

Peak District National Park Local Development Framework

Core Strategy Development Plan Document - Adopted October 2011



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 former Structure Plans. It is important for a document such as this to be forward looking, with policies to help us respond positively to the constant changes in society, to the economy and fundamentally to 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, because these 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 the Local Development Framework Core Strategy provides the spatial planning dimension. We are keen to develop a close relationship between these headline strategy documents to ensure that people living in the National Park or close by 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 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 from 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 them.
- 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 pressure for more roads becomes ever more demanding, but our determination to encourage sustainable forms of transport remains undiminished. Our policies reflect this.

- We remain committed to seeking a progressive reduction in the extraction of minerals within the National Park whilst balancing the relevant economic, social, community and environmental considerations that apply.

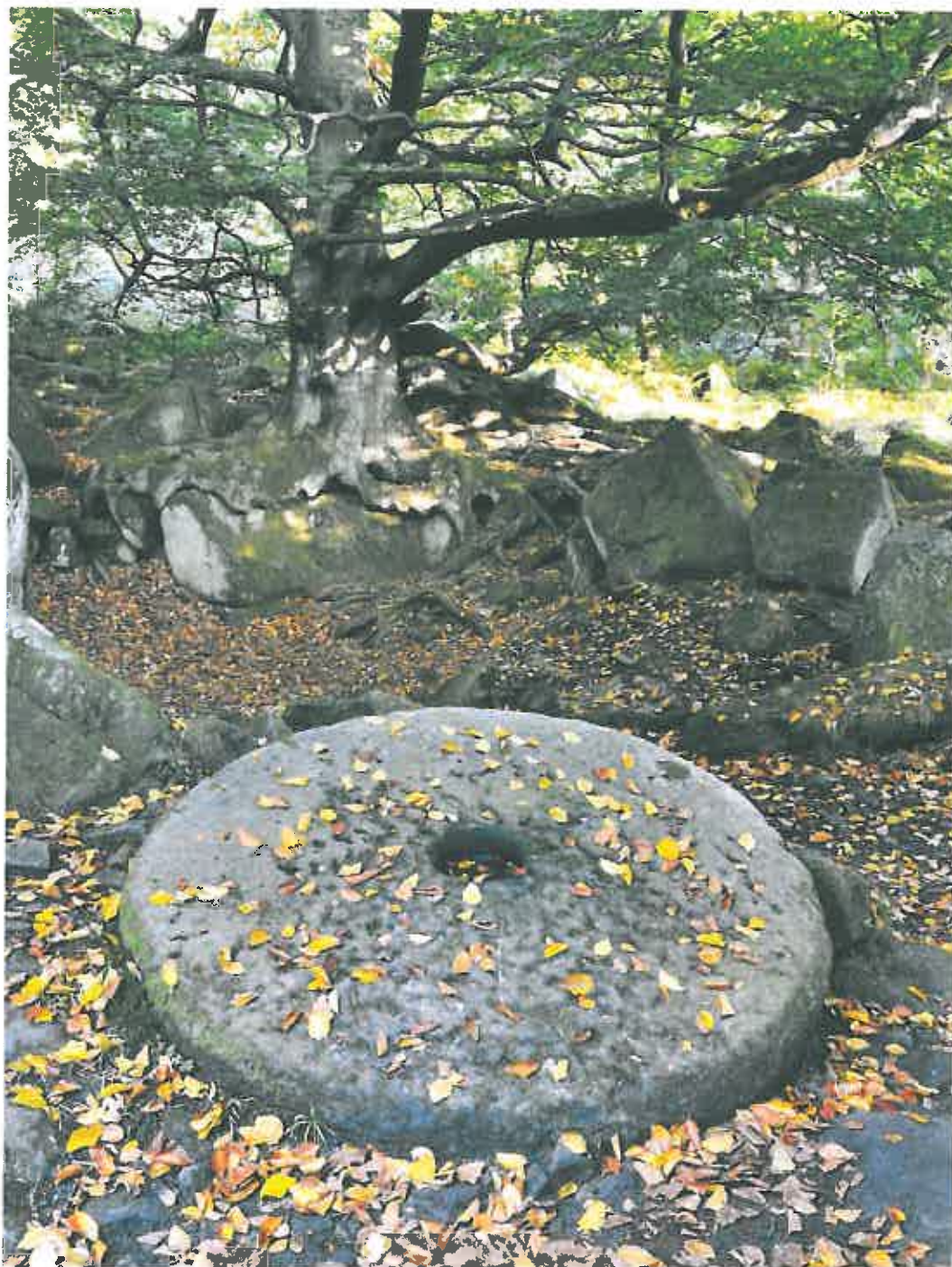
We hope that the principles set out in this plan will continue to provide a strong framework for decision making into the future with the added flexibility that the Local Development Framework offers to review policies and find effective solutions for the long term management and care for this living 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 delivery.

Tony Favell, Chair of the National Park Authority
October 2011

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1. Schedule of policies



1. Schedule of policies

GSP1: Securing national park purposes and sustainable development

GSP2: Enhancing the National Park

GSP3: Development management principles

GSP4: Planning conditions and legal agreements

DS1: Development strategy

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, environmental education and interpretation

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

RT3: Caravans and camping

CC1: Climate change mitigation and adaption

CC2: Low carbon and renewable energy development

CC3: Waste management

CC4: On-farm anaerobic digestion of agricultural manure and slurry

CC5: Flood risk and water conservation

HC1: New housing

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

HC3: Sites for gypsies, travellers or travelling showpeople

HC4: Provision and retention of community services and facilities

HC5: 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



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 that it is an interrelated plan to be read as a whole.

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 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 may be misleading and would lead to a longer, less readable document.

Spatial outcomes

- 2.4 This plan must be clear how policies will help achieve the vision and desired outcomes of National Park management as outlined in the National Park Management Plan (NPMP) 2006 - 2011¹. A spatial planning interpretation of these is set out in chapter 8: Spatial vision and outcomes. Each subsequent chapter then describes how policies will help achieve these agreed outcomes.

Different styles of spatial policy

- 2.5 Spatial policies have a wider scope than traditional matters of development management and can be used to guide activities, actions, and measures. In the National Park, spatial policies are a key mechanism for achieving a sustainable outcome whilst achieving the statutory purposes of national park designation. They 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. T1 Reducing the general need to travel and encouraging sustainable transport)
- 2.6 Policies are written as a single statement or as a set of lettered 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 outcomes 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 Peak District National Park Local Development Framework and the saved policies of the Peak District National Park Local Plan 2001 (Appendix 2: page 192). Policies need to be read in sequence. 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.

¹ PDNPA (2006) 2006-2011 National Park Management Plan

3. Introduction to the Core Strategy



3. Introduction to the Core Strategy

- 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. It is a diverse landscape that provides inspiration and enjoyment to residents and visitors alike.
- 3.2 The National Park's central location makes it extremely accessible and therefore very 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 However, it is also home to around 38,000 people. The spatial strategy must therefore address the eligible 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 desired spatial outcomes for the plan period up to 2026.
- 3.5 This Core Strategy sets out policy principles to achieve the statutory purposes as defined in the Environment Act 1995²: primary legislation underpinning national park designation. In pursuing these purposes the 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 characteristics³ that define the National Park.
- 3.6 The plan contains a spatial strategy, alongside policies to achieve the vision and desired outcomes. The policy principles will enable the Authority to manage new and growing development pressures associated with climate change and road traffic, and give the clarity needed to manage traditional industries such as farming and mineral extraction.

