sensitivity, wind turbine development will not be permitted within the Natural Zone. This is consistent with evidence, with the general presumption against development in policy L1 and the saved criteria in LC1 of the Local Plan.
- 11.33 The National Park landscape is a unique asset providing inspiration and enjoyment to residents and visitors alike. The National Park and its rural setting are closely bounded by urban communities. It is the most visited National Park in Europe with sixteen million people living within an hour's travelling time. Close working with regional and constituent local authorities is vital to protect the integrity of the National Park landscape and maintain its rural setting. As part of joint working the National Park Authority will request that planning applications for wind turbine developments conform to the requirements of the Highland Council's Visualisation standards for Wind Energy Developments<sup>59</sup> or similar standards in order to ensure a robust approach.

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<sup>59</sup> Highland Council (2010) Visualisation Standards for Wind Energy Developments

11.34 PPS22<sup>60</sup> is clear that while buffer zones are inappropriate around a National Park, the potential impact on designated areas of renewable energy projects close to their boundaries is a material consideration. Regional policy states that the National Park should receive the highest level of protection and that damage to natural and historic assets or their settings should be avoided wherever and as far as possible recognising that such assets are usually irreplaceable. The National Park Authority in liaison with constituent and regional authorities will advocate, through EIA procedures or other means, consideration of less damaging alternatives to protect the National Park and its setting.

## **CC2: Low carbon and renewable energy development**

Proposals for low carbon and renewable energy development will be considered in the context of the energy hierarchy and take into account the following principles:

- A. Development will be permitted provided that it can be accommodated without harm to the landscape character or other valued characteristics, or to other established uses of the area.
- B. Wind turbines other than small scale in height are unlikely to be acceptable.
- C. The location of a wind turbine must take into account the cumulative impact of other wind turbines.

## **Waste management – domestic, industrial and commercial waste**

- 11.35 The purpose of this policy is to achieve more sustainable use of resources.
- 11.36 Whilst the National Park Authority is a Waste Planning Authority, the waste disposal function for the majority of the National Park falls under the remit of Derbyshire County Council. The Joint Municipal Waste Management Strategy<sup>61</sup>, produced by the Waste Disposal Authority in collaboration with the Waste Collection Authorities (the District Councils), notes that the Derbyshire Dales and High Peak areas give rise to 20% of the municipal waste in the County. It identifies National Park designation and the geographical nature of the area as being barriers to the local provision of facilities.
- 11.37 Because of their environmental impacts, facilities for disposal of domestic, industrial and commercial waste would be incompatible with National Park purposes. The small and dispersed population means that they would not be viable operations unless waste is imported. Policy therefore sets out a presumption against new waste facilities being established within the National Park, and no sites will be allocated. Specialised processing sites such as commercial composting and recycling plants will also be inappropriate, because of the likely landscape impacts and potential for air, land and water contamination.
- 11.38 The National Park Authority recognises, however, that its communities must make more sustainable use of resources. Where appropriate, measures which encourage recycling and responsible disposal of waste will 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 regional policy. This will only be permitted with appropriate safeguards to ensure that no waste is imported from outside the local community (defined as the immediate and adjoining parishes to the proposed site), and

<sup>60</sup> ODPM (2004) Planning Policy Statement 22: Renewable energy

<sup>61</sup> SLR Consulting (2006) Derbyshire Joint Municipal Waste Strategy

that there will be no significant adverse impact on the environment, the community, and National Park purposes. Landscape and environmental impacts are likely to be greater in the open countryside outside settlements where this type of development is unlikely to be acceptable.

- 11.39 Proposals for small scale anaerobic digestion (AD) plants dealing with a mixed waste stream to serve local communities, where they are in accordance with the relevant Municipal Waste Strategy, are addressed in this policy. Proposals for AD plants dealing only with agricultural manure and slurry and crops grown for the purpose are dealt with in Policy CC4.

### **CC3: Waste management – domestic, industrial and commercial waste**

The management of domestic, industrial and commercial waste must satisfy the following principles:

- A. The National Park Authority will work with the Waste Collection and Disposal Authorities and local communities to promote sustainable management of waste through the waste hierarchy.
- B. New, expanded or replacement large scale facilities will not be permitted.
- C. Small scale waste facilities may be permitted to serve local communities where they are in accordance with the relevant Municipal Waste Management Strategy. Such schemes should meet only the need of the local community and must not involve importation of waste from outside that community.
- D. The Authority will require the appropriate restoration and after-use of waste sites so that they can contribute to the recreation and biodiversity value of the National Park.
- E. Construction and demolition waste must be managed and re-used on site. Where there may be significant environmental risk to flora, fauna, local communities or the water environment, an appropriate off-site disposal option will be required.

### **Waste management - on-farm anaerobic digestion of agricultural manure and slurry**

- 11.40 Whilst the East Midlands Regional Plan sets no targets for dealing with waste in the National Park, agricultural waste is a particular issue given its rural nature and the fact that it is a Nitrate Vulnerable Zone (NVZ)<sup>62</sup>. Core policies seek to protect the environment and assist farmers in the management of agricultural waste. Small-scale waste management facilities on farms may be permitted provided that waste arises from the farm or farms concerned, and provided that any development can be accommodated without harm to the valued characteristics or other established uses of the area.
- 11.41 Agricultural waste (animal faeces, urine, manure, slurry and spoiled straw) will not ordinarily present significant issues for disposal. 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. Restrictions on spreading may increase the need for either more storage facilities, or for treatment via methods such as anaerobic digestion and the spreading of digestate on the land holding. For NVZs, guidance is given by DEFRA and the Environment Agency on the storage of organic manure based on the requirements of

<sup>62</sup> DEFRA (2009) Guidance for farmers in Nitrate Vulnerable Zones, Storage of Organic Manure

The Nitrate Pollution Prevention Regulations<sup>63</sup>. There is also a Code of Good Agricultural Practice for farmers, growers and land managers<sup>64</sup> from DEFRA. Development of new farm waste equipment such as pits or tanks are normally permitted development, but in some circumstances will require planning permission, usually because of proximity to housing or highways. Environment Agency advice is that if manure and slurry are used in an anaerobic digestion process they are considered to be waste and waste regulatory controls apply. Any biogas produced from manure and slurry is also considered to be waste and subject to waste regulatory controls.

11.42 Anaerobic digestion can protect the environment by processing animal faeces, urine, manure, slurry and spoiled straw from individual farms into digestate for spreading on the land. Single on-farm units are more likely to be acceptable in terms of scale in the designated landscape. However, policy CC3 recognises that farms in close proximity may wish to group together to achieve functional and economic viability and ensure that there is sufficient feedstock for the digestion process. This will be permitted provided that a comparative analysis of single on-farm proposals shows that a shared facility is beneficial. The National Park Authority would expect to see individual waste management plans or NVZ records. Anaerobic digestate produced from waste material from individual farms or from groups of farms, where environmental impact is satisfactorily addressed, can also be used in biogas production which can then be used as a fuel source. Regulations<sup>65</sup> specify the type and volume which can be classed as an exempt waste operation at premises used for agriculture, and the procedures to register an exemption. The legislation and procedures do not form part of the planning application process.

11.43 Anaerobic digester proposals dealing with a mixed waste stream including agricultural waste or manure and slurry are dealt with under management of commercial and industrial waste in CC3.

#### **CC4: Waste management - on-farm anaerobic digestion of agricultural manure and slurry**

The management of agricultural manure and slurry generated within the National Park must follow the following principles:

- A. Applications for single on-farm anaerobic digester units, and any associated development for management of waste or renewable energy generation, must only use agricultural manure and slurry arising on the planning unit and crops grown for the purpose on the unit.
- B. Centralised on-farm anaerobic digestion facilities will only be permitted where they:
  - I. serve a number of farms mainly within the National Park in close proximity to each other; and
  - II. deal only with agricultural manure and slurry arising on the farms involved and crops grown for the purpose on those farms; and
  - III. are justified by a comparative analysis of alternative single on-farm proposals in terms of economic and functional viability, taking into consideration effects on the environment.
- C. Large scale facilities with agricultural waste and slurry as part of a mixed waste stream will not be permitted.

<sup>63</sup> OPSI (2008) The Nitrate Pollution Prevention Regulations 2008 (SI 2349)

<sup>64</sup> DEFRA (2009) Protecting Our Water, Soil and Air: A Code of Good Agricultural Practice for farmers, growers and land managers

<sup>65</sup> HMSO (2009) Environmental Permitting (England and Wales) (Amendment) (No. 2) Regulations

## Flood risk and water conservation

- 11.44 This policy seeks to safeguard floodplains, secure a net reduction in overall flood risk, encourage Sustainable Drainage Systems (SuDS), and reduce water consumption. The policy for flood risk management mirrors the expectations of PPS25 on Development and Flood Risk, recognising the strategic need to understand flood risk, and to reduce those risks through policy which avoids flood risk areas and protects functional flood plains (and water storage/conveyancing corridors). It recognises that where there are limited options for new development to avoid flood risk, there is a 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.
- 11.45 A Strategic Flood Risk Assessment<sup>66</sup> (SFRA) prepared in accordance with PPS25, provides information on the extent of flood risk in the area. Policy for flood risk reduction ensures that development decisions include consideration of flood risk as set out in the SFRA, or in 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. Developers should have regard to the criteria set out in PPS25 to determine the suitability of essential infrastructure and water compatible uses in Flood Risk Zones 2, 3a and 3b.
- 11.46 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 the main service centre within the National Park.
- 11.47 The Authority will require all development to be set back an appropriate distance from rivers and watercourses in order to minimise the risk of flooding. This approach accords with the Government's 'Making Space for Water' flood risk management strategy, which seeks to integrate flood risk into the design and development process.
- 11.48 Flood risk both downstream and upstream is increased when the functional floodplain area is reduced; when rainfall run off from developed areas increases; and when the overall capacity of the land to absorb and retain rainfall is reduced. In this area the problem of severe run off is particularly prominent in the Dark Peak and South Western Moors. Policy will aim to minimise the flood risk attributable to these factors. The SFRA points out that reducing the rate of discharge from sites is one of the most effective ways of reducing and managing flood risk within the area. New development will therefore be expected to incorporate Sustainable Drainage Systems (SuDs), and the Authority will encourage water efficiency measures such as rain-water harvesting for use in toilets and for garden purposes. There are clear connections between managing flood risk and promoting water conservation. Policy aims to promote improved water efficiency in new development and in regeneration. Water efficiency measures in new housing development are addressed in policy CC2 under the Code for Sustainable Homes.

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<sup>66</sup> Halcrow Group, (2008), Peak District National Park Authority Strategic Flood Risk Assessment for Local Development Framework

#### **CC5: Flood risk and water conservation**

- A. Development proposals which may have a harmful impact upon the functionality of floodwater storage, or surface water conveyance corridors, or which would otherwise unacceptably increase flood risk, will not be permitted unless net benefits can be secured for increased floodwater storage and surface water management from compensatory measures.
- B. Where flood management schemes are proposed to reduce the risk of flooding to established material assets, they should wherever possible secure wider benefits for the natural environment, such as habitat creation or landscape enhancement.
- C. Development which increases roof and hard surface area must include adequate measures such as Sustainable Drainage Systems to deal with the run-off of surface water. Such measures must not increase the risk of a local water course flooding.
- D. New development must allow an appropriate set-back distance for adequate maintenance of watercourses.

## **12: Homes, Shops and Community Facilities**

### **Introduction**

- 12.1 This chapter sets out core policies for housing, shopping and community facilities seeking to achieve vibrant and sustainable communities. They contribute directly to the National Park Management Plan outcome for people and communities, which seeks to provide greater opportunities for children, young people and the elderly; to reduce inequalities; and provide communities with better access to services and more affordable homes for those who need them.
- 12.2 Sustainable Community Strategies prepared by constituent authorities emphasize the importance of balanced and safe communities, with a strong priority placed on the provision of locally needed affordable housing and jobs and services that are easier to reach. The Core policies aim to address their aspirations whilst conserving and enhancing the National Park.
- 12.3 HC1 considers the circumstances in which new dwellings will be permitted; the emphasis placed on affordable housing; what should happen if that is not viable; when open market housing might be appropriate and what should happen when aged persons' accommodation is proposed. HC2 deals with provision for rural enterprise key workers. HC3 explains how the National Park Authority can assist housing providers who wish to buy existing dwellings to add them to the affordable housing stock. HC4 deals with accommodation for gypsies, travellers and showpeople<sup>67</sup>.
- 12.4 HC5 then seeks to enable or retain a wide range of community focussed services and facilities, and HC6 provides opportunities for shops, professional services and related activities in settlements and for other limited retail uses in the countryside such as farm shops.
- 12.5 The profile for dwellings and households<sup>68</sup> is summarised as follows:
- In 2008/09 there were an estimated 17,900 homes<sup>69</sup> plus more than 900 second or holiday homes (5% approximately - significantly higher than the 2001 average of 0.6% for all England but lower than the percentage in most other UK national parks).
- In 2001
- There were 15,949 households
  - 3.2% of homes were vacant (the same as the average for England as a whole).
  - The proportion of residents who own their homes (43%) outright was much higher than in England as a whole (29%).
  - The proportion of pensioner households (28.2%) was higher than the average for England (23.7%).
  - There is an estimated backlog of unmet need for around 660 affordable homes throughout the National Park: 375 in Derbyshire Dales, 100 in High Peak, 145 in Staffordshire Moorlands and 40 elsewhere
- 12.6 The National Park covers parts of nine District and Unitary Council Housing Authorities within which numerous housing providers, both social and private, operate. The authorities and social housing providers make use of government subsidy for affordable

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<sup>67</sup> Also known as "showmen."

<sup>68</sup> Data from 2001 Census, ONS, Crown Copyright and Peak District National Park Authority net residential completions.

<sup>69</sup> National Park Authority Annual Monitoring Report

housing<sup>70</sup> and in addition, private funding is sometimes available for individual homes or in limited cases for larger schemes linked to conservation and enhancement of the National Park. The National Park Authority's role is to develop the spatial strategy within which these interested parties act, ensuring acceptable design and location in the context of both the environment and availability of services. The Authority is able to restrict the occupation of many new homes to meet the needs of people in the locality, and can restrict their size and type to help focus on the need for affordable housing.

- 12.7 Policies carry forward the strategy established by the 1994 Structure Plan, directing new housing development towards (i) the local need for affordable homes and (ii) that which is essential to secure the significant conservation and enhancement of particular sites and buildings. The latter might still justify open market homes in some cases, but policy now aims to maximise delivery of affordable housing in all cases apart from changes of use (e.g. of a barn) to a single home where affordable housing is not normally viable. This is increasingly important as the relatively few remaining sites and buildings that provide development opportunities are used up. The established practices of neither adopting a housing target or limit, nor allocating land 'on-plan'<sup>71</sup> are continued, emphasising instead a commitment to deliver housing through careful discussion with local communities when need and resources result in genuine opportunities in a particular place.
- 12.8 Between 1991<sup>72</sup> and 2008/09, 1,664 new homes were provided in the National Park raising the total to about 18,000. Of these, some 378 were controlled so that they address the locally-arising need for affordable housing in perpetuity, and 85 were for agricultural key workers<sup>73</sup>. Some of the open market dwellings were permitted before, but built after, the former Structure Plan was adopted (1994) with its intent to slow down the rate of new open market house building. Most involved changing the use of buildings rather than building new ones and in that sense did not add to the total number of buildings in the landscape. The overall result was a surprisingly high (10%) increase in the number of homes. However, the large old mill buildings have now almost all been re-used for housing, and most of the easy opportunities have also been taken to re-use smaller buildings such as barns.

## **National and regional policy context**

- 12.9 Government has made it clear<sup>74</sup> that in national parks it:
- wishes to foster healthy, prosperous, and involved local communities living within environmental limits in landscapes notable for their natural beauty;
  - understands the importance of and need for affordable housing as part of sustainable local rural communities and economies;
  - recognises that the Parks are not suitable locations for unrestricted housing and does not therefore provide general housing targets for them; and
  - considers the delivery of statutory national park purposes as being the National Park Authorities' primary role.

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<sup>70</sup> This is provided via the Homes and Communities Agency "Single Conversation" investment plans

<sup>71</sup> Instead, extensive use is made of a "rural exception site policy" which enables small rural sites that would not normally be used for housing (because, for example, they are subject to policies of general restraint) to be used for locally needed affordable housing in perpetuity, whilst also ensuring that rural areas continue to develop as sustainable, mixed, inclusive communities: see Planning Policy Statement (PPS) 3: Housing (2006)

<sup>72</sup> The base date for calculations in the former Structure Plan

<sup>73</sup> Although not counted in Government housing statistics or against sub-regional targets, homes for agricultural key workers make up an important part of all accommodation in the National Park (see policy HC2).

<sup>74</sup> English National Parks and the Broads: UK Government Vision and Circular 2010. Department for Environment, Food and Rural Affairs - [www.defra.gov.uk](http://www.defra.gov.uk). This Circular interprets the 1995 Environment Act.

- 12.10 Housing policy in the East Midlands Regional Plan reinforces this national perspective. Both national<sup>75</sup> and regional policies promote a variety of ways to provide a range of types and sizes of homes to suit the identified needs of changing populations.
- 12.11 In accordance with national policy, the East Midlands Regional Plan does not impose a given amount of housing on the National Park to be added to the existing stock, but asks that the affordable housing needs of its communities are addressed in the context of statutory purposes. It requests cross-boundary co-operation to ensure the release of sufficient housing land for a sustainable pattern of development in the wider Peak Housing Market Area (HMA)<sup>76</sup>. It states that plans and policies for areas around the Park should help to secure National Park purposes and that those parts of the HMA outside the Park should take into account the levels of new housing within it when deciding their own levels of development.
- 12.13 Planning Policy Statement (PPS) 4<sup>77</sup> and regional policy also supports the provision, improvement and retention of rural services and facilities such as shops, services and pubs, in order to promote vitality and viability. Small scale sport and recreation facilities to meet local needs should be located in or adjacent to villages. Emphasis is placed upon increased accessibility, particularly by public transport, walking and cycling. If a proposal would lead to the loss or change of use of an important service or facility, its importance to the local community or the local economy must be taken into account.
- 12.14 PPS4 also promotes the vitality and viability of town and village centres emphasizing they should offer a strong retail mix, competition giving consumer choice, and a sense of place. Authorities should aim to conserve and where appropriate enhance their character and diversity, recognizing the vibrancy that can be provided by smaller shops. Applications which fail to protect existing facilities which provide for peoples' day-to-day needs should be refused. When determining proposals for new retail development, a sequential approach should be applied, giving preference to the town centre, then edge of centre, and only then to out of centre sites. Local Planning Authorities should define any locally important impacts on centres which should be tested when determining applications. Authorities should respond positively to applications for farm shops which meet a demand for local produce in a sustainable way and contribute to the rural economy, as long as they do not adversely affect easily accessible convenience shopping.

### **Contribution to Spatial Outcomes**

- 12.15 Policies for Homes, Shops and Community Facilities contribute strongly to the Spatial Outcome for National Park communities to be sustainable and resilient with a reduced level of affordable housing need and improved access to services and facilities such as community halls, sports grounds, health services, village shops and pubs. In addition they contribute to aims for economy, landscape and conservation, and traffic, travel and accessibility. The policies are intended to enable housing providers to address the known need for affordable housing as fully as possible within the constraints set by National Park purposes. The needs of groups such as key workers, young people and the elderly are taken into account. Village plans prepared by local communities can help identify local priorities and indicate how action might be taken to achieve them.
- 12.16 In line with the Development Strategy (policy DS1) core policies support the provision of affordable homes for local need and consolidate services:

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<sup>75</sup> Planning Policy Statement (PPS) 3: Housing (2006)

<sup>76</sup> This is the entire National Park together with the remainder of Derbyshire Dales and High Peak Districts.

<sup>77</sup> DCLG (2009) Planning Policy Statement 4: Planning for sustainable growth

12.17 Across the whole of the National Park policies will support:

- work within these communities to explore and identify the potential for new affordable homes and to meet wider community needs and challenges,
- the provision of new affordable dwellings by buying existing buildings as part of the effective use of the existing housing stock
- retention and provision of community facilities and services

Across the Dark Peak and Moorland Fringes policies will support <sup>78</sup>

- The provision of between 100 and 120 homes in Edale, Hayfield, High Bradfield, Holme, Little Hayfield, Low Bradfield, and Tintwistle (depending on identified capacity) with perhaps an additional 50 outside these settlements (e.g. agricultural dwellings and change of use or conversion). About 70% are expected to be locally needed affordable homes, meeting between 60% and 86% of identified need in this area.

Across the White Peak and Derwent Valley policies will support:

- The provision of between 590 and 740 homes in Alstonefield, Ashford, Bakewell, Bamford, Baslow, Beeley, Biggin, Birchover, Bradwell, Culver, Castleton, Chelmorton, Curbar, Earl Sterndale, Edensor, Elton, Eyam, Fenny Bentley, Flagg, Foolow, Froggatt, Great Hucklow, Great Longstone, Grindleford, Hartington, Hathersage, Hope, Litton, Middleton by Youlgrave, Monyash, Over Haddon, Parwich, Peak Forest, Pilsley, Rowsley, Stanton in Peak, Stoney Middleton, Taddington, Thorpe, Tideswell, Tissington, Wardlow, Wensley, Wetton, Winster, and Youlgrave (depending on identified capacity with perhaps an additional 100 outside these settlements (e.g. agricultural dwellings and change of use or conversion). About 50% are expected to be locally needed affordable homes, meeting between 67% and 100% of identified need in this area.

Across the South West Peak policies will support:

- The provision of between 50 and 170 homes in Butterton, Calton, Flash, Grindon, Kettleshulme, Longnor, Rainow, Sheen Waterhouses, and Warslow (depending on identified capacity) with perhaps an additional 20 outside these settlements (e.g. agricultural dwellings and change of use or conversion). About 80% are expected to be locally needed affordable homes, meeting between 14% and 83% of identified need.

## **The Policies**

HC1 - New housing

HC2 - Housing for key workers in agriculture, forestry or other rural enterprises

HC3 - Buying existing dwellings to add them to the affordable housing stock

HC4 - Sites for gypsies, travellers or travelling showpeople

HC5 - Provision and retention of community services and facilities

HC6 - Shops, professional services and related activities

## **New housing**

12.18 In accordance with the East Midlands Regional Plan new housing in the National Park is not required to meet open market demand. The limited number of opportunities for new residential development emphasises the importance of concentrating on the need within

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<sup>78</sup> Figures given here are estimates and are neither targets nor limits. For more detail see the delivery plan.

the National Park for affordable (including intermediate<sup>79</sup>) homes, rather than catering for a wider catchment area. Addressing the local need<sup>80</sup> for affordable housing helps those who cannot compete in the open housing market. It is a justifiable reason for new housing provided there is no harm to the National Park and its valued characteristics. It can help people who move away from the National Park (e.g. for further education and early careers) to return within a reasonable period and counteract, to some degree, the overall trend towards an ageing population. The use of rural-exception sites that are not defined or allocated on a plan helps since national policy is clear that they should be used for affordable housing<sup>81</sup>.

- 12.19 Occasionally, new housing may be the best way to achieve conservation and enhancement (for example of a valued building) or the treatment of a despoiled site (see policy GSP 2). Sometimes this requires the impetus provided by open market values, but wherever possible and financially viable such developments should focus on adding to the stock of affordable housing, either on the site itself or elsewhere in the National Park. It is accepted that for small schemes involving the change of use of a building (such as a barn) to a single dwelling, this is not viable. However, unless open-market values are demonstrably required for conservation and enhancement purposes, all other schemes of this type that provide new housing should be controlled by agreements to keep them affordable and available for local needs in-perpetuity,.
- 12.20 Housing providers have to consider a variety and range of needs for different sizes, types and tenure of home (such as those for key workers, care homes for the elderly or infirm, single people or young families). This is an important part of assessing need<sup>82</sup>, and in developments of 3 or more affordable homes providers will need to show that they have taken into account the views of the housing authority in this respect. Any open market developments of 3 or more homes will also need to reflect the needs of the area for sizes and types of home that help extend the local range of choice. Developments of less than 3 affordable dwellings will tend to be from private developers aiming to satisfy a particular individual need which will still have to be justified. New homes should be built to 'lifetime home' standards (where the needs of the elderly and infirm for stair-lifts, bath lifts or wheel chairs can be more easily met), and existing homes should be improved to the same standards whenever possible.

### HC1: New Housing

Provision will not be made for housing solely to meet open market demand. Housing land will not be allocated in the development plan. Exceptionally, new housing can be accepted where:

- A. It addresses identified local needs:
  - I. for homes that remain affordable with occupation restricted to local people in perpetuity; or
  - II. for aged persons' assisted accommodation including residential institutions offering care, where adequate care or assistance cannot be provided within the existing housing stock. In such cases, sufficient flexibility will be allowed n

<sup>79</sup> PPS 3 states that "affordable housing" comprises both social rented and intermediate housing. It is "Housing at prices and rents above those of social rent, but below market price or rents" and "can include shared equity products (eg Home Buy), other low cost homes for sale and intermediate rent..." This definition encompasses the "more affordable" homes in the National Park which are covered by legal agreements that restrict spatial markets (and thereby value).

<sup>80</sup> Need arising within the National Park

<sup>81</sup> See footnote 4

<sup>82</sup> Planning Policy Statement (PPS) 3: Housing (2006), and the East Midlands Regional Plan (2009).

determining the local residential qualification to take into account their short term business needs whilst maintaining local residency restrictions for the long term.

- B. It provides for key workers in agriculture, forestry or other rural enterprises in accordance with core policy HC2.
- C. In accordance with core policy GSP 2.....
  - I. it is required in order to achieve conservation and/or enhancement of valued vernacular or listed buildings; or
  - II. it is required in order to achieve conservation and/or enhancement or the removal of non-conforming uses in settlements listed in core policy DS1.....

Such development must also address identified local need and be affordable with occupation restricted to local people in perpetuity, unless:

- III. it changes the use of a building to a single dwelling unit; or
- IV. it is not financially viable, although the intention will still be to maximise the proportion of affordable homes within viability constraints; or
- V. it would provide more affordable homes than are needed in that part of the National Park, now and in the near future: in which case (also subject to viability considerations), a financial contribution<sup>83</sup> will be required towards affordable housing needed elsewhere.

### **Housing for key workers, including those employed in agriculture, forestry or other rural enterprises**

12.21 Government advocates the provision of affordable housing for key workers<sup>84</sup>. The Housing Needs Survey (2007) includes this within its general assessment of need. However, housing for key workers in agriculture, forestry or other full-time enterprises which require a rural location, can sometimes justify a new home in open countryside in addition to the general provision. Criteria applicable to new homes for agricultural and other essential rural workers are set out in PPS7<sup>85</sup>: and. Government advocates careful scrutiny to prevent abuse of these criteria. A rural enterprise must be acceptable in its location before a new home is even considered. It will often be more sustainable for workers to live in nearby towns or villages or in suitable existing buildings. Justifying a new home outside of a settlement depends on essential functional and financially sound needs of an enterprise for full-time employees and not on personal preferences or circumstances.

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<sup>16</sup>Known as "commuted sums", these contributions will be determined in legal agreements on a case by case basis until requirements are further clarified in development management documents

<sup>84</sup> Planning Policy Statement (PPS) 3: Housing (2006) and English National Parks and the Broads: UK Government Vision and Circular 2010. Department for Environment, Food and Rural Affairs - [www.defra.gov.uk](http://www.defra.gov.uk). The Regional Plan does not address key workers housing needs.

<sup>85</sup> Planning Policy Statement (PPS) 7: Sustainable Development in Rural Areas (2004)

- 12.22 Applications to remove key worker occupancy restrictions must be carefully assessed. When the exceptional need for these dwellings no longer exists they can contribute to the provision of intermediate “more affordable” housing or tourist accommodation to meet the aims of other policies. This is a particular issue in the national park on which the development management document will elaborate on.

### **HC2: Housing for key workers in agriculture, forestry or other rural enterprises**

- A. New housing for key workers in agriculture, forestry or other rural enterprises must be justified by functional and financial tests.
- B. Wherever possible it must be provided by re-using traditional buildings that are no longer required for their previous use.
- C. It will be tied to the land holding or rural enterprise for which it is declared to be needed.