Vision and context

- 3.7 This Core Strategy is the principal document of the Local Development Framework (LDF), and provides the spatial planning expression of the National Park Management Plan (NPMP) 2006-2011 and its successors. The NPMP established a vision which the Core Strategy builds upon in the spatial vision and outcomes at Chapter 8. At the time of adoption of the Core Strategy the NPMP is being reviewed, taking account of the new influences on the overall vision. Further reviews will take place during the life of the Core Strategy. The revised Management Plan vision should be read in conjunction with this Core Strategy. The National Park Authority is confident that an enduring relationship between the LDF and the NPMP (and its successors) is a sound approach to maintaining a relevant spatial vision and strategy.
- 3.8 The spatial outcomes reflect national park purposes and duty and the National Park Management Plan (NPMP) 2006 – 2011 outcomes⁴. The NPMP outcomes themselves

² National Parks and Access to the Countryside Act (1949) Section 5 as amended by Section 61 of the 1995 Environment Act

³ As listed in paragraph 9.15 page 71

⁴ PNPNA (2006) 2006 – 2011 National Park Management Plan

reflect local priorities set out in Sustainable Community Strategies, so by aligning with these important documents, this Core Strategy will help deliver common priorities across the area.

- 3.9 The Core Strategy also carries forward the principle of partnership working and explains the role of partners and the mechanism needed to achieve the vision. It is the principal document to guide land use and development in the National Park. It will be used to guide development management 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 involve no 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, in order to pass it 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 eligible local need for affordable housing and the design of farm buildings.
- 3.12 These documents in combination will make up the Peak District LDF and when adopted will become the statutory Development Plan for the National Park⁵.
- 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; and
 - The Peak District Recreation Strategy;

The spatial planning context

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

International context

- 3.15 The 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 activities which may damage important landscapes. Some of the sites, known as Special Protection Areas (SPAs) for birds and Special Areas of

⁵ See paragraph 3.38 for reference to the East Midlands Regional Plan.

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)⁶ 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 1995 Environment Act⁷ 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 Section 62 of the Act⁸ also 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.
- 3.20 Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle¹⁷ will be applied and the conservation of the National Park will be given priority.
- 3.21 The Planning and Compulsory Purchase Act 2004⁹ introduced the requirement to prepare a Local Development Framework. It aims to create a more flexible and inclusive system focussed on a new style of outcome-based planning.
- 3.22 Under the Sustainable Communities Act 2007¹⁰, 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, legislation and guidance¹¹ 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 also 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 the most significant areas are the Derbyshire Dales, High Peak and Staffordshire Moorlands. These are highlighted on Figure 1 below.

⁶ Council of Europe (2000) European Landscape Convention

⁷ National Parks and Access to the Countryside Act (1949) Section 5 as amended by Section 61 of the 1995 Environment Act

⁸ National Parks and Access to the Countryside Act (1949) Section 11A as inserted by Section 62 of the Environment Act 1995

⁹ HMSO (2004) The Planning and Compulsory Purchase Act

¹⁰ DCLG (2007) Sustainable Communities Act

¹¹ OPSI (2008) Statutory Instrument No. 1371 The Town and Country Planning (Local Development) (England) (Amendment) Regulations, and DCLG (2008) PPS12: Local Spatial Planning

- 3.24 The Government has accepted that the National Park Management Plan is an appropriate document for the Authority in relation to the requirement set out in PPS12¹². However, the constituent areas of the National Park are each vital to defining its distinctive make-up, so the National Park Authority has liaised with each Local Strategic Partnership to determine the key spatial implications for each area. The implications of each Sustainable Community Strategy and the Authority's response are mapped and included in the Implementation and Monitoring Framework (Appendix 1).

Sustainability Appraisal

- 3.25 Under the Planning and Compulsory Purchase Act 2004, the Authority is required to undertake a Sustainability Appraisal (incorporating Strategic Environmental Assessment) of all Development Plan Documents as they are prepared in order to ensure that the Local Development Framework contributes to the principles of sustainable development. Such assessments were undertaken at all key stages of consultation, helping to influence the selection of options and confirming preferred approaches for the plan. A final Sustainability Report and a statement showing how sustainability considerations have informed the production of the document are available alongside the LDF.

Habitats Regulations Assessment

- 3.26 To meet the requirements of the Habitats Directive, an Appropriate Assessment under the Habitat Regulations Assessment¹³ (HRA) has been carried out. The HRA report was published alongside the Submission document.
- 3.27 The Environment Act 1995¹⁴ confirms 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. The conservation of wildlife and the cultural heritage are also part of national park purposes and are also important. 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 pursued whilst conserving the valued characteristics of the National Park.

Implementation and monitoring

- 3.28 To be effective a Local Development Framework (LDF) Core Strategy needs to show how the vision, objectives and strategy for this area will be delivered, and that the partners who are essential to its delivery have been engaged to **assess**:
- how much development is intended to happen **where**;
 - by whom, by what means and when it will be delivered, together with arrangements for managing this;
 - how the infrastructure needed to support the strategy will be provided, and as far as possible the costs, source of funding, who is responsible and any impact on phasing of development; and
 - monitoring and review of delivery and of the strategy itself.

¹² DCLG (2008) Planning Policy Statement 12: Creating strong safe and prosperous communities through Local Spatial Planning

¹³ EEC (1992) The Conservation of Natural Habitats and of Wild Fauna and Flora (Habitats Directive) (Directive 92/43/EEC)

¹⁴ National Parks and Access to the Countryside Act (1949) Section 5 as amended by Section 61 of the 1995 Environment Act