### **Buying existing dwellings to add them to the affordable housing stock**

- 12.23 The East Midlands Regional Plan recognises that special measures may be necessary in protected landscapes and that affordable homes need not always be newly built. It advocates that social housing providers buy existing homes as one means to increase their numbers. National policy<sup>86</sup> recognises the role of existing housing (including empty properties and renewing stock) and the need to integrate affordable housing into existing communities.
- 12.24 Buying existing properties would increase the potential to provide enough affordable homes without any harm to landscape. In addition, bringing them up to date should help to reduce their environmental and carbon footprints. The benefits will multiply if this approach can be increased over time. In the medium to long term it should help to reduce any sense of conflict between affordable housing and National Park purposes. Moreover, it need not prevent or slow down the use of the remaining sites on which new development would be acceptable.
- 12.25 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, and opportunities for newly built homes and wherever possible purchase decisions should be coordinated with this. Implementation will rely mainly on the funders and providers of social and intermediate housing, but the National Park Authority is keen to encourage and help as much as it can. In some circumstances additional resources might be available via the allocation of commuted sums (see footnote 16 Policy HC1).

### **HC3: Buying existing dwellings to add them to the affordable housing stock**

The National Park Authority will encourage social housing providers to buy existing housing, adding it to the affordable housing sector in perpetuity and improving it where necessary. The Authority will help them to:

- I. integrate this with other settlement strategy considerations;
- II. take into account sustainability and service provision considerations; and
- III. develop a robust control mechanism to restrict occupancy to local needs in perpetuity.

<sup>86</sup> Planning Policy Statement 3: Housing (2006).

## **Sites for gypsies, travellers or travelling showpeople**

- 12.26 National and regional policies require planning authorities to address the accommodation needs of gypsies, travellers and travelling showpeople<sup>87</sup>. The East Midlands Regional Plan identifies minimum pitch requirements that each authority should plan for between 2007 and 2012, but there is no requirement in the National Park. This is supported by the Derbyshire Gypsy and Traveller Accommodation Assessment 2008. Nevertheless, this core strategy retains the approach introduced in the Local Plan, where exceptional circumstances might justify temporary accommodation for gypsies and travellers, adapting it to encompass travelling showpeople.

### **HC4: Sites for gypsies, travellers or travelling showpeople**

Gypsy, traveller or travelling show people's caravan or mobile home sites may be permitted only where exceptional circumstances show that it is possible to meet a proven need for a small site for limited seasonal occupancy and personal use.

## **Provision and retention of community services and facilities**

- 12.27 The aim of the following policy is to enable or retain various forms of community-focused services. Such services include those listed in the Use Classes Order D1 and D2 <sup>88</sup> such as clinics health centres, day centres playgrounds, playing fields and sports facilities, children's nurseries and schools, village halls and church centres. These are essential elements in maintaining vibrant and sustainable communities, which can benefit both local people and visitors. The National Park Management Plan recognises the need for better and more accessible services across the National Park, reflecting many of the Sustainable Community Strategies of its constituent authorities.
- 12.28 For sustainability reasons, new or improved community facilities should be located within the larger settlements listed in policy DS1. However, in smaller villages new facilities may be provided by changing the use of buildings or via enhancement schemes. A clear need must be demonstrated. Parish Councils may wish to work with the National Park Authority on parish plans (see Spatial Strategy and Aims para 1.28. The National Park Authority will encourage sharing of new or existing buildings between user groups, such as operating a community gym within the village hall, or using a public house for a pre-school group. Clusters of smaller settlements could jointly develop community facilities in the most sustainable location.
- 12.29 There has been a decline during the last ten years in community services within the National Park, particularly of shops, post offices, healthcare facilities and public houses. The National Park Authority will continue to strongly resist the loss of any facility or service which meets an essential community need that is not available or reasonably accessible elsewhere. In all cases, another beneficial community use should be sought before permission is granted for removal of these facilities. 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.
- 12.30 Taking into account the National Park's rural nature and the facilities in surrounding towns and cities, the current provision of sport and recreation facilities available to National Park communities is as good as can be expected. The difficulties of accessing facilities in such a rural area could be addressed by improving public transport links to surrounding towns and cities, but existing provision must be safeguarded. Development that would lead to the loss of a community recreation site or sports facility will not be

<sup>87</sup> Planning Policy Statement 3: Housing (2006) and Circular 04/2007: Planning for Travelling Showpeople

<sup>88</sup> The Town and Country Planning(Use Classes Order) 1987

permitted unless a satisfactory replacement is provided in advance. This must be located in or on the edge of the settlement in question.

#### **HC5: Provision and retention of community services and facilities**

- A. The provision or improvement of community facilities and services will be encouraged within settlements listed in core policy DS1, or on their edges if no suitable site is available within. Proposals must demonstrate evidence of community need. Preference will be given to the change of use of an existing traditional building, but a replacement building may be acceptable if enhancement can be achieved in accordance with policy GSP2. Shared or mixed use with other uses and community facilities will be encouraged.
- B. Elsewhere, proposals to provide community facilities and services involving a change of use of traditional buildings or a replacement building which achieves enhancement, will be encouraged.
- C. Proposals to change the use of buildings or sites which provide community services and facilities including shops and financial and professional services to non-community uses must demonstrate that the service or facility is:
  - I. no longer needed; or
  - II. available elsewhere in the settlement; or
  - III. can no longer be viable.

Wherever possible, the new use must either meet another community need or offer alternative community benefit such as social housing. Evidence of reasonable attempts to secure such a use must be provided before any other use is permitted.

- D. The redevelopment of a community recreation site or sports facility for other uses will not be permitted until a satisfactory replacement site or facility has been provided. or it can be demonstrated the facility is no longer required.

#### **Shops, professional services and related activities**

- 12.31 The following policy supports retail premises and related activities within named settlements in Policy DS1. This includes all other uses included within Use Classes A1-5, such as financial services, restaurants and cafes, drinking establishments and hot food takeaways. In Bakewell, the Central Shopping Area will be retained, to continue to consolidate and strengthen shopping facilities in the town centre. The only exception to the focus on towns and villages is to allow small scale retail provision which is ancillary to a business or relates directly to a recreation or tourism activity, where this is appropriate to the sensitivity of its countryside location. Elsewhere, retail development will not be permitted.
- 12.32 The sequential approach in PPS4 (see para 1.13 above) requires that proposals for new retail development must consider edge-of-centre and then out-of-centre locations where sites cannot be identified within the town centre. The National Park Authority will define in the Development Management Policies document the impacts on town and village centres which must be tested. However, in the case of Bakewell in particular, evidence in the Sub-regional Retail and Town Centre Study<sup>89</sup> already advises that development outside the town centre would harm its vitality and viability. Bakewell has a very diverse and attractive town centre, largely due to the mix of national retailers and small independent convenience shops, and many tourist-oriented shops offering gifts and higher quality niche shopping. The town's role as a market town, its important visitor trade, and the existence of many community facilities and services would be jeopardised

<sup>89</sup> GVA Grimley (2009) Peak sub-Region Retail and Town Centre Study

if this retail offer was diminished. Proposals for edge- or out of centre developments would be unlikely to satisfy the impact tests.

- 12.31 Proposals for farm shops on farmsteads in the countryside may be acceptable if the majority of the goods for sale are produced on that farm. However, a shop selling other goods from the local area and beyond will be better located in a nearby town or village, for sustainability reasons and to protect the countryside from unnecessary development. Policy for business development in the countryside is set out in policy E2.
- 12.32 The National Park Authority will strongly resist changes of use of village shops which provide a valuable service to the community, and are (or could be) viable, under policy HC5. However, if non-viability is satisfactorily proven, attempts must be made to secure an alternative community use in its place before other uses are permitted.

#### **HC6: Shops, professional services and related activities**

##### In towns and villages:

- A. Shops, professional services and related activities must:
- I. be located within the Bakewell Central Shopping Area, or within settlements listed in core policy DS1; and
  - II. be of appropriate scale to serve the needs of the local community and the settlement's visitor capacity.
- B. Significant out of centre retail developments will not be permitted.
- C. Related activities such as professional services, and premises for the sale and consumption of food and drink, will be permitted provided that there is no harm to residential amenity or to the role or character of the area, including its vitality and viability.

##### In the countryside:

- D. Farm shops may be acceptable provided that they principally sell goods grown, produced or processed on the farm.
- E. Other retail use in the countryside will only be acceptable where proposals are small scale, and it must:
- I. be ancillary to a business acceptable under E2; or
  - II. relate directly to and be ancillary to recreation and tourism facilities; and
  - III. take account of impact on local centres.

## 13. Supporting economic development

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### Introduction

- 13.1 The National Park Authority wishes to see a diverse and prosperous local economy, with opportunities for people who have a wide range of skills and aspirations. The National Park Management Plan (NPMP) aims for improved prosperity, with businesses, social enterprise and the public sector working together to raise productivity. A sustainable economy will capitalise on its location in a special and distinctive environment. Spatial policies will support key programmes flowing from the NPMP and those delivered by partners, by enabling business development in the most sustainable locations, centered on activities most suited to the high quality environments of the National Park.
- 13.2 Economic profile:
- Economic activity rates in the Peak District are higher than the national average
  - Unemployment is lower than the national average, but the trend is upwards in line with national trends.
  - Businesses tend to have fewer employees than regionally or nationally.
  - Wages in sectors that offer seasonal or relatively unskilled work tend to be lower than regional or national average and there is a constant issue in raising skills and wage levels across the working age population.
  - The rural economy is interdependent with the urban employment centres nearby.
  - About half of the working population travels to jobs outside the National Park.
  - Non-residents fill about 4 out of 10 jobs in the National Park.
  - The commuting distance for most people is below average because of the close proximity of large employment centres such as Manchester and Sheffield.
  - The majority of National Park businesses are within the service sector but most people are employed in manufacturing, electricity, gas and water supply.
  - Agriculture accounts for 19% of businesses.
  - Hotels and restaurants account for 19% of businesses but only 10% of jobs
- 13.3 In line with General Spatial Policies and other core themes in the plan, this chapter covers some of the key strategic issues for the Peak District economy. Core policies encourage a range of business opportunities, with scope for new sites and buildings providing jobs and generating income within the named villages of Policy DS1. There are opportunities for economic development in smaller settlements and on farmsteads, particularly through the reuse of traditional buildings of historic or vernacular merit, e.g. where this supplements farm incomes and helps sustain the valued landscapes and characteristics of the National Park. Policy also safeguards an appropriate range and spread of employment sites and buildings across the National Park, giving scope for less suitable sites to be redeveloped to provide for other important local purposes. The important contribution of tourism to the local economy is recognised; policies enabling the development of tourist businesses, visitor facilities, holiday accommodation and camping and caravan sites are covered within Recreation and Tourism chapter.
- 13.4 Core Strategy policy essentially maintains the 1994 Structure Plan approach. The policy allows business development within towns and villages, but with more flexibility for businesses in the countryside, so that other people who contribute to maintaining the landscape can benefit from additional income.
- 13.5 A central principle of the Authority's spatial policies is the connection between people and communities, the local economy, and the special environment of the Peak District.

An emda study of the National Park economy<sup>90</sup> highlighted the beneficial impact that the Peak District landscape has on business performance. Conserving and enhancing the high quality environment of the area is important for the local economy. Spatial policies will assist the delivery of programmes which encourage employment that promotes links with the environment, such as Live & Work Rural, the Environmental Quality Mark, and the Sustainable Development Fund. Key agencies such as emda, Business Link, and the National Park Authority offer significant resource and advisory functions to support existing and new business enterprise.

## **National and Regional Policy Context**

- 13.6 The Environment Act 1995 gave National Park Authorities a duty to foster the economic and social well-being of local communities in carrying out National Park purposes. This implies that we should plan for the needs of our communities, and not seek to accommodate new jobs intended mainly for people who live beyond the National Park. This is a key sustainability principle underpinning the Core Strategy. The National Park Circular 2010<sup>91</sup> promotes growth, development and investment of an appropriate scale, to broaden the economic base and bring higher value local employment opportunities. Planning policies should foster improvements in productivity and incomes.
- 13.7 National policy and guidance requires plans to provide suitable and appropriate land for economic development to meet current and future needs, and to be flexible enough to allow for changes in the economy. It seeks to locate most development in or on the edge of centres where employment, housing services etc can be provided close together, and advises a strict control of economic development in open countryside. Farm diversification is supported where it is consistent in scale and impact with its rural location.
- 13.8 The East Midlands Regional Plan<sup>92</sup> supports diversification and appropriate development of the rural economy, where this is consistent with a sustainable pattern of development and the environmentally sound management of the countryside. The Plan recognises the sensitivity of the National Park landscape and does not place specific economic land requirements on the National Park. The Regional Economic Strategy<sup>93</sup> identifies the close interdependency between urban and rural areas which goes beyond commuting to work and urban facilities. It notes that ensuring an adequate supply of employment land and premises (including appropriate conversions of redundant buildings) in market towns, villages, farms or other rural locations is essential to ensure their economic sustainability, and to enable them to play a full part in contributing to regional economic growth. The Strategy also anticipates that the visitor economy will make a growing contribution to the region's prosperity and productivity, providing a range of flexible job opportunities, stimulating enterprise, boosting rural communities, and strengthening the area's profile.

## **Contribution to Spatial Outcomes**

- 13.9 The spatial outcome 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. Economy policies will play a key role in supporting agriculture and land and estate management, and developing small businesses. A

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<sup>90</sup> SQW Consulting (2008) Contribution of the Peak District National Park to the economy of the East Midlands

<sup>91</sup> Defra (2010) English National Parks and the Broads: UK government Vision and Circular

<sup>92</sup> GOEM (2009) East Midlands Regional Plan

<sup>93</sup> Emda (2006) 'A flourishing region': Regional Economic Strategy for the East Midlands 2006-2020

positive approach, with a focus on villages and the land-based economy, will help our commitment to achieving a network of sustainable rural communities.

#### 13.10 Core Policies for economy will contribute to the following Spatial Outcomes:

Across all parts of the National Park policies will:

- Support agricultural and land management businesses that conserve and enhance the valued characteristics of the landscape;
- Support diversification of agriculture and land management businesses;
- Encourage the effective re-use of traditional buildings.