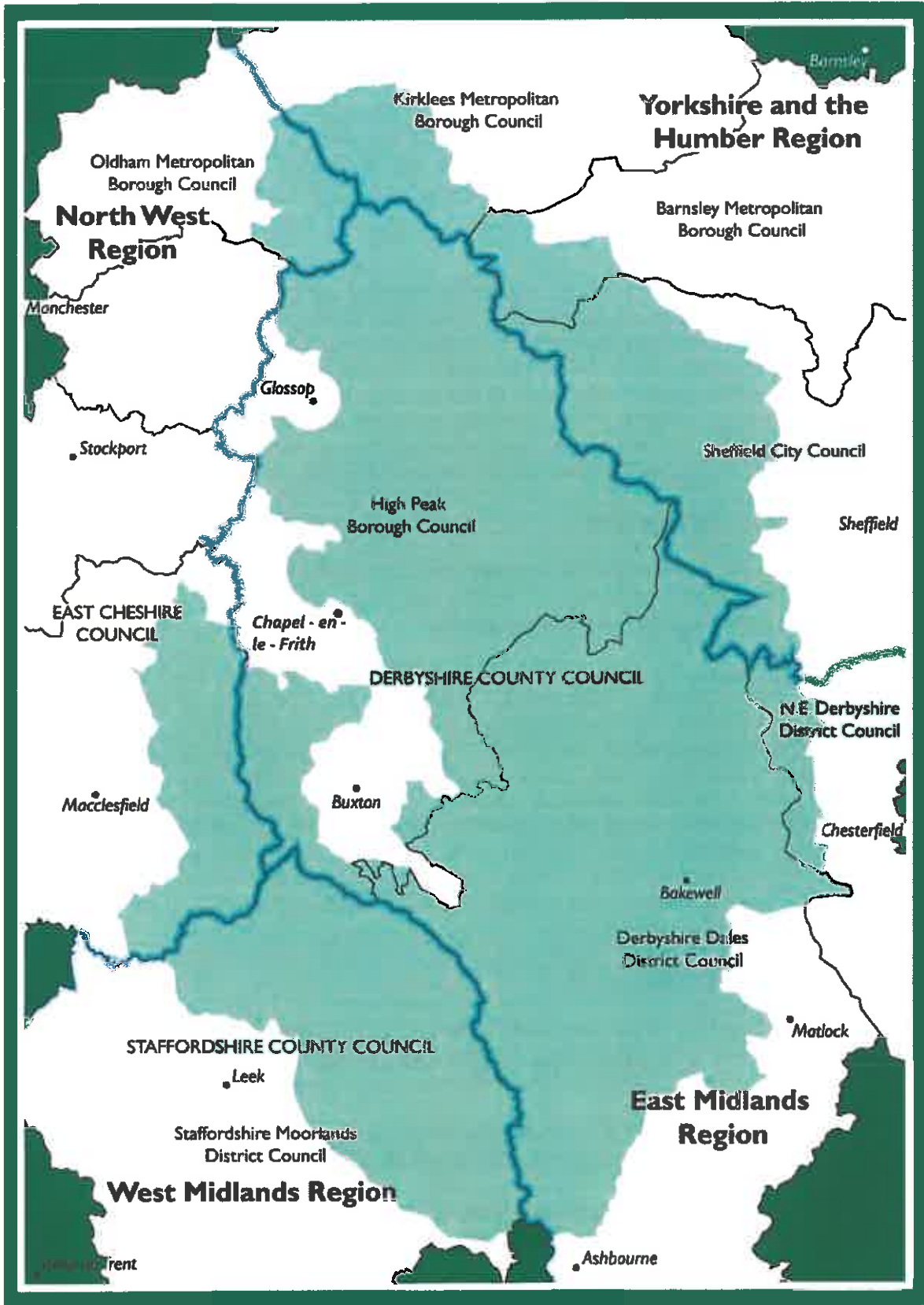


Figure 1: Constituent and neighbouring Authority areas and the regions

- 3.29 Given the mismatch in the timescales between the 15-20 year Core Strategy and the shorter (3 to 5 year) planning and budgeting processes of various agencies involved, there are inevitable uncertainties surrounding delivery. The monitoring processes outlined at Appendix 1 of this plan are therefore essential to trigger contingencies as necessary to help achieve the investment required, ensure best use of assets in the area, and prompt possible changes to policies.
- 3.30 Appendix 1 describes the National Park context for partnership working on delivery, monitoring and review. It summarises actions and outcomes for each Core Strategy policy, and the research and monitoring arrangements to ensure that the plan is effective.

Summary of the main cross-boundary issues

Setting of the National Park

- 3.31 The East Midlands Regional Plan policies 8 and 9 state that policies and programmes in and around the Peak Sub-area should help secure the conservation and enhancement of the Peak District National Park, respecting the statutory purposes of its designation. Care must be taken to ensure that all development respects and enhances the high quality environment of the area, including the setting of the National Park. Various areas of core policy add value to this context such as the inclusion in valued characteristics of flow of landscape character across and beyond the National Park boundary; providing a continuity of landscape and valued setting for the National Park.

Spatial strategy and relationship of settlements

- 3.32 The development strategy (DS1) for the Peak District National Park, and the spatial strategy overall, is strongly affected by the close proximity of this National Park to a large number of towns and cities offering an extensive range of jobs, services, retail and leisure opportunities. A key reason for not requiring a settlement hierarchy in the normal sense is borne out by the fact that National Park settlements exist at a level beneath most conventional hierarchies operating at the rural level within which allocations would not normally be made and offering scope only for exceptional development requiring a rural location, such as to meet local needs for affordable housing. The Authority considers its development strategy is consistent with the approach in neighbouring rural areas.

Recreation and tourism

- 3.33 The preamble to RT1 in this plan explains that 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. In the context of the highest status of protection for the National Park, policy 10 in the East Midlands Regional Plan requires authorities and others to encourage and promote tourism opportunities outside the National Park that could ease pressures on the National Park itself. Holiday park style development including static caravans, chalets and lodges can be better accommodated outside the National Park subject to landscape considerations affecting the setting of the area.

Renewable energy

- 3.34 The preamble to CC2 in this plan covering low carbon and renewable energy development describes the potential impact that such developments can have on the setting of the National Park. Text explains that the Authority will advocate consideration of less damaging alternatives to protect the National Park and its setting, particularly from larger schemes such as wind farms.

Housing

- 3.35 The context on housing policy provided by the East Midlands Regional Plan clarifies that delivery of dwellings in the National Park counts towards the housing targets set out for local authorities within the Peak, Dales and Park Housing Market Area. Partnership working consolidated through the LDF process by collaboration on evidence gathering and on joint preparation of a Local Investment Plan, is aiding delivery prospects.

Minerals

- 3.36 The proximity of vast levels of mineral resources on the edge of the National Park is a key reason in supporting the objective to seek a gradual reduction in the flow of minerals from the Park itself. Close on-going dialogue will be necessary between the Authority and Derbyshire County Council to consider and agree the best long term strategy for minerals in the context of these large shared resources.

Transport and communications

- 3.37 A range of transport related cross-boundary issues exist including:
- the high levels of motorised traffic in general in comparison with more sustainable modes of transport;
 - the high levels of cross-park traffic;
 - high demands for freight transport to, from and across the National Park;
 - the demand for improved rail connections to surrounding urban areas, and the use of former railway routes;
 - the provision of routes for more sustainable modes of transport including walking, cycling, horse riding and by inland waterway.

These issues are considered within core policies and the Authority feels these address cross-boundary accessibility, travel and traffic issues, so far as is possible within the scope of this document.

- 3.38 The National Park spans four regions as shown on Figure 1 above. The Core Strategy has been drawn up during a period in which a regional spatial strategy has been in place for the East Midlands. For land-use planning purposes the entire National Park falls within the East Midlands and while it remains in force the East Midlands Regional Plan (2009) is a formal part of the Development Plan. The Core Strategy contains policies that are not only consistent with national policy, but that were widely supported by the evidence, public examination and conclusions that accompanied the East Midlands Regional Plan, and are in general conformity with it. The Government has indicated its intent to abolish the regional planning process and revoke regional plans. In submitting this Core Strategy the National Park Authority has acted in a manner that is compatible with this, removing reliance on (and most references to) the East Midlands Regional Plan.

4. Spatial portrait for the Peak District National Park



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

- 4.1 This section describes 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, but the extent to which they impact on particular areas differs. This is illustrated on Figure 2 at the end of the chapter.
- 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 (the South West Peak). The challenges broadly fall into seven closely related themes:
- Landscapes and conservation
 - Recreation and tourism
 - Climate change and sustainable building
 - Homes, shops and community facilities
 - Supporting economic development
 - Minerals
 - Accessibility, travel and traffic
- 4.3 The spatial outcomes for these areas and the core policies to achieve them are set out in subsequent chapters.

Landscapes and conservation

- 4.4 The Dark Peak moorlands are characterised by larger land ownerships. This makes large scale land management more possible than in 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. It is also important to maintain a high level of protection for moorland areas of the Dark Peak and South West Peak landscapes. These areas 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 Zone¹⁵. It is valued by millions of visitors but remains extremely fragile and susceptible to damage. The challenge is to maximise both the value and significance of the natural resources, biodiversity and cultural heritage, and peoples' ability to access and enjoy the valued characteristics.
- 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. The scale of this 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.
- 4.6 The South West Peak is different again, with many small settlements and a few larger villages such as Longnor, Warslow and Waterhouses. An abundance of farms is interspersed with these settlements and the topography is a mixture of rugged moorlands and more gentle pasture.

¹⁵ For a more detailed description of these areas see paragraph 9.17 in the Landscapes and Conservation chapter

- 4.7 Ancient mineral workings add to the culture, heritage and biodiversity of the area, but the scars left by recent quarrying are less welcome. The challenge is to progressively reduce the negative impact of quarries on the landscape, surrounding communities, and visitors' enjoyment. Landowners, from the smallest farmer to the largest estate, need to sustain and grow their business in a difficult economic climate, but this leads to pressure for development that can sit uneasily in the landscape. The challenge is to find ways to enable landowners and managers to prosper in ways that conserve and enhance landscapes. 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 or visitors. The 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

- 4.8 Across the National Park, tourism remains a vital part of the local economy, supporting not only tourism businesses but also the services that residents value. However, whilst places like Chatsworth and Tissington depend on tourists, residents of other places such as Castleton and Hathersage find the impact of tourism difficult at peak times. Many people 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. There is a need to be sensitive to their needs whilst enabling the sustainable growth of tourism businesses.
- 4.9 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 National Park. 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, but the use of some routes by off-road 4x4s and trail bikes threatens other users' quiet enjoyment 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 National Park's valued characteristics. This is addressed through other strategies and plans, and where agreements cannot be reached, the Authority can 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.
- 4.10 The more gentle White Peak landscape and much of the South West Peak generally attract pursuits such as walking and cycling, but the extensive road network also lends itself to car and coach borne visitors moving between attractive villages and towns. The presence of many settlements means that the landscape, whilst still highly valued, is slightly less sensitive than the Dark Peak. The challenge here is to support the development of appropriate facilities in recognised visitor locations such as Bakewell, Castleton, the Hope Valley and Dovedale; and consolidate Bakewell's role as a tourist centre and 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 transport services to generate greater use by residents and visitors. The Authority needs 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.
- 4.11 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 whose line makes them attractive to high powered motorbikes. The resultant high accident rates and the pressure for solutions is an enduring challenge to this Authority and the Highways Authorities. This problem blights other users' enjoyment of the area

and has a negative impact on communities. However, the obvious solutions may create a problem in themselves if they involve signage and infrastructure that adversely affects landscape character. The challenge is to encourage solutions that make routes safer for all users without blighting the wider landscape.

Climate change and sustainable building

- 4.12 The Authority's challenge is to enable people and businesses 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. Close working with constituent local authorities is vital to protect the integrity of the National Park landscape and maintain its rural setting.
- 4.13 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 the part of the National Park 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 cover parts of 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.
- 4.14 For existing buildings the aim 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.
- 4.15 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 CO₂ 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, shops and community facilities

- 4.16 Most of the National Park's population of around 38,000 lives in the White Peak and Derwent and Hope Valleys, so the challenges inevitably manifest themselves more here than in 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.
- 4.17 The challenge is heightened by knowledge that development sites are scarce. This makes it harder to build housing to address community need whilst conserving and enhancing the National Park. The Authority believes however that there are other ways to provide homes for local people, such as buying houses as they become available on the open market, and permitting conversion of existing buildings to affordable rather than

open market homes. The challenge is to switch to these alternatives over time in order to address community needs and conserve and enhance the built environment.

- 4.18 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 not confined to a particular area. Nor is there a direct correlation between service loss and settlement size. The challenge Park-wide is to resist change of use where communities run the risk of losing services altogether.
- 4.19 The challenge of providing social care increases as the elderly population grows. Providing other services to a relatively small and widely scattered population is also difficult. There is a culture of good quality voluntary service provision including community transport which is valued in this area. However, the challenge is to encourage development in places that will make it easier for service providers rather than harder.
- 4.20 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 house prices 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 probably much higher, and there is a concern that this skews the population profile and has a negative impact on community life. The issue is complicated: ownership and maintenance of holiday homes can generate employment and income for local people, and provide accommodation for visitors to access and enjoy the National Park. Nonetheless the challenge remains to ensure continued community vibrancy.
- 4.21 In absolute terms the eligible need for affordable homes is less in the Dark Peak and South West Peak. In moorland fringe settlements around the Dark Peak, the eligible need for affordable homes is small and most communities have easy access to services and jobs in nearby towns and cities. 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.
- 4.22 Unlike areas that must manage an expectation for growth, the principle of this spatial strategy is to offer as much flexibility for the exceptional need to meet local housing needs and essential countryside needs, whilst protecting the valued characteristics of the area. In this context such needs are proportionate to population level. Therefore these challenges are addressed by effectively concentrating development in a range of better serviced settlements that have capacity for development. The most populated settlements tend to have the greatest need and the least populated settlements the least need. Following this logic, most of the settlements named in the policy are in the White Peak and Derwent Valley because this is where most of the population lives. The South West Peak and the Dark Peak are less populated, but a range of villages are still considered important in addressing the needs of communities in these areas. This approach both conserves and enhances the built environment and the countryside across the National Park, enables development in line with community needs, and is as close to the source of need as possible.

Supporting economic development

- 4.23 The area sustains high levels of employment and a relatively wealthy resident population. However structural problems still exist and there are differences across the National Park. For example, the South West Peak has 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. A few large employers remain but the National Park

has lost, or is in the process of losing some larger employers such as Dairy Crest from Hartington and Newburgh Engineering from Bradwell.

- 4.24 Levels of self employment and home working are relatively high across the National 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, and further reduce residents' need to commute to work. However, 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 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 poorest 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.
- 4.25 In the farming community, the level of farm payments 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 another is business growth in unsuitable buildings and countryside locations. The change in the economics of farming therefore has widespread implications for the environment as well as the local economy.
- 4.26 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 reflect 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 business enterprise and accommodate it 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 may sustain the valued natural environment and 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 individual and community enterprise, is the catalyst for business ideas and enthusiasm. However, the ideas 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, so the challenge is to accommodate business growth that enhances valued characteristics. The same challenges apply, but to a much lesser extent, in the Dark Peak and South West Peak.
- 4.27 Park-wide, the persistent problem of lower than average wages and an overdependence on seasonal work also throws up the need to diversify the economy. The problem is particularly evident 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

- 4.28 Quarries and quarrying operations impact heavily on the landscape particularly in the White Peak. Indeed, many villages such as Winster, Youlgrave, and Bradwell have their roots in the quarrying industry and it is undoubtedly a part of the area's history and

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, travel and traffic

- 4.29 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 of 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, most worryingly amongst those least able to afford regular use of a 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.
- 4.30 Commuting patterns generally are unlikely to worsen because the trend is towards higher levels of home working - in an area where levels are already above average.
- 4.31 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, A623, and 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 it is not generally good enough to discourage car use. Train travel is limited to the Hope Valley line, which is valued because it connects Hope Valley communities to Manchester and Sheffield and enables reduced commuting by car.
- 4.32 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 have lower populations and 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.
- 4.33 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 and Buxton; the A515 linking Ashbourne to Buxton; and the A619/A623 linking Chesterfield to Chapel. The high accident rates on some routes such as the A537 and the A515 lead to pressure for new road infrastructure. This is not welcomed by everybody 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 road safety in ways that conserve the valued characteristics of the landscapes through which routes pass.
- 4.34 In addition, excessive vehicle use still damages walls and buildings, whilst vehicle emissions degrade air quality and destroy the tranquillity valued by visitors. The challenge is to discourage traffic that has no essential need to be in the National Park and find ways to maximise the quality of the road and rail network for residents, visitors and National Park based businesses. Achieving this would not only enhance visitor enjoyment but improve the quality of the environment and its natural resources. This in

turn can help effect a positive change to conditions that would otherwise exacerbate climate change.