Across the Dark Peak and Moorland Fringes policies will:

- No specific area outcomes

Across the White Peak and Derwent Valley policies will:

- Support business start-up and development particularly where it creates high skill - high wage jobs in the named villages in Policy DS1 and shown on the key diagram;
- Retain and enhance the role of Bakewell as an agricultural market town and centre for business;
- Protect employment sites in sustainable locations such as Bakewell, Tideswell and through the Hope Valley, but consider redevelopment of lower quality employment sites in less sustainable locations for other uses including mixed use.

Across the South West Peak policies will

- Seek to retain an appropriate range of employment sites in sustainable locations such as Longnor and Warslow.

#### **The policies:**

E1 – Business development in towns and villages

E2 – Businesses in the countryside

#### **Business development in towns and villages**

13.11 National policy and guidance requires plans to be positive and flexible towards economic development, particularly in or on the edge of service centres. The intention of the following policy is to enable the Peak District economy to become stronger and more sustainable as envisaged by the National Park Management Plan. The Peak Sub-Region Employment Land Review<sup>94</sup> highlighted that there is no need for additional employment land. However, policy will allow small businesses to set up within or on the edge of named settlements listed in Policy DS1, at a level appropriate for the needs of people living in the immediate local area. Town or village locations are more likely to be served by public transport and allow workers easy access to services and facilities. People will continue to be able to work from home, provided that they do not adversely affect their neighbours or the surrounding area. The towns and cities around the Peak District provide many employment opportunities for residents who travel beyond the National Park boundary, and the policy does not interfere with other authorities' aspirations for economic regeneration.

13.12 Businesses should preferably be located in existing traditional buildings of historic or vernacular merit or where they can achieve enhancement, such as on previously-

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<sup>94</sup> Nathaniel Lichfield and Partners (2008) Peak Sub-Region Employment Land Review

developed sites. The construction of a new building for employment uses will also be possible in some circumstances.

- 13.13 The Authority wishes to keep the best business sites and buildings from other development pressures. It will also be important to retain some lower quality sites to offer a range of opportunities for business start-up and growth. The Employment Land Review will be used, together with the consideration of other factors, to assess needs and opportunities and identify the best existing sites to meet the needs of people living in the local area.
- 13.14 To grasp the opportunities for growth, the Authority and its partners will encourage high spec, high tech and creative businesses to set up in the National Park, by promoting its attractive location and skilled workforce. Appropriate site infrastructure and other improvements such as broadband will be encouraged.

### **E1: Business development in towns and villages**

Proposals for business development in towns and villages named in Policy DS1 must take account of the following principles:

- A. New sites and buildings for business development will be permitted within or on the edge of the named settlements in Policy DS1. Proposals must be of a scale that is consistent with the needs of the local population. Wherever possible, proposals must reuse existing traditional buildings of historic or vernacular merit or previously developed sites, and take up opportunities for enhancement. Where this is not possible, new buildings may be permitted.
- B. Appropriate improvements to make existing employment sites more attractive to businesses will be welcomed.
- C. Home working will be encouraged provided that it is at an appropriate scale.
- D. The National Park Authority will safeguard existing business land or buildings, particularly those which are of high quality and in a suitable location. Where the location, premises, activities or operations of an employment site are considered by the National Park Authority to no longer be appropriate, opportunities for enhancement will be sought, which may include redevelopment to provide affordable housing or community uses.

### **Businesses in the countryside**

- 13.15 Government policy and the East Midlands Regional Plan both recognise the role of agriculture in maintaining and managing the countryside and valued landscapes. The following policy seeks to broaden the opportunity for rural business, and offers scope for business enterprise by making positive use of traditional buildings of historic or vernacular merit or modern buildings in some circumstances. Alongside policy E1 this policy gives spatial guidance to direct business development to the best locations and conserve the more sensitive areas. This policy applies to all areas of the National Park outside named settlements (see policy DS1) and the Natural Zone. The intention of this policy is to encourage small scale business development within any smaller settlement, on farmsteads, and in groups of buildings in sustainable locations. It will foster rural enterprise and allow farmers and land managers to diversify their income, helping them to maintain their land and buildings sustainably and conform to core policies to protect the valued characteristics of the area.

- 13.16 A further element of the policy is particularly aimed at farms and estates. In these cases, it will be vital to achieve long-term security of the link between the primary business and the ownership and control of the site and building through legal agreements, to ensure that income will be returned to management of the landscape and valued traditional buildings. Businesses need not necessarily be related in type to the produce of the farm, but activities could include the development of new agricultural opportunities or adding value to primary produce.
- 13.17 Businesses are encouraged to reuse existing traditional buildings of historic or vernacular merit wherever possible. However, in line with national policy statements, more modern agricultural buildings may be reused if development management criteria are satisfied. It may be possible to replace an existing building with a smaller new building, if siting and design can achieve enhancement. However, business use in existing or new isolated buildings in more remote areas of the countryside will not be permitted.
- 13.18 Although a particular level of business activity may be acceptable in a countryside location, its growth and intensification could have a more significant impact on the appearance and character of landscapes. Successful businesses may require an increased scale of operation which may not be in keeping with the character of the National Park. A small scale business may be established on a farm, but as it grows and increases employees, deliveries etc it should consider moving to a more sustainable location in an appropriate town or village.
- 13.19 Additional dwellings related to business use are covered by policy HC2. Home working is included in policy E1. Other developments in the countryside are covered elsewhere in the Core Strategy: recreation, environmental education and interpretation development (RT1), visitor accommodation and camping and caravan sites (policies RT2 and RT3), and retail operations (HC6).
- 13.20 Through its activities and programmes, the National Park Authority will promote potential links between the economy and valued landscape characteristics, and encourage businesses which develop new agricultural opportunities or add value to primary produce.

## **E2: Businesses in the countryside**

Proposals for business development in the countryside outside the Natural Zone and the named settlements in policy DS1, must take account of the following principles:

- A. Businesses must be located in existing traditional buildings of historic or vernacular merit in smaller settlements, on farmsteads, and in groups of buildings in sustainable locations. Where no suitable traditional building exists, the reuse of modern buildings may be acceptable provided that there is no scope for further enhancement through a more appropriate replacement building.
- B. On farmsteads, or groups of estate buildings, small scale business development will be permitted provided that it supports an existing agricultural or other primary business responsible for estate or land management. The primary business must retain ownership and control of the site and building, to ensure that income will be returned to appropriate management of the landscape.
- C. Business use in an isolated existing or new building in the open countryside will not be permitted.

- D. Proposals to accommodate growth and intensification of existing businesses will be considered carefully in terms of their impact on the appearance and character of landscapes.
  
- E. Where an existing business site or building is located in open countryside, permission is unlikely to be given for its redevelopment for other uses. However, traditional buildings of historic or vernacular merit on farmsteads or groups of estate buildings may be redeveloped to provide holiday accommodation or additional living space in accordance with other core policies.
  
- F. Ancillary retail operations must be small scale and principally offering for sale goods which are produced at the premises (see also policy HC6).
  
- G. Beyond this policy and policies RT1, RT2 and RT3, there is no scope for setting up new businesses in the countryside.

## 14. Minerals

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### Introduction

- 14.1 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 set out in the Environment Act 1995.

### National and Regional Policy Context

- 14.2 To protect the National Park, overarching government policy in MPS1<sup>95</sup> and PPS7<sup>96</sup> 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. Regional policy<sup>97</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. Due to National Park designation and other internationally important wildlife areas and other constraints, there is a need for careful assessment of all schemes. Regional policy<sup>98</sup> also sets out a number of regional core objectives, including protecting and enhancing the environment, recognising the limits to the environment's capacity to accept further development without irreversible damage.
- 14.3 National planning policy in MPS1 and in its accompanying Minerals and Planning Practice Guide<sup>99</sup> set out the requirement for the Authority to consider the issue of mineral safeguarding. Other Government Policy and Guidance set out a raft of guidance on specific mineral types and mineral issues, such as restoration<sup>100</sup>. In addition updated Government Guidance for National Parks is set out in the new Circular 2010<sup>101</sup> which indicates that "Applications for all major developments should be subject to the most rigorous examination and proposals should be demonstrated to be in the public interest before being allowed to proceed. The criteria for assessment of such applications are currently set out in paragraph 14 of MPS1 and paragraph 22 of PPS7. The Government expects all public authorities with responsibility for the regulation of development in the Parks to apply the test rigorously..."
- 14.4 In order to conform to the East Midlands Regional Plan<sup>102</sup>, the Core Strategy is focussed on working towards the gradual reduction of aggregates and other land-won minerals within the National Park; however the ability to achieve this regional policy aim is limited by the high level of extant permitted mineral reserves within the National Park. The Core Strategy seeks to follow this regional approach by not allowing new sites or extensions to existing sites, however the National Park Authority proposes an exception with regard to fluorspar where other factors indicate that a permissive approach towards environmentally acceptable proposals should continue to be permitted across the plan period. Fluorspar is an important locally distinctive issue to the Peak District because of

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<sup>95</sup> CLG (2009) MPS1, Minerals Policy Statement 1: Planning and Minerals, TSO

<sup>96</sup> ODPM (2004) PPS7, Planning Policy Statement 7: Sustainable Development in Rural Areas, TSO

<sup>97</sup> GOEM (2009) East Midlands Regional Plan, Policy 37, TSO

<sup>98</sup> GOEM (2009) East Midlands Regional Plan, Policy 1, TSO

<sup>99</sup> CLG (2006) Minerals and Planning: Practice Guide, TSO

<sup>100</sup> ODPM (1996) MPG7, Minerals Planning Guidance 7: Reclamation of Mineral Workings, TSO

<sup>101</sup> Defra (2010) English National Parks and the Broads: UK Government Vision and Circular 2010, Para 31, TSO

<sup>102</sup> GOEM (2009) East Midlands Regional Plan, Policy 37, TSO

its scarcity in the UK, which justifies an approach which at face value may not be in general conformity with Policy 37 of the East Midlands Regional Plan.

### Aggregates

- 14.5 There is extensive national policy on the provision of aggregate minerals. Much of this is set out in MPS1<sup>103</sup>. The main requirements affecting the Peak District are in respect of:
- not permitting major mineral developments in National Parks except in exceptional circumstances;
  - making provision for defined quantities of aggregates over specific 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.
- 14.6 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. As sites are worked out or become time-expired, there is likely to be a gradual rundown in output in line with regional policy, whilst still having sufficient permitted reserves to meet the aggregates apportionment figure set out for the National Park at a regional level. There are enormous permitted reserves of rock suitable for crushing for aggregates outside the National Park, primarily in Derbyshire. Over time the likelihood is that these will progressively substitute for production within the Peak District. This process is supported by Derbyshire County Council and the Regional Aggregates Working Party, who are recognising this policy shift in the emerging aggregates apportionment figures being proposed in the partial review of the East Midlands Regional Plan. 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 regional supply.

### Cement

- 14.7 There is considerable Government policy on the provision of cement-making materials set out in MPG10<sup>104</sup>, to which the preferred policy approach generally conforms. An overview on raw materials used in the cement industry has been provided by the British Geological Survey<sup>105</sup>.
- 14.8 The operator of Hope Cement Works (Lafarge) has four operational plants in mainland UK; Hope has the highest production capacity, with Cauldon just outside the Park in Staffordshire a close second. Tarmac has concentrated its cement production at Tunstead, which again lies just outside the Park boundary in Derbyshire. Meanwhile, many of the cement works listed in MPG10 have closed, but not a single new site has been developed since its publication in 1991 (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 considered to be the opposite of the long term outcome envisaged in planning policy.

### Industrial limestone

- 14.9 This is not specifically mentioned in MPS1<sup>106</sup>, and is noted only in passing in the accompanying Good Practice Guide<sup>107</sup> as one of a number of industrial minerals

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<sup>103</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, Paras 14-15 and Annex 1, TSO

<sup>104</sup> ODP (1991) MPG10, Minerals Planning Guidance 10: Provision of raw materials for the cement industry, TSO

<sup>105</sup> British Geological Survey (2008) Mineral Planning Factsheet: Cement.

<sup>106</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, TSO

required in England in substantial quantities. High purity industrial limestone is similarly noted in the East Midlands 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.

#### Fluorspar

- 14.10 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. It has a policy on supply which has particular relevance to fluorspar which aims to: “source mineral supplies indigenously, to avoid exporting potential environmental damage, whilst recognising the primary role that market conditions play”<sup>108</sup>.

#### Building and Roofing Stone

- 14.11 There is considerable Government policy on planning for building and roofing stone, set out in MPS1<sup>109</sup>. This particularly encourages the recognition of the special attributes of quarries for building and roofing stone which should be taken into account in plan preparation and decisions on planning applications.
- 14.12 Regional policy<sup>110</sup> indicates that ‘whilst locally won building and roofing stone is needed for use in heritage protection this must be carefully balanced against the important requirement to protect the natural environment, particularly where this coincides with environmentally sensitive areas like the Peak District National Park’.

#### Safeguarding

- 14.13 The national policy background to safeguarding minerals from sterilisation is set out in MPS1, which states<sup>111</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<sup>112</sup> to alert prospective applicants for non-minerals development to the existence of valuable mineral resources.
- 14.14 The East Midlands Regional Plan<sup>113</sup> 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.

#### Restoration

- 14.15 An overview of national policy on restoration is provided in MPS1<sup>114</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

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<sup>107</sup> CLG (2006) Planning and Minerals: Practice Guide, Para 164, TSO

<sup>108</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, Paragraph 15, TSO

<sup>109</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, Annex 3, TSO

<sup>110</sup> GOEM (2009) East Midlands Regional Plan, Policy 37, Para 3.3.52, TSO

<sup>111</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, Para 9, TSO

<sup>112</sup> LDD's are Local Development Documents which can be separate documents but form part of the LDF

<sup>113</sup> GOEM (2009) East Midlands Regional Plan, Policy 37, TSO

<sup>114</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, Para 19, TSO

policy on restoration and its practicalities is in MPG7<sup>115</sup>, which defines the scope of after-uses of surface mineral workings as including agriculture, forestry and amenity (including nature conservation).

- 14.16 Regional policy<sup>116</sup> 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.

### **Contribution to Spatial Outcomes**

- 14.17 Our overall spatial outcome 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 are considered to have proven resources and 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 when the activity ceases, given the need to conserve and enhance the National Park and promote its enjoyment by the public.