Spatial Portrait

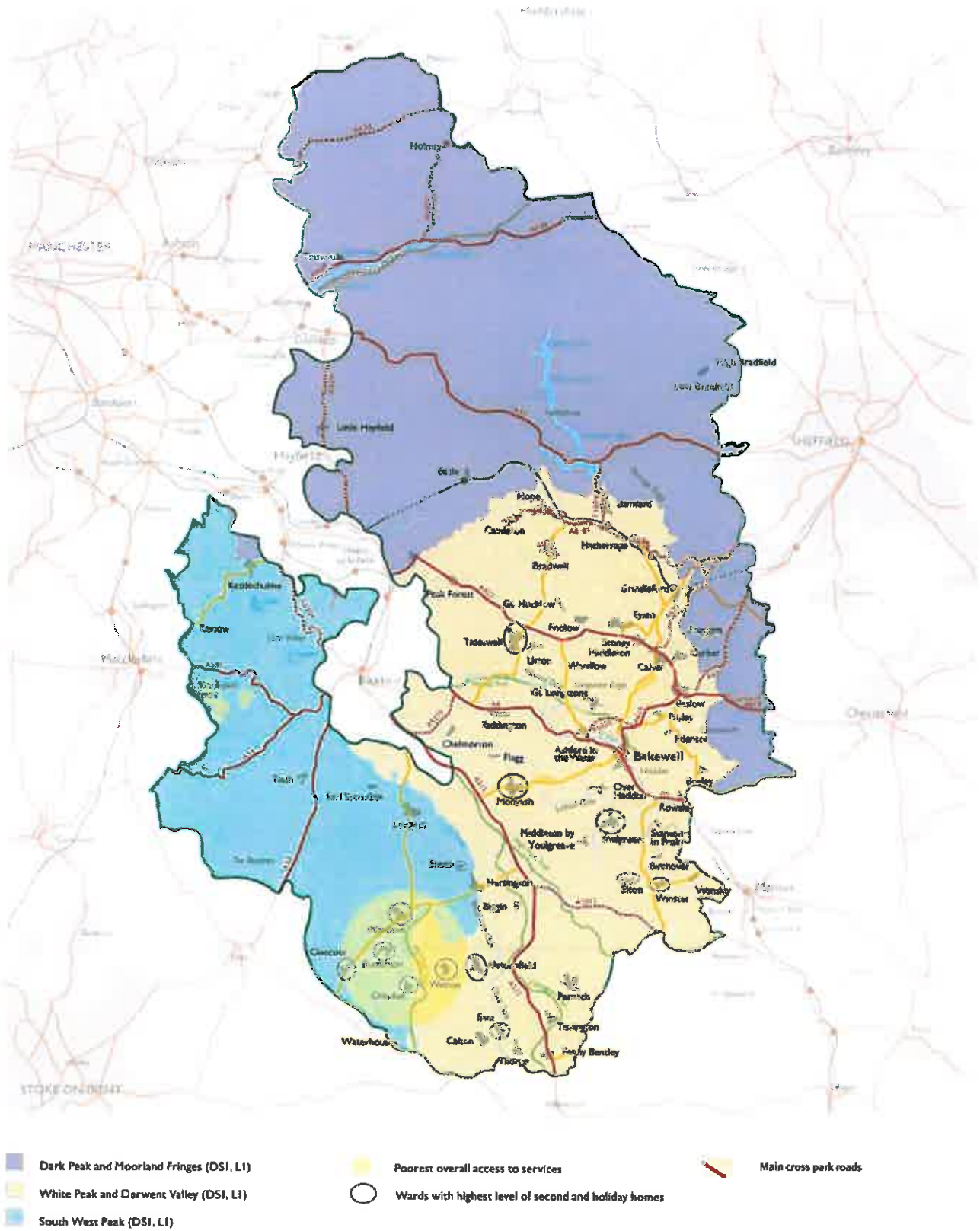


Figure 2: Spatial Portrait

5. Key diagram

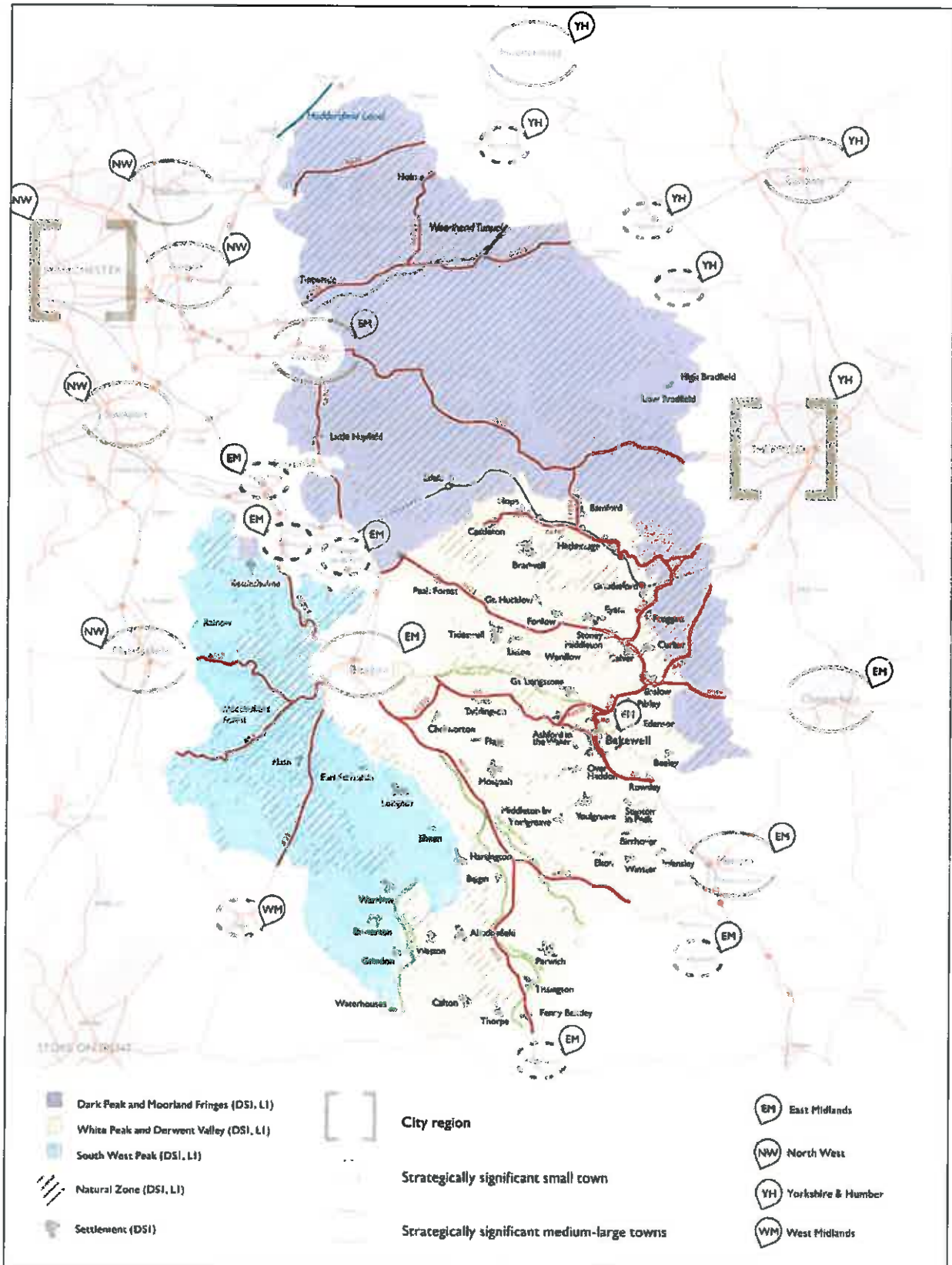


Figure 3: Key diagram

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7. General spatial policies

Introduction

- 7.1 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 seeks that any development proposal will comply with core policies so that any development in the National Park must satisfy the statutory purposes of national park designation. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle¹⁷ will be applied and the conservation of the National Park will be given priority. In pursuing these purposes, policy clarifies the principles for conserving and enhancing the special landscapes of the Peak District, its many historic settlements, assets of cultural heritage significance 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 (see paragraph 9.15). GSP1 also clarifies the position relating to major developments, emphasising the tests to be applied in such cases.
- 7.2 GSP2 places greater emphasis on enhancing the National Park's valued characteristics, by ensuring that first consideration is always given to solutions which do not harm 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.
- 7.3 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
- 7.4 These general policies and other signposted policies will deliver sustainable development. 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 policy context

- 7.5 The original English and Welsh National Park legislation¹⁸ brought protection for landscapes of natural beauty and the opportunities they offered for open-air recreation. Subsequent legislation¹⁹ 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.
- 7.6 A sustainable approach to development is based on national 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.
- 7.7 National policy statements regard the National Park as a major environmental asset, so there are no strategic allocations for employment or housing land and no housing targets. Development is small-scale in order to relate well to the landscapes within which it sits. 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.

¹⁷ HMSO (1974) The Sandford Report

¹⁸ HMSO (1949) National Parks and Access to the Countryside Act Section 5

¹⁹ HMSO (1995) Environment Act Section 61

- 7.8 Under the Planning and Compulsory Purchase Act 2004 sustainable development has become central to the planning system. The purpose of the mandatory Sustainability Appraisal (SA) is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of spatial planning documents. The SA of this Core Strategy shows that the strategy provides a clear basis for achieving sustainable development. The process also 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 eligible 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.
- 7.9 Major development in or adjacent to the boundary of national parks can have a significant impact on the qualities for which they were designated. Government planning policy towards national parks is that major development should not take place within a national park except in exceptional circumstances. This is set out in Planning Policy Statement 7: Sustainable Development in Rural Areas and restated in Minerals Policy Statement 1: Planning and Minerals. Applications for all major developments should be demonstrated to be in the public interest before being allowed to proceed. The criteria for the assessment of such applications are currently set out in paragraph 14 of Minerals Policy Statement 1 and paragraph 22 of Planning Policy Statement 7.
- 7.10 Proposals for major development within the National Park are determined by the National Park Authority except in cases where there is a national interest. Outside the National Park, in the determination of planning applications including those for major development, and in the preparation of policies and programmes that directly affect the National Park, all relevant bodies are required to have regard to national park purposes (Environment Act 1995). This legislative requirement is in order to secure the conservation and enhancement of the National Park which has the highest status of protection for landscape and natural beauty (PPS1 paragraph 17).
- 7.11 Circular 2/99²⁰ 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 regulations²¹ as 'sensitive areas'.²²
- 7.12 For proposals where there is national interest a Major Infrastructure Planning Unit (MIPU) will be established in the Planning Inspectorate. Ministers will take decisions on applications within a statutory time frame and provide a recommendation and report on development consent to the Secretary of State.
- 7.13 The requirements for assessment in paragraph 14 of Minerals Policy Statement 1 and paragraph 22 of Planning Policy Statement 7 apply to all proposals for major development whether inside or directly affecting national parks and include transport infrastructure proposals. The National Parks Vision and Circular in paragraph 31 explains 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

²⁰ This circular provides guidance on the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999

²¹ OPSI (1999) Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations

²² 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.

before being allowed to proceed. Until such time as the Planning Act 2008 is amended, the MIPU will have the functions set out in the Act, and in cases where there is a designated National Policy Statement (NPS), the NPS will form the basis for decision making. NPSs will now be subject to ratification by Parliament. If an application reaches decision stage and the relevant National Policy Statement has not been designated, the MIPU will make a recommendation to the Secretary of State, who will take the decision.

- 7.14 In delivering spatial strategies, national 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. This could include use of a range of mechanisms such as Section 106 agreements or a local tariff.

Contribution to spatial outcomes

- 7.15 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 – Enhancing the National Park
- GSP3 – Development management principles
- GSP4 – Planning conditions and legal agreements

Securing national park purposes and sustainable development

- 7.16 Policy GSP1 satisfies the requirements of European Union Directives, the Environment Act 1995, and national planning policies. It underpins the vision, outcomes and all other policies in this Core Strategy. It ensures that all decisions are determined in line with national park purposes and duty.
- 7.17 It is the intent of policy GSP1 to ensure that the National Park Authority will be satisfied that the scheme will conserve and enhance 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 conservation.
- 7.18 The purposes of national park designation were established in the National Parks and Access to the Countryside Act 1949, and amended by the Environment Act 1959, to:
- conserve and enhance the natural beauty, wildlife and cultural heritage (of the national parks); and
 - promote opportunities for the understanding and enjoyment of the special qualities (of the national parks) by the public.

In pursuing the statutory purposes, National Park Authorities have a duty to seek to foster the economic and social well-being of local communities. Within the National Park there are many different, and often conflicting, interests to manage. Protection of the landscape versus economic factors, viable local communities versus tourism – the challenges are endless. And it is widely acknowledged that the National Park is a living, man-made cultural landscape that has evolved over time and needs to continue evolving to sustain its future. The National Park Act makes clear that if national park purposes are in acute conflict, greater weight should be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the National Park. The Act also requires all relevant authorities and public bodies, such as District Councils and the utilities companies, to take national park purposes into account when they make decisions or carry out activities which might affect the National Park.

Authorities and public bodies must show they have fulfilled this duty. Where their activities outside National Parks might have an impact inside them, the Government says they should cooperate across national park boundaries.

- 7.19 Where there are conflicting desired outcomes in achieving national park purposes, 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. For example, the Authority needs 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.
- 7.20 The National Park Authority aims to support exemplary sustainable development. For the National Park, in many cases, the Authority will be justified in requiring developers to go that bit further in order to achieve sustainable development and conserve and enhance the National Park. This could 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.
- 7.21 Development should take account of the following policy considerations:
- Mitigating and adapting to climate change (chapters 7,8, 11 and 15);
 - Delivering high quality design respecting local distinctiveness (chapters 7, 8, 9 and 11);
 - Fostering access to services and facilities by locating development according to the objectives of the spatial strategy (chapters 8 and 15);
 - Encouraging social integration in an inclusive environment that considers people's diverse needs regardless of age, gender or disability (chapters 7, 8, 10, 12 and 15);
 - Encouraging good health, safety and well-being (chapters 7, 8 and 10);
 - Supporting appropriate economic development (chapters 8, 12 and 13);
 - Championing environmental quality (chapters 7, 8, 9 and 11);
 - Seeking development of an appropriate scale (all chapters);
 - Addressing the local needs of the National Park's communities (chapters 7, 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 must be read in combination.
- B. All development shall be consistent with the National Park's legal purposes and duty.
- C. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle will be applied and the conservation and enhancement of the National Park will be given priority.

- D. Where national park purposes can be secured, opportunities must be taken to contribute to the sustainable development of the area
- E. In securing national park purposes major development should not take place within the Peak District National Park other than in exceptional circumstances. Major development will only be permitted following rigorous consideration of the criteria in national policy.
- F. 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

- 7.22 To achieve enhancement of the National Park it is necessary to maintain an on going commitment to intensify as well as conserve the area's valued characteristics. The spatial portrait highlights the need for enhancement, to mitigate the deterioration of the landscape and other valued characteristics. Enhancement should always be related closely to purposes and valued characteristics. Other benefits of a socio-economic nature are dealt with in policies such as those for homes and communities or for the economy. From time to time, larger, more complex opportunities for enhancement arise and these may require a site brief that can bring together enhancement and socio-economic opportunities (policies GSP2 and E1 allow for this at E and D respectively).
- 7.23 The National Park Authority will require a proposal justified on the basis of enhancement to demonstrate that it represents an overall benefit to the natural beauty, and 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 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.
- 7.24 It is essential that the standard of design and landscape aspects of new development conserve and enhance the valued characteristics of the National Park. The Authority's specialist fields of knowledge in landscape, biodiversity and cultural heritage are underpinned by high quality guidance notes and appraisal documents. These will be used to ensure that new development can be achieved with subtlety and care in order to integrate successfully with the valued character and appearance of the area.
- 7.25 Furthermore, planning powers can provide an effective mechanism to realise other enhancements to the built and natural environment. Development decisions and other tools may allow opportunities to remove or treat undesirable features or buildings, but works must be undertaken in a sympathetic manner so as not to harm other valued characteristics which may exist on or surrounding a site.
- 7.26 In some cases whilst a development may by its nature create an undesirable impact on neighbouring properties, the use may still provide a valuable function to the community, e.g. an industrial or engineering use. In such cases it may be more desirable to find an alternative site, particularly where this can result in an overall enhancement to the valued characteristics of the area. Policy provides the flexibility to manage the movement of development to more appropriate locations, giving opportunities to enhance an area and achieve a better mix of uses to benefit a community.