- 14.18 The core policies for minerals will further contribute to spatial outcomes as follows:

Across the whole National Park policies will:

- Resist further proposals for the working of minerals for aggregates; limestone and shale for cement manufacture; large scale building and roofing stone; and limestone for industrial and chemical products
- Allow the development of small-scale building and roofing stone quarries other than in the exceptional circumstance that the material cannot be sourced from elsewhere and is essential to effect the conservation of buildings in the National Park
- Encourage appropriate site restoration

Across the Dark Peak and Moorland Fringe

- No Specific Area Objectives

Across the White Peak and Derwent Valley policies will:

- Allow the underground working of fluorspar ore from Watersaw and Milldam Mines whilst resisting proposals for fluorspar working by opencast methods

Across the South West Peak

- No Specific Area Objectives

### **The Policies**

MIN1 – Minerals development

MIN2 – Fluorspar Proposals

MIN3 – Local small-scale building and roofing stone

MIN4 – Mineral safeguarding

### **Minerals Development**

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<sup>115</sup> ODPM (1996) MPG7, Minerals Planning Guidance: Reclamation of Mineral Workings, TSO

<sup>116</sup> GOEM (2009) East Midlands Regional Plan, Policy 37, TSO

- 14.19 The overall minerals strategy for the National Park needs to reflect national and regional policy and the potential flexibility required over the plan period to allow proposals where the relevant exceptional circumstances set out for minerals development in a National Park context exist. The policy approach also needs to be flexible enough to allow positive environmental enhancement through exchanges of historical consents which may be unacceptable in modern planning terms for alternatives at other more suitable locations, whilst still encompassing the East Midlands Regional Plan objective of working towards the gradual reduction of aggregates and other land-won minerals within the National Park. Sites where such circumstances may arise over the plan period could include Topley Pike, Birchover and New Pilhough Quarries.
- 14.20 The policies are generally restrictive, not allocating any further land or allowing working of mineral for aggregates, limestone and shale for cement manufacture, or limestone for industrial and chemical products. Since sufficient permitted reserves are available in the National Park or reasonable alternatives are available elsewhere, the National Park can be protected from further mineral development of this nature.
- 14.21 The National Park also contains a number of other minerals including coal, silica sand, barites and lead. However as there is no existing or known likely future interest in exploiting these minerals, no specific mention of these is made in the Core Strategy; if any proposals do come forward they will be dealt with under policy MIN1. No licences have been issued in the National Park for new mineral-related technologies such as coal bed methane extraction or underground coal gasification. If any future proposal is made for such emerging technologies, any surface development required will be assessed against the major development and landscape policies in the Core Strategy.
- 14.22 Proposals for fluorspar will be considered against Policy MIN2. Land will not be allocated and working is not permitted for major proposals for building and roofing stone. Proposals for local small-scale building and roofing stone will be determined against the criteria in Policy MIN 3.
- Approach to Aggregates
- 14.23 Revised National and Regional Guidelines for Aggregates Provision in England allocate new obligations to each region<sup>117</sup>. The East Midlands is allocated 500mt (million tonnes) of crushed rock over the 16 years 2005-2020. The future apportionment of this quantity between the Mineral Planning Authorities of the region remains to be decided in the ongoing partial review of the East Midlands Regional Plan. The East Midlands Regional Aggregates Working Party (RAWP) is recommending that the Sub Regional Apportionment for the National Park be 65.0mt for the period 2005 to 2020 (16 years). The Core Strategy has been devised on the basis that this new apportionment figure of 65.0mt (annual equivalent of 4.06mt) will be chosen in the partial review of the East Midlands Regional Plan. As regional policy implies that the obligations on the Peak District should decline more quickly than elsewhere in absolute and proportionate terms, we will continue to seek a further reduction in the apportionment figure allocated to the National Park at the relevant review stages. The National Park Authority is also seeking both the Yorkshire and Humber and West Midlands Regional Apportionment revisions to take account of the policy-led reduction in the East Midlands Regional Plan for the National Park as a relevant cross regional issue. Technical detail on aggregates apportionment is set out in the Minerals Background Paper<sup>118</sup>.
- 14.24 Current permitted reserves of limestone for aggregate purposes amounted to 111mt as at 31 December 2008, sufficient for about 27 years' supply. Permitted reserves of sandstone for aggregate purposes amounted to 2.68mt (combined with Derbyshire) as

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<sup>117</sup> CLG (2009) National and regional guidelines for aggregates provision in England 2005-2020, TSO

<sup>118</sup> PDNPA (2010) Minerals Background Paper

at 31 December 2008, sufficient for 20 years based on the current apportionment figure<sup>119</sup>.

- 14.25 Crushed rock aggregates output from the National Park has exceeded the apportionment requirement but 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. Limestone reserves are unevenly distributed amongst the quarries within the National Park. Aggregates output could be increased from a number of existing 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 requirement for the remainder of the current apportionment period from 2009 to 2020, with sufficient flexibility to cater for future apportionment reviews.
- 14.26 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 increased supplies from Derbyshire instead (unless overall demand declines significantly). Derbyshire has very substantial permitted reserves, including at sites which straddle the National Park boundary (Doveholes, Hillhead and Tunstead quarries). These amounted to 760mt at the end of 2007 – sufficient for well over 80 years at the 2007 rate of supply in Derbyshire.

#### Approach to Cement

- 14.27 Major limestone and shale quarrying and cement making at Hope (the only cement works in the National Park) is considered fundamentally incompatible with National Park purposes, and is a major emitter of carbon dioxide. However, the National Park Authority has 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 with the owners 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. The best approach to cement making at Hope is to commit to assisting the owners to retain 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 until the future of the cement works beyond the lifetime expiry of the existing planning permissions is determined.
- 14.28 The decision on the future of Hope Cement works will be based around a consideration of many factors including need for cement, economic impact, national park purposes and relevant planning policies. 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. Subsequent reviews of the Core Strategy will be the appropriate time to start to consider an issue that will then be pertinent to the strategic planning time horizon then being considered. The National Park Authority is 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.
- 14.29 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. The National Park Authority

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<sup>119</sup> East Midlands Working Party on Aggregates (2009) Survey and Annual Monitoring Report for calendar year 2007, Table 4

will also actively participate as a consultee in planning decisions affecting the supply of materials to, and operation of the cement works at, Cauldon in Staffordshire and Tunstead in Derbyshire. In the latter case the Authority would wish to see the limestone supplies allied to its expansion to be sourced from within Derbyshire rather than any extension in the National Park.

- 14.30 Hope Cement Works currently has permitted reserves of about 44mt of limestone and 13.6mt of shale. These reserves of limestone are estimated by Lafarge 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 Lafarge estimate this would last until about 2018. Shale reserves with high sulphur content may in future be used for cement manufacture by means of technical improvements to the process or by being blended in with other alternative raw materials such as pulverised fuel ash (PFA) from coal fired power stations; this could help 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, although it is possible that Lafarge may choose not to build this silo at this time. Tunstead and Cauldon cement works both have substantial permitted reserves.

#### Approach to Industrial Limestone

- 14.31 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.
- 14.32 The two main quarries in the National Park 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 working quarries within Derbyshire, outside the National Park, which supply industrial limestone from the same geological resources, these quarries outside the National Park have very substantial permitted reserves and long-life permissions, it is considered to be well in excess of 250mt in Derbyshire alone.

#### Approach to Building and Roofing Stone

- 14.33 Our preferred approach to building and roofing stone is informed by competing environmental and economic considerations and we will only support local small-scale proposals under Policy MIN3. That policy approach 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. Other proposals will be addressed under this policy and as such will only be permitted where the exceptional circumstances set out in MPS1<sup>120</sup> are met.
- 14.34 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 Quarries) and intermittently worked sites (Stanton Moor and Wattscliff Quarries), 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. There is a range of other sandstone quarries around the National Park producing building stone, with active quarries at Chinley Moor (Hayfield), Shire Hill (Charlesworth), Stoke Hall (Grindleford), Wimberry Moss (Rainow) and

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<sup>120</sup> CLG (2006) MPS1, Mineral Policy Statement 1: Planning and Minerals, TSO

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 7.25mt, though these are unevenly distributed: for example, more than half the total is at Shire Hill.

- 14.35 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 quarry (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.

#### Approach to Restoration

- 14.36 The restoration of mineral workings is a significant opportunity to achieve National Park objectives for achieving amenity (nature conservation) after-use for the sites, enhancing landscape and biodiversity and providing recreational opportunities, as well as those of landowners, mineral companies and local people. The National Park Management Plan observes that restored sites may provide opportunities for increased biodiversity, geodiversity and cultural interest.

### **MIN1: Minerals development**

**A. Proposals for new mineral extraction or extensions to existing mineral operations (other than fluorspar proposals and local small-scale building and roofing stone which are covered by MIN2 and MIN3 respectively) will not be permitted other than in exceptional circumstances in accordance with the criteria set out in National Planning Policy in MPS1.**

**B. Restoration schemes will be required for each new minerals proposal or where existing sites are subject to mineral review procedures. Where practicable, restoration will be expected to contribute to the spatial objectives of the Plan (either generally or for the constituent landscape character areas of the National Park). These objectives will focus mainly, but not exclusively, on amenity (nature conservation) after-uses rather than agriculture or forestry, and should include a combination of wildlife and landscape enhancement, recreation, and recognition of cultural heritage and industrial archaeological features.**

### **Fluorspar**

- 14.37 Most of the higher grade fluorspar ore in the Peak District that is capable of being worked by opencast methods in environmentally acceptable locations, has either been extracted or already has the benefit of extant consent or resolutions to grant consent pending the signing of legal agreements to ensure their environmental acceptability. Following a long history of extraction, many of the major veins are depleted as sources of open pit fluorspar, a conclusion agreed with in the BGS mineral resource report of 1999, although the 2005 BGS Factsheet<sup>121</sup> notes that such extraction had continued. If the fluorspar ore industry in England, and the fluorine industries which rely on it, is to survive, there must be a transition to predominantly working fluorspar from underground mines. The current main fluorspar operator has already discussed with the National Park its intention to progressively increase the proportion of fluorspar sourced from underground reserves.

<sup>121</sup> British Geological Survey (2010) Mineral Planning Factsheet: Fluorspar

- 14.38 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 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 will rely heavily on underground mining for its future development. The underground fluorspar resource contained in the vein structures of these two underground mines is to be safeguarded under Policy MIN4.
- 14.39 Opencast mining of fluorspar ore will in future be resisted unless the exceptional circumstances tests set out in MPS1<sup>122</sup> can be demonstrated. Based upon the understanding of where surface resources are located it is considered to be unlikely that proposals in those locations will 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.
- 14.40 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.
- 14.41 As fluorspar is increasingly worked out, and lower grades of mineral in the ground are 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.

#### **MIN2: Fluorspar proposals**

**In order to secure an appropriate supply of fluorspar, the National Park Authority will:**

- A. Encourage and support the continued 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;**
- B. Support proposals for recycling tailings from existing lagoons where the environmental impacts can be appropriately mitigated;**
- C. Support proposals for the retention and continued operation of existing tailing lagoons associated with the Cavendish Mill Plant, where the environmental impact can be appropriately mitigated and where it can be demonstrated that no realistic and viable alternative method of treatment is available; and**

<sup>122</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, TSO

**D. Not permit proposals for the opencast mining of fluorspar ore.**

## **Local small-scale building and roofing stone**

- 14.42 A shortage has been identified in the availability of sandstone roofing slates and to a lesser extent certain types of local building stone<sup>123</sup>. It is important to ensure a long term supply of these materials from suitable sources to sustain the vernacular built environment heritage of the National Park. At the same time, there are numerous building stone operations in the National Park, but the larger ones serve regional and national markets more than local ones. There is an unfortunate legacy of old permissions causing environmental problems, some of which remain very difficult to resolve. Proposals for other building and roofing stone operations will be considered against the criteria set out in Policy MIN1. MIN4 sets out a commitment to look at the potential and options for safeguarding building and roofing stone resources for local conservation purposes.
- 14.43 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 will 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 the Authority 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>124</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 of the Strategic Stone Study are expected to be released on an on-going basis over the next few years<sup>125</sup>.
- 14.44 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 Bretton quarry, 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.
- 14.45 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 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.

### **MIN3: Local small-scale building and roofing stone**

#### **A. Proposals will only be permitted for the small-scale working of building and roofing stone where:**

- I. it meets a demonstrable need within the National Park, which cannot be satisfied from existing permissions inside or outside the National Park; and**
- II. it will be confined to local use only on buildings and structures within the**

<sup>123</sup> ODPM (2006) Planning for the supply of natural building and roofing stone in England and Wales, TSO

<sup>124</sup> Peak Park Joint Planning Board, English Heritage and Derbyshire County Council (1996) The grey slates of the South Pennines

<sup>125</sup> Website [www.englishstone.org.uk/documents/SSS.pdf](http://www.englishstone.org.uk/documents/SSS.pdf)

**National Park; and**

**III. the individual and cumulative impacts of working on the environment, amenity and communities can be appropriately mitigated.**

**B. Any proposal should be supported by demonstrable evidence which proves that alternative sources of supply are not and cannot be made available.**

**C. Proposals will need to be accompanied by a suitable legal agreement to ensure that the above policy objectives are met.**

## **Mineral safeguarding**

- 14.46 Our strategy is a mineral-by-mineral approach to safeguarding. The principle of safeguarding is a long-term planning policy which embeds a sustainable approach to preventing the unnecessary sterilisation of 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, which is why this issue will be considered in the forthcoming Development Management Policies Development Plan Document (DPD), once appropriate evidence has been obtained. Safeguarding 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. The minerals identified for safeguarding match the overall strategy for further extraction in the National Park, taking account of the economic importance of the minerals, together with the evidence of them being a proven resource. The Mineral Safeguarding Areas have been defined in accordance with the guidance set out in the BGS Guide to Mineral Safeguarding<sup>126</sup>, and using the information contained in the BGS map 'The Mineral Resource Map for the Peak District National Park'<sup>127</sup> and BGS Fact Sheets, and also follow national policy in MPS1<sup>128</sup> in relation to safeguarding railheads.
- 14.47 The fluorspar resource proposed for safeguarding has been limited to the extant but time limited planning permission areas and the vein structures associated with Watersaw and Milldam mines, which are considered to be of current or future economic importance. The policy only safeguards fluorspar and very high purity limestone, because of their rarity and economic importance. Information on the rationale for safeguarding limestone of 98% calcium carbonate and fluorspar at Milldam and Watersaw Mines is contained in the Minerals Background Paper, 2010, accompanying this Plan. The limited remaining coal deposits following extensive historic extraction are not considered viable for surface extraction in the future. Fireclay, silica sand, chert, mudstone and sandstone (except those limited areas considered for safeguarding for building stone/stone slate) are unlikely to be viable or of future economic interest and no evidence has been provided by any party to demonstrate otherwise. Taking into account the extent of the very high purity limestone already identified for safeguarding, it is not considered appropriate to safeguard the remaining limestone resource. In addition, it is not considered necessary to safeguard other mineral resources because the Core Strategy is not proposing, and the National Park Authority is not likely to permit, development which will lead to the sterilisation of mineral resources.
- 14.48 Existing railheads within the National Park for the distribution of minerals and mineral products will also be safeguarded. These are present within the Park only at Hope cement works and Topley Pike quarry, (though Old Moor, Beelow and Hillhead quarries are rail-served by the connections to the main quarries to which they are attached

<sup>126</sup> British Geological Survey (2007) A Guide to Mineral Safeguarding in England

<sup>127</sup> British Geological Survey & DoE (1994) Mineral Resource Map for the Peak District National Park 1994

<sup>128</sup> CLG (2006) MPS1, Minerals Policy Statement 1: Planning and Minerals, TSO

within the Derbyshire County Council area, at Tunstead, Doveholes and Hillhead respectively).