GSP2: Enhancing the National Park

- A. Opportunities for enhancing the valued characteristics of the National Park will be identified and acted upon.
- B. Proposals intended to enhance 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 necessary for the treatment, removal or relocation of non-conforming uses to an acceptable site, 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

- 7.27 In order to achieve the sensitive management of new development it is necessary to establish both principles and finer criteria for judging impacts on valued characteristics. The Development Management Policies Development Plan Document will provide greater detail but 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 must respect, conserve and enhance all valued characteristics of the site and buildings that are subject to the development proposal. Particular attention will be paid to:

- A. impact on the character and setting of buildings
- B. scale of development appropriate to the character and appearance of the National Park
- C. siting, landscaping and building materials
- D. design in accordance with the National Park Authority Design Guide
- E. form and intensity of proposed use or activity
- F. impact on living conditions of communities
- G. impact on access and traffic levels
- H. use of sustainable modes of transport
- I. use of sustainable building techniques

- J. ground conditions including any land instability from former mining, quarrying or industrial uses
- K. adapting to and mitigating the impact of climate change, particularly in respect of carbon emissions, energy and water demand

Securing planning benefits

- 7.28 National policy recognises that some development may adversely affect some people, 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.
- 7.29 Planning consents commonly make use of conditions and legal agreements about specific matters related to development to provide a wider benefit. In the National Park it would be appropriate to include requirements that aid the implementation of national park purposes, for example 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. In pursuing national park purposes it would also be appropriate to use conditions/legal agreements to ensure sustainable development e.g. through design and/or measures to improve energy conservation or renewable energy generation.
- 7.30 In some instances it may be appropriate to agree benefit for off-site investment that is directly related to national park purposes (such as habitat, cultural heritage and landscape restoration or enhancement), or for specific local community needs (such as affordable housing or a new village hall). This is necessary where benefits are not best accommodated on the site and are most likely to be achievable in the occasional larger-scale scheme allowed in order to secure conservation and enhancement.
- 7.31 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 might best and most fairly be dealt with by reflecting any delivery 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 could be set out in a Charging Schedule drawn up by the National Park Authority. This could also describe how the Authority might exempt particular developments such as social housing.

GSP4: Planning conditions and legal agreements

- A. To aid the achievement of its spatial outcomes, the National Park Authority will consider the contribution that a development can make directly and/or to its setting, including, where consistent with government guidance, using planning conditions and planning obligations.
- B. The National Park Authority's use of broader mechanisms 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.

14. Minerals

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 policy context

- 14.2 To protect the National Park, overarching government policy in MPS1¹¹² and PPS7¹¹³ 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. The regional policy has sought for many years to constrain mineral development within the National Park, particularly aggregates extraction, by progressively reducing the proportion and amounts of aggregates and other land won minerals¹¹⁴. This Core Strategy now seeks to continue this policy legacy. 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. Minerals development will need to take account of the need to protect and enhance 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 Good Practice Guide¹¹⁵ set out the requirement for the National Park 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 restoration¹¹⁶. In addition, updated guidance is set out in the new National Park Circular 2010¹¹⁷ 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 The Core Strategy is focussed on working towards the continued gradual reduction of aggregates and other land-won minerals within the National Park; however the ability to achieve this policy aim is limited by the high level of extant permitted mineral reserves within the National Park. The Core Strategy seeks to implement this 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

¹¹² DCLG (2009) Minerals Policy Statement 1: Planning and Minerals: Paragraph 14 indicates that developments should be subject to the most rigorous examination, with demonstration that development is in the public interest before being allowed to proceed. An assessment for development should include: i) the need for the development, including in terms of national considerations of mineral supply and the impact of permitting it, or refusing it, upon the local economy; ii) the cost of, and scope for making available an alternative supply from outside the designated area, or meeting the need for it in some other way; iii) any detrimental effect on the environment, the landscape and recreational opportunities and the extent to which that could be moderated.

¹¹³ ODPM (2004) Planning Policy Statement 7: Sustainable Development in Rural Areas

¹¹⁴ This was recognised in the evidence base, examination and conclusions of the East Midlands Regional Plan

¹¹⁵ DCLG (2006) Minerals and Planning: Practice Guide

¹¹⁶ ODPM (1996) Minerals Planning Guidance 7: Reclamation of Mineral Workings

¹¹⁷ Defra (2010) English National Parks and the Broads: UK Government Vision and Circular

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 its scarcity in the UK.

Aggregates

- 14.5 There is extensive national policy on the provision of aggregate minerals. Much of this is set out in MPS1. The main requirements affecting the Peak District are in respect of:
- not permitting major mineral developments in national parks other than 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 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 retaining 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 National Park. This process is supported by Derbyshire County Council and the Regional Aggregates Working Party (RAWP), who are recognising this policy shift in the aggregates apportionment figures developed for the period 2005 to 2020. Although there will be redistribution of the location of workings over time, there does not appear to be any risk to overall regional or national supply.

Cement

- 14.7 There is considerable Government policy on the provision of cement-making materials set out in MPG10¹¹⁸, to which the Authority policy generally conforms. An overview on raw materials used in the cement industry has been provided by the British Geological Survey¹¹⁹.
- 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 National Park in Staffordshire a close second. Tarmac has concentrated its cement production at Tunstead, which again lies just outside the National Park boundary in Derbyshire. Meanwhile, many of the cement works listed in MPG10 have since closed, whilst not a single new site has been developed (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 by planning policy.
- 14.9 The Authority considers the major limestone and shale quarrying and cement making at Hope in principle to be fundamentally incompatible with national park purposes. The current approach to cement making at hope is to commit to assisting the owners to retain modern and efficient operations there until the current consents expire. The decision on future extraction and operation 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 these long-term decisions beyond the current

¹¹⁸ ODPM (1991) Minerals Planning Guidance 10: Provision of raw materials for the cement industry

¹¹⁹ British Geological Survey (2008) Mineral Planning Factsheet: Cement.

consents also 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 future strategic planning time horizons. The Authority is keen to deal with the future of Hope through the plan led system and considers that all interested parties can usefully develop their thought processes on this issue now in anticipation of subsequent reviews.

Industrial limestone

14.10 This is not specifically mentioned in national policy and is noted only in passing in the accompanying Good Practice Guide as one of a number of industrial minerals required in England in substantial quantities.

Fluorspar

14.11 There is no national policy specifically on fluorspar working. The general policies of national policy apply, requiring exceptional circumstances to justify major mineral working in the National Park. It has a policy on supply which has particular relevance to fluorspar. It aims to: *“source mineral supplies indigenously, to avoid exporting potential environmental damage, whilst recognising the primary role that market conditions play”*¹²⁰.

Building and roofing stone

14.12 There is considerable Government policy on planning for building and roofing stone, set out in MPS1 Annex 3. This particularly encourages the recognition of the special attributes of quarries for building and roofing stone in plan preparation and decisions on planning applications.

14.13 Regional policy indicated 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”*. This long-standing balance between competing factors is an issue this Core Strategy now seeks to balance.

Safeguarding

14.14 The national policy background to safeguarding minerals from sterilisation is set out in MPS1, which states that an objective of national minerals policy is *“to safeguard 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 LDDs¹²¹ to alert prospective applicants for non-minerals development to the existence of valuable mineral resources.

Restoration

14.15 An overview of national policy on restoration is provided in MPS1. 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. This may be achieved by sensitive design and appropriate and timely

¹²⁰ DCLG (2006) Minerals Policy Statement 1: Planning and Minerals

¹²¹ LDDs are Local Development Documents which can be separate documents but form part of the LDF

restoration. They must also consider the opportunities for developing new woodland areas and providing networks of habitats. More extensive policy on restoration and its practicalities is in MPG7¹²², which defines the scope of after-uses of surface mineral workings as including agriculture, forestry and amenity (including nature conservation).