- 14.49 The need to assess underlying minerals should be proportionate to the value of retaining access to the mineral in the national interest. There is also a case for requiring applicants for surface development to assess the minerals interest in a site only where permitting that development would present a distinct impediment to the future provision and extraction of minerals in the long term. Policy takes a pragmatic approach to implementing the safeguarding policy, 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 now or in the future; and
  - the existence of sufficiently proven resources to merit safeguarding.
- Even without a formal safeguarding approach to those resources which fail one or both of these tests, it should be noted, again, that these minerals are still likely to be broadly safeguarded in practice by virtue of other policies of the Core Strategy which strongly resist surface development for other planning reasons within the National Park.
- 14.50 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 sterilising mineral. This principle applies everywhere, including in National Parks. Where possible, the prior extraction of the mineral ahead of surface development should be considered, however this is likely to be of limited practicality in relation to the type and nature of mineral resources being safeguarded and the small scale of developments likely to be permitted within the National Park.
- 14.51 The advice supporting MPS1<sup>129</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 safeguarding areas
- 14.52 In relation to the application of this policy only, the term ‘major surface development’ means planning applications for “major development “ as defined in the Town and Country Planning (General Development Procedure) Order 1995 Applications falling within ‘householder’ and ‘minor-other’ categories are not required to be considered under this proposal. This threshold has been chosen because prior extraction is unlikely to be viable at a smaller scale than sites falling within the ‘major’ category of development for the particular minerals that we are safeguarding.

#### **MIN4: Mineral safeguarding**

**A. The following minerals will be safeguarded from sterilisation by non-mineral surface development through the definition of Mineral Safeguarding Areas covering:**

- I. The limestone resource containing at least 98% calcium carbonate;**
- II. The mineralised vein structures relating to Milldam Mine and Watersaw Mine, for fluorspar.**

**B. When considering applications for major surface development in these safeguarded areas, the prior extraction of minerals should be undertaken ahead of the non-mineral surface development where possible to prevent mineral sterilisation. Where prior extraction is not practical or economically feasible, applicants will be required to demonstrate that either 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**

<sup>129</sup> CLG (2006) Planning and Minerals: Practice Guide, Para 32, TSO

development on that site would be of overriding importance in relation to the significance of the mineral resource.

- C. Existing railheads within the National Park for the distribution of minerals and mineral products will also be safeguarded.
- D. A selection of small individual areas for local small-scale building and roofing stone for conservation purposes will be considered for safeguarding through the forthcoming Development Management Policies DPD and Proposals Map.

## 15. Accessibility, travel and traffic

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### Introduction

- 15.1 Transport is important to all aspects of life within the National Park. It offers a means by which residents, visitors and businesses can contribute to life within the National Park and enjoy its valued characteristics. Transport policies are central to the delivery of the Spatial Aims and Outcomes for the National Park. Core policies have been developed to help contribute to the National Park Management Plan<sup>130</sup> and complement the new Sustainable Transport Action Plan for the National Park<sup>131</sup>. The Landscape Strategy and Action Plan<sup>132</sup> underpin local distinctiveness and will inform decisions on transport infrastructure.
- 15.2 As the population of the UK becomes increasingly mobile, greater accessibility and travel generally brings economic and social benefits. It also creates traffic-related problems such as increases in harmful greenhouse gas, other polluting emissions and congestion. Other concerns include the decreasing viability of rural public transport as car ownership increases; increased exclusion for those without access to a car when local services are lost, more visitor traffic congestion and the negative impacts of traffic on road safety and health. Recent predictions indicate that UK road traffic will continue to grow in the near future. The National Park Authority is keen to promote a more sustainable approach to transport because continuous growth will harm its valued characteristics.
- 15.3 The National Park Management Plan outcome for transport is that highways, transport infrastructure and services will be improved because they meet the needs of residents, visitors and surrounding areas; the proportion of visitors using modes of travel other than private cars will have increased; the adverse environmental impacts of travel on the valued characteristics of the National Park will have been reduced; and more sustainable travel patterns will have enabled a reduction in the levels of carbon dioxide emitted into the atmosphere, especially by supporting public transport use over car use.
- 15.4 The National Park Authority is not a Highway or Transport Authority, so it has no highway powers and is not responsible for the operation or maintenance of roads and public transport. Nevertheless, the Authority has always maintained a proactive position through influencing, negotiating and working in partnership with those who do have the power to affect transport in the Peak District National Park and surrounding areas.
- 15.5 The Authority also plays a key role managing public rights of way, including footpaths and bridleways, but the main responsibility lies with Highway Authorities. Rail transport is overseen by the Office of Rail Regulation, and new railways require a Transport and Works Order, which avoids the need for planning permission. Restrictions on aircraft movements are largely controlled by the Civil Aviation Authority, but planning legislation controls land used by aircraft. British Waterways is responsible for the sole canal within the Park, part of the Huddersfield Narrow canal which is in a tunnel.
- 15.6 Although planning permission is not always required for transport developments, all these bodies have a duty to have regard to National Park purposes by virtue of sections 61 and 62 of the Environment Act. Moreover, policy guidance seeks to integrate planning and transport at all levels and emphasise the importance of partnership

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<sup>130</sup> PDNPA (2006), National Park Management Plan 2006-2011.

<sup>131</sup> PDNPA (due to be published December 2010), Sustainable Transport Action Plan for the National Park.

<sup>132</sup> PDNPA (2009), Landscape Strategy and Action Plan.

working to achieve National Park purposes<sup>133</sup>. Spatial planning now embodies this approach and can refer to other powers and mechanisms available, in addition to development management, to help achieve the agreed aims and objectives for an area. Importantly, the Development Plan is the statutory plan that is the starting point for decisions on all developments and other changes that have a spatial impact on the National Park<sup>134</sup>.

## **National and regional policy context**

15.7 The nature of travel and the continued growth in road traffic is damaging the environment. National policies promote:

- more sustainable transport choices both for people and for moving freight;
- improved accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- reduced need to travel, especially by car.

Consequently, there should be a more sustainable pattern of development in rural areas with most development in local service centres. Mechanisms should enable journeys to be made by more sustainable modes of transport. These include parking policies<sup>135</sup> and enforceable Travel Plans as a means of encouraging a change in travel behaviour, together with other ways to achieve a modal shift for car borne visitors<sup>136</sup>. All are viewed as compatible with the aim of improving accessibility in rural areas<sup>137</sup>.

15.8 National and regional policies confer the highest status of protection on National Parks as far as landscape and scenic beauty is concerned. There is a presumption against major transport developments within National Parks other than in exceptional circumstances. Accordingly, care must be taken to avoid or minimise the environmental impact of new transport infrastructure projects, or improvements to existing infrastructure. Notably, the East Midlands Regional Plan explains that investment in trunk roads is directed towards developing routes for long distance traffic that avoid National Parks. The primary criterion in planning road systems, designing alterations and managing traffic in the National Park should be environmental quality, subject to safety considerations'. The 2010 National Parks Circular gives support for a hierarchy of roads based on functions<sup>138</sup>.

15.9 Rural transport policies focus on promoting accessibility, especially by public transport. Regional policy also seeks improved transport linkages to the North West Region and the rest of the East Midlands, particularly by public transport. Policies allow for the introduction of bus (including guided bus) and light rail services as an alternative to heavy rail<sup>139</sup>. The environmental impact of freight should be reduced and a modal shift away from road transport is encouraged.

15.10 Policies aim to improve quality of life for transport and non-transport users, promote a healthy natural environment and tackle climate change. Sustainable travel patterns and greater use of traffic management measures to mitigate the negative effects of the car will help. Cycling and walking, via safe routes for and encouraging convenient access to buildings and sufficient secure cycle parking in new developments, will be encouraged. Within settlements, roads should not be merely transport corridors but contribute positively to the public realm through local distinctiveness and sensitivity in design<sup>140</sup>.

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<sup>133</sup> DfT (2008), Delivering a Sustainable Transport System, DfT (2009), Guidance on Local Transport Plans

<sup>134</sup> ODPM (2006), Planning Policy Statement 1: Delivering Sustainable Development

<sup>135</sup> ODPM (2001), Planning Policy Guidance 13: Transport

<sup>136</sup> GOEM (2009), East Midlands Regional Plan

<sup>137</sup> DfT (2007), Manual for Streets

<sup>138</sup> DEFRA (2010), English National Parks and the Broads UK Government Vision and Circular 2010.

<sup>139</sup> GOEM (2009), East Midlands Regional Plan,

<sup>140</sup> DfT (2007), Manual for Streets,

- 15.11 The document titled 'Delivering a Sustainable Transport System'<sup>141</sup> and the third round of Local Transport Plans consider a wider agenda which supports economic growth; reduces carbon emissions; promotes equality of opportunity; contributes to better safety, security and health and improves quality of life and a healthy natural environment.
- 15.12 The 2010 National Parks Circular has an underlying expectation that National Park, Highways and Transport Authorities will work in partnership to deliver the wider aims of national and regional policies.

### **Contribution to Spatial Outcomes**

- 15.13 The spatial outcome for accessibility, travel and traffic is that by 2026, transport sustainability for residents, visitors and businesses will be improved in ways that have conserved and enhanced the valued characteristics of the National Park and met other National Park purposes and duties. The policies in this section will also contribute to spatial outcomes for landscape and conservation, location of development, climate change, recreation and the economy.
- 15.14 Across the whole National Park policies will seek to ensure:
- Better and more equal opportunities for accessibility whilst minimising the negative impacts of transport.
  - Consistent with routeing long distance traffic around the National Park, traffic management measures that will deter unnecessary journeys across it.
  - Motor traffic that does access or cross the National Park will be directed to strategic routes and away from others.
  - Except in exceptional circumstances transport links, including new roads, which increase the amount of cross park traffic will be opposed.
  - Appropriate traffic management measures will improve road safety for residents, visitors and businesses so that all highway users will feel safe whatever their mode of travel.
  - Improved and well promoted sustainable access to jobs, essential goods, services and activities for all residents of the National Park.
  - More visitors to the National Park will use sustainable integrated modes of transport.
  - Gaps in the rights of way network will be linked.
  - Local distinctiveness will be respected by better conservation and enhancement of the road environment.
  - The impact of all modes of transport will be managed in accordance with National Park purposes.
- 15.15 Across the Dark Peak and Moorland Fringes policies will seek to ensure:
- The Woodhead route will be safeguarded but without accepting the principle of a new or reinstated railway.
  - There will be innovative and sustainable mechanisms of alleviating the adverse impacts of traffic in villages along the A628.
  - Development will be focussed on settlements that support and retain existing public transport routes.
  - Opportunities will be taken to increase public transport, particularly if they are integrated with recreational and leisure activities.
  - The TransPennine Trail will be retained.
- 15.16 Across the White Peak and Derwent Valley policies will seek to ensure:
- Development will be focussed on settlements that support and retain existing public transport routes.

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<sup>141</sup> DfT (2008), Delivering a Sustainable Transport System, DfT (2009) Guidance on Local Transport Plans

- There will be innovative and sustainable mechanisms of alleviating the adverse impacts of traffic in villages along the A515 and A619/A623.
- The line of the Bakewell relief road will not be safeguarded.
- Opportunities will be taken to enhance services on the Hope Valley Railway Line, particularly if they demonstrate a lasting decrease in private cars on adjacent roads.
- The Matlock- Buxton route will be safeguarded but without accepting the principle of a new or reinstated railway.
- The Monsal Trail will be retained.

15.17 Across the South West Peak policies will seek to ensure:

- Increasing sustainable access for residents and visitors to key services, facilities and visitor places of interest.
- Development will be focussed on settlements that support and retain existing public transport routes.

## **The Policies**

T1: Reducing the general need to travel and encouraging the use of more sustainable modes of transport.

T2: Reducing and directing traffic within the National Park

T3: Design of transport infrastructure

T4: Managing the demand for Freight Transport

T5: Managing the demand for rail, and reuse of former railway routes

T6: Routes for walking, cycling and horse riding, and waterways

T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks.

### **Reducing the general need to travel and encouraging sustainable transport.**

15.18 Accessibility to, within and across the National Park requires travel and generates traffic. This in turn requires transport infrastructure which has to be managed for safe and effective use by road, public right of way, greenway, rail, water or air. Transport-related development must also be located and managed so that it reduces the need to travel, reduces carbon emissions<sup>142</sup> and, where possible, enhances the valued characteristics of the National Park<sup>143</sup>.

15.19 Policy T1 covers all modes of transport, reflecting the general intent of national and regional advice for development and traffic management. It aims to deter traffic beyond that which is necessary for the needs of local residents, businesses and visitors. Traffic can harm the valued characteristics of the National Park through noise and other emissions, disturbance and visual intrusion such as car parks. Where possible, intrusive traffic will be resisted and a modal shift towards more accessible sustainable travel will be encouraged, especially for more sensitive locations. There should also be good connectivity with and between different modes of transport to help support rural communities and the rural economy.

#### **T1- Reducing the general need to travel and encouraging sustainable transport**

Conserving and enhancing the National Park's valued characteristics will be the primary criterion in the planning and design of transport systems, and the management of traffic, subject always to safety considerations. Unnecessary traffic will be deterred. A modal shift

<sup>142</sup> DfT (2008), Delivering a Sustainable Transport System,

<sup>143</sup> DoE (1976), Circular 4/76,

to more accessible sustainable transport with improved connectivity will be sought. Where possible, intrusive traffic will be resisted. However, access for the quiet enjoyment of the National Park will be promoted provided it is on the basis of sustainable travel and does not cause harm to the valued characteristics of the National Park.

### **Reducing and directing traffic within the National Park**

- 15.20 The National Park lies between and adjoins expanding conurbations to the east and west. The National Park Authority recognises that there is a demand to improve transport linkages<sup>144</sup> between these urban areas and to a lesser extent to National Park communities.
- 15.21 For road traffic, addressing known and induced demand through road building within the National Park would be difficult to achieve without harm to its valued characteristics. Consequently, government policies seek to route long distance road traffic around the National Park<sup>145</sup>. Nationally, it also aims to reduce the need to travel and to manage traffic growth, including road freight<sup>146</sup>. Additional road capacity will only be accepted as a last resort. Therefore other than in exceptional circumstances, the Authority will oppose transport developments that increase the amount of cross-Park road traffic. Exceptional circumstances, as defined in policy GSP1, may justify a new road scheme but only after the most rigorous examination. The National Park Authority considers that any exceptional circumstances would need to offer a clear net environmental benefit for the National Park and be in the public interest. It follows that transport developments outside the National Park will usually be opposed if they increase traffic on roads inside the National Park or have other adverse impacts on its setting and valued characteristics.
- 15.22 Consistent with these aims is the need to confine road building to that necessary to serve new business and housing developments. Otherwise it would merely fuel demand for improvements and additions to the road network. Therefore land for new road schemes contained within the existing Local Plan is not safeguarded. New roads that provide access to new business or residential development will normally be subject to a Transport Assessment. Environmental criteria will be used in the planning of the road including the management of traffic.
- 15.23 To minimise harm by essential road traffic, a hierarchy of roads will form a basis for spatial planning and any road improvements, traffic management schemes, and measures such as advisory route signing. Traffic will be guided first to the strategic road network and only to secondary and other roads as required, continuing the approach in the former Structure Plan. Partnership working is necessary to ensure that the hierarchy reflects not only expert knowledge on highway and traffic matters but also that of the National Park Authority on the character of the roads in terms of the natural features and recreational aspects of the Park<sup>147</sup>.
- 15.24 Sustainable transport patterns will direct most development to settlements which best meet a range of sustainable criteria. In doing so it improves accessibility and vitality in rural areas, and also helps to reduce journeys. Travel Plans are strongly endorsed nationally, 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<sup>148</sup>. New larger developments will be required and existing developments encouraged to develop and enforce Travel Plans to reduce traffic

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<sup>144</sup> GOEM (2009), East Midlands Regional Plan.

<sup>145</sup> ODPM (2004), Policy Planning Statement 7: Sustainable development in rural areas.

<sup>146</sup> DfT (2008), Delivering a Sustainable Transport System.

<sup>147</sup> DEFRA (March 2010), English National Parks and the Broads UK Government Vision and Circular 2010.

<sup>148</sup> DfT (2004), The Future of Transport: A Network for 2030.

movements and safeguard transport infrastructure, building on the former policy approach in the Structure Plan.

## **T2 Reducing and directing traffic**

- A. Transport developments, including traffic management schemes, which reduce the amount of cross-Park traffic, will be supported if they can be accommodated without adverse impact on the National Park's valued characteristics. Transport developments which increase the amount of cross-Park traffic or have other adverse effects on its setting and character, amenity and enjoyment will be opposed.
- B. In exceptional circumstances, transport developments that increase the amount of cross-Park traffic may be accepted where:
  - I. there is a clear long term net environmental benefit within the National Park; and
  - II. the public interest may be deemed to exceed any negative impact on the National Park.
- C. No new road schemes or significant improvements will be permitted unless they provide access to new business or housing development or there are exceptional circumstances.
- D. For spatial planning purposes, the road hierarchy will comprise:
  - 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.
- E. Road traffic which must enter or cross the National Park will be directed first towards the Strategic Road Network, and only to the other two levels of the hierarchy as required locally. The third level of the hierarchy will be only for light traffic.
- F. Sustainable transport patterns will be sought that complement the Development Strategy (DS1). Travel Plans will be used to encourage 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. Travel Plans to reduce traffic movements and safeguard transport infrastructure will be required on appropriate new developments and encouraged on existing developments.

### **Design of transport infrastructure**

- 15.25 Roads, and to a much lesser extent rail, provide the principle access points for people travelling through, in and around the National Park. Transport infrastructure is often an integral part of the historic landscape character and urban environment of settlements and peoples' enjoyment of them. It can affect biodiversity by being a barrier or conduit for wildlife.
- 15.26 A high standard of design is needed to ensure that the appearance and maintenance of transport infrastructure, including traffic management measures respects the valued characteristics of the National Park. Specifically, care must be taken to avoid or minimise the environmental impact of new transport infrastructure projects, or

improvements to existing infrastructure<sup>149</sup>. Transport should also aim to improve the quality of life and retain a healthy natural environment.

- 15.27 The Landscape Strategy and the Design Guide<sup>150</sup> give a design context for infrastructure projects and complement the Manual for Streets<sup>151</sup> for settlements. Streets should be places where people want to live and spend time, rather than being transport corridors. Nationally, high standards of urban design are expected in towns and villages with transport infrastructure contributing positively to the quality of the street scene. In a National Park nothing less is acceptable. The National Park Authority will consider bringing forward a Park-wide design code for to give further guidance on this issue, and support commitments to quickly remove unnecessary signage and clutter.
- 15.28 Conservation of wildlife routes is endorsed in the Biodiversity Action Plan<sup>152</sup>. In addition to any statutory obligations for wildlife conservation<sup>153</sup>, it is a reasonable expectation that where new infrastructure is provided wildlife corridors are protected. Where there is severance, it must be remedied by the use of appropriate and sympathetic mitigation measures including 'wild bridges' or cut-and-cover tunnels.

### **T3: Design of transport infrastructure**

- A. Transport infrastructure, including roads, bridges, lighting, signing, other street furniture and public transport infrastructure, will be carefully designed and maintained to take full account of the valued characteristics of the National Park,
- B. Particular attention will be given to using the minimum infrastructure necessary and also to make transport interchanges welcoming and safe.
- C. Mitigation measures will be provided where transport infrastructure severs wildlife routes.

### **Managing the demand for freight transport**

- 15.29 Successive Structure Plans<sup>154 155</sup> have sought to minimise the harmful impact of lorry traffic on the National Park and to encourage rail freight. In part this is because the road system, largely a product of 18<sup>th</sup> and 19<sup>th</sup> turnpikes, is not designed to carry large vehicles. Government guidance and studies seek better links with the North West with a modal shift away from road transport. Nonetheless, the Regional Transport Strategy<sup>156</sup> acknowledges that even with a significant modal shift there will be an increase in freight over the coming years. Consequently there is a need for active control and management to prevent further harm to the valued characteristics of the National Park, whilst having regard to the needs of local communities and the rural economy.
- 15.30 The sources of freight traffic are cross-park, service and locally-generated particularly minerals, and most is via road. Policies T1 and T2 address strategic routing around, across, and to destinations within the National Park. Recent rail improvements have led to a significant modal shift away from road at the Hope Valley cement works.

<sup>149</sup> ODPM (2001), Planning Policy Guidance 13: Transport.

<sup>150</sup> PDNPA (2007) Design Guide

<sup>151</sup> DfT (2007), Manual for Streets

<sup>152</sup> PDNPA (2000), Biodiversity Action Plan,

<sup>153</sup> OPSI (1991) Wildlife and Countryside Act

<sup>154</sup> PPJPB (1978), Structure Plan.

<sup>155</sup> PPJPB (1994) Structure Plan.

<sup>156</sup> GOEM (2009), East Midlands Regional Plan.

However there appears to be limited scope to achieve a modal shift for other freight without harm to the National Park.

- 15.31 There is not likely to be any significant change in service freight, because the National Park population is static and there is a presumption against large developments. Setting aside the route hierarchy there are remaining issues of location and routing of freight. The National Park is a convenient base for haulage operations, but they should be located elsewhere unless they service only National Park based industries. Similarly, developments requiring access by Large Goods Vehicles in excess of 7.5 tonnes Gross Laden Weight, including road haulage operating centres, should not be permitted unless they are readily accessible to the Strategic or Secondary Road Network. Weight restriction orders will be sought where it is necessary to influence the routing of Large Goods Vehicles to avoid negative environmental impacts.
- 15.32 Inland waterway freight facilities are supported nationally but are unlikely to be developed here because the only canal is in a tunnel. For the avoidance of doubt, any proposals should conserve and enhance the landscape and all valued characteristics of the National Park.

#### **T4: Managing the demand for Freight Transport**

- A. Freight facilities should be related to the needs of National Park-based businesses and should be located to avoid harm to the valued characteristics of the National Park or compromise routes which are subject to weight restriction orders.
- B. Infrastructure developments that enable the transfer of road freight, including minerals, to rail will be supported where appropriate.
- C. Developments requiring access by Large Goods Vehicles must be located on and or readily accessible to the Strategic Secondary Road Network.
- D. Weight restriction orders will be sought where necessary to influence the routing of Large Goods Vehicles to avoid negative environmental impacts.

#### **T5: Managing the demand for rail, and reuse of former railway routes**

- 15.33 Existing and former rail routes link the East Midlands to the North West. Evidence suggests a medium term need for improvements to the Hope Valley line<sup>157</sup>, and in the long term further improvements or re-opening of the Buxton-Matlock line<sup>158</sup>. The business case for the Matlock-Buxton route alone is long term. Re-opening the Woodhead railway is also cited as a long-term option, although its benefits would be reduced cross-Pennine road congestion, rather than the solving of rail network issues. It is appropriate to safeguard land for these purposes, although national policies presume against major transport developments within national parks other than in exceptional circumstances<sup>159</sup>. 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 need to demonstrate the ability to provide a net positive effect on the National Park environment.
- 15.34 Walking, cycling and horse riding are appropriate and important uses for former railway routes. Consequently if rail were reinstated, an alternative continuous route would be needed for any displaced recreational trail (see policy T7). The National Park Authority

<sup>157</sup> Network Rail (2009) Yorkshire and Humber Route Utilisation Strategy

<sup>158</sup> Scott Wilson (2004), Derby to Manchester Railway: Matlock to Buxton/Chinley Link Study Main Report.

<sup>159</sup> ODPM (2004), Policy Planning Statement 7: Sustainable development in rural areas.

believes that if the tunnels along the Monsal Trail are re-opened to give a continuous trail, recreational uses will not prevent future reinstatement to rail.

#### **T5: Managing the demand for rail, and reuse of former railway routes**

- A. Land, tunnels and bridges will be safeguarded for future rail use (including heavy rail, light rail and guided bus) for the following routes:
  - I. Enhancement of the Hope Valley line;
  - II. Re-instatement of the former Woodhead and Matlock – Buxton railways.
- B. Irrespective of the safeguarding of these routes, none are accepted in principle. All proposals will be assessed on their merits and will be subject of rigorous examination including the continuity of the Trans Pennine Trail and Monsal Trail as required by policy T7.

#### **Routes for walking, cycling and horse riding, and waterways**

- 15.35 In accordance with national and regional policies for modal shift and healthier living, developments should have cycle and footpath connections to existing rights of way and to settlements where services and transport interchanges are more likely to be found. Where a development proposal affects a right of way, every effort should be made to accommodate the route, or if this is not possible, to provide an equally good alternative.
- 15.36 Where appropriate, 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 would 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 detailed Development Management policies are developed. Other long distance routes will be safeguarded and given improved connectivity where appropriate.
- 15.37 Highway Authorities have a duty 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>160</sup>. The National Park Authority will work with partners to increase recreational use and enjoyment of public rights of way and improve their connectivity. It will promote 'Smarter Choices' and encourage highway authorities to give priority to sustainable modes of travel, including safer road margins between Trails and Rights of Way. This is a proactive approach that encourages use of modes of transport other than cars and could include the provision of bus priority measures, cycle lanes, quiet lanes or additional footpaths and bridleways which connect to transport interchanges beyond the National Park.
- 15.38 'Waterways for Tomorrow'<sup>161</sup> sets out the Government's policy for navigable inland waterways, which is to encourage people to make use of the inland waterways for leisure and recreation, tourism and sport. The Huddersfield narrow canal, despite being in a tunnel should be protected as a recreational route,. Any other waterway developments are unlikely, but would be assessed on their merits.

<sup>160</sup> HMSO (2000) Countryside and Rights of Way Act.

<sup>161</sup> DEFRA (2000), Waterways for Tomorrow.

## **T6: Routes for walking, cycling and horse riding, and waterways**

- A. The Rights of Way network will be safeguarded from development, and wherever appropriate enhanced to improve connectivity, accessibility and access to transport interchanges. This may include facilitating attractive safe pedestrian and cycle routes between new residential or industrial developments and the centre of settlements. 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.
- B. The Manifold, Tissington and High Peak Trails, and other long distance routes, will be protected from development that conflicts with their purpose. The continuity of the Trans Pennine Trail and the Monsal Trail will be retained, irrespective of any future rail use, by realignment if required.
- C. Wherever appropriate, disused railway lines will be used for walking, cycling and equestrian use until such time as a railway scheme is granted.
- D. The Huddersfield Narrow Canal will be protected as an inland waterway.

## **Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks**

- 15.39 Policy T1 amplifies national guidance on reducing the need to travel. However, travelling within the National Park by motor vehicle is a source of great enjoyment for many visitors. Unfortunately without restrictions on access, either on or off road, the cumulative impact of motor vehicles, especially the private car, would harm the very National Park qualities which visitors wish to experience.
- 15.40 Working in partnership, the National Park Authority intends to build on the success of the current traffic management schemes, and modify them to meet the demands of changing visitor travel patterns. This approach will inform future traffic management schemes in environmentally sensitive areas, where visitor travel patterns have a clear negative impact on the environment. Care will be required to avoid displacing impact to other sensitive areas and nearby settlements, or creating visitor use beyond environmental carrying capacity even where they use sustainable transport. We will seek to ensure income generated by these schemes will be reinvested to provide maintenance, additional facilities and alternative means of access<sup>162</sup>. All schemes must make the best use of the road network to improve road safety, environmental and traffic conditions, and to reduce conflicts between various user groups.
- 15.41 Chapter 8 on Recreation and Tourism covers the principles of such developments and also off-road use of public rights of way by motor vehicles and motor sports.
- 15.42 Managing the demand for parking can help to mitigate the more harmful impacts of motor vehicles whilst having regard to the needs of local communities and businesses. Successive local policies <sup>163</sup> <sup>164</sup> have kept operational parking and parking in housing developments to a minimum and restricted non-operational parking to discourage car use. This principle is retained and amplifies guidance on park and ride. The policy is consistent with regional parking policies, and other planning and transport measures, promoting sustainable transport choices and reducing reliance on the car for work and

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<sup>162</sup> ODMP (2001), Planning Policy Guidance 13: Transport.

<sup>163</sup> PPJPB (1994), Peak National Park Structure Plan,

<sup>164</sup> PDNPA (2001). Local Plan

other journeys. In order to manage demand, coach parking spaces should not be used by cars.

15.43 National Park residents' access to private cars is greater than the national average. This is a consequence of the area's rural character, limited public transport, attractiveness of the nearby conurbations for employment and services and relative affluence. The availability of parking is a key determinant of car use; therefore, operational and non-residential parking provision need only follow national standards. All must be fit for purpose taking into account the needs of rural vehicles and future requirements. The same applies to service vehicles and coaches. Additionally, there must be adequate service and parking provision at transport interchanges to attract potential users.

15.44 Where appropriate, a modal shift of visitors to coaches from cars is desirable. In particular, park and ride schemes will be encouraged to serve the main visitor areas if there is a net environmental improvement to the National Park. Working in cooperation with Transport Authorities and companies, the National Park Authority will ensure coach parking and drop off points are managed to ensure vehicles are neither intrusive in the landscape nor harm the amenity of settlements.

#### **T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks**

- A. Existing Traffic Management Schemes will be reviewed in partnership with the relevant highway authorities, to ensure that they accord with Policy T1, encouraging a modal shift away from motor vehicles. Within environmentally sensitive locations, additional traffic management schemes will be undertaken where there is a demonstrable need.
- B. Residential parking and operational parking for service and delivery vehicles will be the minimum required for operational purposes, taking into account environmental constraints and future requirements.
- C. Non-residential parking will be restricted in order to discourage car use, and will be managed to ensure that the location and nature of car and coach parking does not exceed environmental capacity. New non-operational parking will normally be matched by a reduction of related parking spaces elsewhere, and wherever possible it will be made available for public use.
- D. Park and ride schemes will be encouraged to the main visitor areas, where they can be accommodated without harm to the valued characteristics of the area and will provide a net environmental benefit to the National Park.

## **Appendix 1 – Schedule of Policies**

The Core Strategy replaces the Structure Plan and some Local Plan policies.

Where partial overlap remains between the Core Strategy and any saved Local Plan policies the Core Strategy will take precedence. Until such time as consultation has taken place on the future needs for the Development Management Policies DPD, these policies are also saved and listed below.

<b><u>Core Strategy Policy</u></b>	<b><u>Saved Local Plan policies with direct link</u></b>	<b><u>Replaced Local Plan policies</u></b>	<b><u>Existing unsaved Local Plan policies</u></b>
1. DS1: Development Strategy	LC3, LC13 , LC14, LC21, LC24, LC25, LH4, LU1, LU2, LU3, LU5, LU6	LC2	
2. GSP1: Securing National Park purposes	LC1	none	
3. GSP2: Achieving enhancement of the National Park.	none	none	
4. GSP3: Development Management principles	LC4, LH4, LH5, LH6		
5. GSP4: Securing Planning Benefit	none	none	
6. L1: Landscape character and valued characteristics	LC1, LC20, LC21		
7. L2: Sites of biodiversity or geo-diversity importance	LC17, LC18, LC19, LC20, LC21		
8. L3: Cultural Heritage assets of archaeological, architectural, artistic or historic significance	LC5, LC6, LC7, LC8, LC9, LC10, LC11, LC15, LC16		
9. RT1: Recreation, environmental education and interpretation	LR7	LR1	
10. RT2: Hotel, Bed and Breakfast and Self Catering Accommodation	LR6		

11. RT3: Caravans and Camping	LR5, LR3	LR4
12. CC1: Climate Change and Sustainable Building.	none	none
13. CC2: Low Carbon and renewable energy development	LU4, LC4	
14. CC3: Waste management	LW2,	LW3, LW4, LW5, LW6, LW7, LW8, LW9 LW1
15. CC4: Waste management - On-farm anaerobic digestion of agricultural manure and slurry	LC13, LC14, LW2,	LW3, LW4, LW5, LW6, LW7, LW8, LW9 LW1
16. CC5: Flood risk and water conservation	LC21 LC22	LC23
17. HC1: New dwellings	LH1, LH2, LH5, LH6	
18. HC2: New dwellings for workers in agriculture, forestry, or other rural enterprises	LH3	
19. HC3: Buying existing dwellings to add to the affordable housing stock	none	none
20. HC4: Gypsy, Traveller or Showman's sites		LH7
21. HC5: Provision and retention of community services and facilities	LS5, LB11	LR2, LS4,
22. HC6: Shops, professional services and related activities	LS1, LS2, LS3, LB9	LB10

23.	E1: Business development in towns and villages	LC13, LC14, LE2, LE3, LE4, LE5, LE6, LB6, LB7, LB8	LE1,	
24.	E2: Businesses in the countryside	LC13, LC14, LE2, LE3, LE4, LE6	LE1	
25.	MIN1: Minerals development	LM1, LM2, LM9	LM2, LM10	LM3, LM4, LM5, LM6
26.	MIN2: Fluorspar proposals	LM8	LM7	
27.	MIN3: Local small-scale building and roofing stone	none	none	
28.	MIN4: Mineral safeguarding	none	none	
29.	T1- Reducing the general need to travel and encouraging the use of more sustainable modes of transport.	LT5, LT7, LT8, LT23		
30.	T2: Reducing and directing traffic within the National Park	LT1, LT2, LT3, LT13	LT4	
31.	T3: Design of transport infrastructure	LT18, LT19, LT20, LT21, LT22,		
32.	T4: Managing the demand for freight transport	LT9		
33.	T5: Managing the demand for rail, and reuse of former railway routes	LT3, LT6		
34.	T6: Routes for walking, cycling, and horse riding, and waterways	LT17, LT20, LT21		
35.	T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks	LT10, LT11, LT12, LT13, LT14, LT15, LT16,		

## Proposals Map

The only major strategic policy change that affects the information shown on the Local Plan Proposals Map is the removal of Recreation Zones 1, 2 and 3 (relevant under replaced Local Plan policy LR1) Other information shown on the map, such as flood zones and Natural Zone, is still relevant although boundaries will be revised in a subsequent proposals map. This will be produced alongside a subsequent Development Management Policies DPD.

## Appendix 2 – Settlement Matrix

Town/ Village	Convenience food shop	Post Office	Primary school	Community Hall	Playground (PG) and playing field (PF)	Industrial units	Distance to GP (miles)	Reasonable road width & within 1 mile of A or B road	Good public Transport service	Public House	Post box	Church	Potential to develop without harm to valued characteristics of settlement and its landscape setting
Alstonefield	x	✓	x	✓	✓	x	3.2	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Ashford	✓	✓	✓	✓	✓	x	1.5	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Bakewell	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Some potential for housing schemes identified by site search with Town Council and Rural Housing Enabler late 2009 following need survey in Autumn 2009.
Bamford	✓	✓	✓	✓	✓	✓	2.2	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Baslow	✓	✓	✓	✓	✓	x	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Beeley	x	✓	x	✓	x	x	2.9	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Biggin	x	✓	✓	✓	✓	x	0.8	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Town/ Village	Convenience food shop	Post Office	Primary school	Community Hall	Playground (PG) and/or	Industrial units	Distance to GP (miles)	Reasonable road width &	Good public Transport	Public House	Post box	Church	Potential to develop without harm to valued

					playing field (PF)			within 1 mile of A or B road	service				characteristics of settlement and its landscape setting
Birchover	✓	x	x	✓	✓	x	0.9	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Bradwell	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Potential on site of old engineering works to meet need of Parish and adjoining Parishes for this plan period. Some limited potential beyond this.
Butterton	✓	✓	x	✓	✓	x	1.7	✓	x	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Calton	x	x	x	x	x	x	1.6	✓	x	✓	✓	✓	Very little potential other than very limited affordable housing.
Calver	✓	✓	✓	✓	✓	✓	1.6	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Castleton	✓	✓	✓	✓	✓	x	1.2	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Chelmorton	x	x	x		PG only	x	3	✓	x	✓	✓	✓	Limited potential to address affordable housing need as evidenced by site search on back of parish HNS in 2009.
<b>Town/Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement</b>

					(PF)			mile of A or B road						and its landscape setting
Curbar	x	x	✓	x	PG only	x	1.6	✓	x	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.	
Earl Sterndale	✓	✓	✓	x	✓	x	1.1	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.	
Edale (Grindsbrook)	x	x	✓	✓	✓	x	3.2	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.	
Edensor	✓	x	x	✓	x	x	1.2	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.	
Elton	✓	✓	x	x	✓	x	1.2	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.	
Eyam	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes	
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>	

								road					
Fenny Bentley	x	x	✓	x	✓	x	2.5	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Flagg	x	x	x	✓	x	x		x	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Flash	✓	✓	✓	✓	✓	x	3.7	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Foolow	x	x	x	✓	x	x	1.6	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Froggatt	x	x	x	✓	x	x	0.7	✓	x	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Great Hucklow	x	x	✓	x	PG only	x	1.6	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Great Longstone	✓	x	✓	✓	✓	✓	2.5	✓	✓	✓	✓	✓	Some capacity to meet its own affordable housing needs and those of adjoining parishes.
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>

Grindleford	✓	✓	✓	✓	✓	x	0	✓	✓	✓	✓	✓	Some potential to meet its own affordable housing needs and those of adjoining parishes
Grindon	x	x	x	✓	PG	x	2	✓	x	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Hartington	✓	✓	✓	✓	PG	x	0	✓	✓	✓	✓	✓	Some potential to meet its own affordable housing needs and those of adjoining parishes
Hathersage	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes..
Hayfield	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Some potential inside and outside the Park to address housing need.
High Bradfield	x	x	x	x	x	x	2.3	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Holme	x	x	✓	✓	✓	x	2.9	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>
Hope	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Potential identified for

													schemes to meet affordable housing need.
Kettles-hulme	x	x	✓	✓	PF	x	2.1	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Little Hayfield	x	x	x	x	x	x	0.8	✓	✓	x	✓	x	Little potential other than very limited affordable housing for parish and adjoining parishes.
Litton	✓	✓	✓	✓	x	x	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Longnor	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Low Bradfield	✓	✓	x	x	x	x	2.7	✓	✓	✓	✓	x	Little potential other than very limited affordable housing for parish and adjoining parishes.
Middleton by Youlgrave	x	x	x	✓	x	x	1.3	✓	✓	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>
Monyash	x	x	✓	✓	PG	x	3.9	✓	x	✓	✓	✓	Little potential other than very limited affordable

													housing for parish and adjoining parishes.
Over Haddon	x	x	x	✓	x	✓	1.4	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Parwich	x (other than in the pub)	x	✓	✓	✓	x	5	✓	x	✓ Incl. shop	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Peak Forest	✓	✓	✓	✓	✓	x	3.3	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Pilsley	✓	✓	✓	x	x	x	1.1	✓	✓	✓	✓	x	Little potential other than very limited affordable housing for parish and adjoining parishes
Rainow	x	x	x	x	x	x	1.9	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>
Rowlsey	✓	✓	✓	✓	✓	✓	2.2	✓	✓	✓ (out-side)	✓	✓	Little potential other than very limited affordable housing for parish and

										Park boundary)			adjoining parishes
Sheen	x	x	x	✓	x	x	1.1	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Stanton in Lees	x	x	✓	✓	PF	x	1.9	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Stoney Middleton	x	x	✓	✓	✓	✓	0.8	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Taddington	✓ (p/t in pub)	x	✓	✓	x	x	3	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Thorpe	x	x	x	✓	x	x	2.9	✓	✓	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
<b>Town/ Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>
Tideswell	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Some potential to address its own affordable housing need and those of surrounding parishes.

Tintwistle	✓	✓	✓	✓	✓	x	0	✓	✓	✓	✓	✓	Some potential to address its own affordable housing need and those of surrounding parishes.
Tissington	x	x	x	✓	PG	x	3.5	✓	✓	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Wardlow	x	x	x	✓	x	x	1.1	✓	✓	✓ (p/t at Wardlow mires)	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Warslow	x	x	✓	✓	x	✓	2.9	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes
Waterhouses	✓	✓	✓	✓	✓	✓	0	✓	✓	✓	✓	✓	Some potential to address affordable housing need inside and outside the boundary.
Wensley	✓	✓	✓	✓	x	x	1.2	✓	✓	x	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
<b>Town/Village</b>	<b>Convenience food shop</b>	<b>Post Office</b>	<b>Primary school</b>	<b>Community Hall</b>	<b>Playground (PG) and/or playing field (PF)</b>	<b>Industrial units</b>	<b>Distance to GP (miles)</b>	<b>Reasonable road width &amp; within 1 mile of A or B road</b>	<b>Good public Transport service</b>	<b>Public House</b>	<b>Post box</b>	<b>Church</b>	<b>Potential to develop without harm to valued characteristics of settlement and its landscape setting</b>
Wetton	x	x	x	✓	✓	x	3.2	✓	x	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes

Winster	✓	✓	✓	✓	✓	x	0	✓	✓	✓	✓	✓	Little potential other than very limited affordable housing for parish and adjoining parishes.
Youlgrave	✓	✓	✓	✓	✓	x	0	✓	✓	✓	✓	✓	Some evidence of potential to address affordable housing need.