Contribution to spatial outcomes

14.16 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.

14.17 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;
- Not 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 or nationally important buildings or structures outside the National Park;
- Encourage appropriate site restoration.

Across the Dark Peak and Moorland Fringe:

- No specific outcomes for this area.

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 outcomes for this area.

The policies

- MIN1 – Minerals development
- MIN2 – Fluorspar proposals
- MIN3 – Local small-scale building and roofing stone
- MIN4 – Mineral safeguarding

Minerals development

14.18 The overall minerals strategy for the National Park needs to reflect national policy. It also needs to reflect the potential flexibility required over the plan period to allow proposals where the relevant exceptional circumstances exist. The policy approach also needs to be flexible enough to allow positive environmental enhancement through exchanges of historical consents

¹²² ODPM (1996) Minerals Planning Guidance: Reclamation of Mineral Workings

which may be unacceptable in modern planning terms for alternatives at other more suitable locations. This should still encompass the 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 are Topley Pike, Birchover and New Pillhough quarries.

- 14.19 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 and reasonable alternatives are available elsewhere, the National Park can be protected from further mineral development of this nature.
- 14.20 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.
- 14.21 Proposals for fluorspar will be considered against policy MIN2. Policies do not allocate land for fluorspar or building stone, and further clarify that 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 MIN3.
- 14.22 Regional policy sets out an aggregates apportionment for the Peak District National Park of 66.9mt for the period 2001 to 2016. Following publication of new national and regional figures, the East Midlands Regional Aggregates Working Party (RAWP) have subsequently recommended that the National Park figure should be 65.0mt for the period 2005 to 2020 (16 years)
- 14.23 The National Park Authority will continue working with others to seek a further reduction in the apportionment figure suggested for the National Park at the relevant future review stages in the RAWP process or its successor processes. The Authority will also work with its neighbouring Authorities including Derbyshire to plan for the implementation of the regional policy aim to seek a progressive reduction in the level of aggregates coming from the Peak District National Park.
- 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) at 31 December 2008, sufficient for 20 years based on the current apportionment figure¹²³.
- 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. The reduction in apportionment to 3.2mt per annum is based on the loss of the known aggregates sites whose permissions are time limited and operationally expire during the plan period. 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. Consequently there is the capacity available within existing permissions for the National Park to satisfy the

¹²³ East Midlands Working Party on Aggregates (2009) Survey and Annual Monitoring Report for calendar year 2008

suggested RAWP apportionment requirement for the remainder of the current apportionment period from 2009 to 2020 if the market chooses.

- 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 increase supplies from Derbyshire instead (unless overall demand declines significantly). Derbyshire has very substantial permitted reserves, including at sites which straddle the National Park boundary (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.
- 14.27 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 1.4mt pa until around 2038, and shale reserves are sufficient to sustain output at recent rates until between 2018 and 2058 dependant on factors including sulphur content of the shale and the replacement with some or all shale with pulverised fuel ash (PFA) from coal fired power stations. PFA is currently taken to the site and used as an additive to the cement. Tunstead and Cauldon cement works in Derbyshire and Staffordshire respectively both have substantial permitted reserves.
- 14.28 There are significant permitted reserves in the National Park and nearby Derbyshire for limestone for industrial and chemical purposes. There is therefore no case for identifying additional sites for these purposes. Prospective applications for planning permission are not expected to be able to demonstrate that this approach to identifying sites is unjustified.
- 14.29 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 long-life permissions and very substantial permitted reserves considered to be well in excess of 250mt in Derbyshire alone.
- 14.30 The National Park Authority's policy on building and roofing stone is informed by competing environmental and economic considerations and the Authority will only support local small-scale proposals under policy MIN3. This policy approach is designed to only support sites that 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 will only be permitted where the exceptional circumstances set out in MPS1¹²⁴ are met.
- 14.31 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 for 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 Canyards Hill (Bradfield). All serve a variety of local and more remote markets. The range of sites reflects the range of gritstone varieties. 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.
- 14.32 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

¹²⁴ DCLG (2006) Mineral Policy Statement 1: Planning and Minerals

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.

- 14.33 The restoration of mineral workings is a significant opportunity to achieve National Park Authority outcomes for achieving amenity (nature conservation) after-use for the sites, enhancing landscape and biodiversity and providing recreational opportunities, as well as the objectives 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 outcomes of the Plan (either generally or for the constituent landscape character areas of the National Park). These outcomes 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

- 14.34 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 has the benefit of extant consent or resolutions to grant consent pending legal agreements to ensure their environmental acceptability. Following a long history of extraction, the National Park Authority considers that many of the major veins are depleted as sources of open pit fluorspar. This conclusion accords with that of the British Geological Survey (BGS) mineral resource report of 1999. However the 2010 BGS Factsheet¹²⁵ notes that such extraction had continued. If the fluorspar ore industry in England, and the fluorine industries which rely on it, are to survive, there must be a transition to predominantly underground working. The current main fluorspar operator has already discussed with the Authority its intention to progressively increase the proportion of fluorspar sourced from underground reserves.
- 14.35 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. The underground fluorspar resource contained in the vein structures of these two underground mines is to be safeguarded under policy MIN4.
- 14.36 Opencast mining of fluorspar ore will in future be resisted unless the exceptional circumstances tests set out in MPS1 can be demonstrated (see footnote to policy MIN1 for the

¹²⁵ British Geological Survey (2010) Mineral Planning Factsheet: Fluorspar

detail of the exceptional circumstances criteria). 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 comply with all the 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.

- 14.37 The Authority acknowledges that major proposals for underground fluorspar ore mining may be able to demonstrate some of the 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. The importance of the fluorochemical industry may well be considered sufficiently exceptional to continue to supply fluorspar ore, as a departure from the overall strategy to run down the supply of minerals from the National Park, provided that individual schemes can be developed underground.
- 14.38 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. The Authority doubts that the quantity of fluorspar required by the fluorochemical industry can be obtained from opencast workings in the National Park 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
- D. Not permit proposals for the opencast mining of fluorspar ore.

Local small-scale building and roofing stone

- 14.39 A shortage has been identified in the availability of sandstone roofing slates and to a lesser extent certain types of local building stone¹²⁶. 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

¹²⁶ ODPM (2006) Planning for the supply of natural building and roofing stone in England and Wales, TSO

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. Policy MIN4 sets out a commitment to look at the potential and options for safeguarding building and roofing stone resources for local conservation purposes.

- 14.40 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 gives 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. However, matching currently available materials to those used in older buildings is a challenge because of the larger number of quarries and the variety of stone types originally used. In 1996 the National Park Authority commissioned a major research project into the potential to re-establish the roofing slate industry, the results of which remain the most comprehensive analysis of known sources of these sandstones¹²⁷.
- 14.41 A further national project on 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 years¹²⁸.
- 14.42 The most scarce natural building stone 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. In exceptional circumstances there may be a need to supply small-scale building and roofing stone to conserve nationally important buildings and structures outside of the national park in line with Annexe 3 of MSP1. In such circumstances where that need cannot be met from elsewhere the Authority will consider whether consent may be granted as an exception to policy MIN3 if the material planning considerations outweigh the policy. This conservation need outside of the Park should not however be the sole reason for seeking to justify new proposals.
- 14.43 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 deter interest in demolishing structures that 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. they meet a demonstrable need within the National Park, which cannot be satisfied from existing permissions inside or outside the National Park; and
 - II. they will be confined to local use only on buildings and structures within the National Park; and

¹²⁷ PPJPB, English Heritage and Derbyshire County Council (1996) The grey slates of the South Pennines

¹²⁸ Website www.englishstone.org.uk/documents/SSS.pdf

- 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

- 14.44 The National Park Authority takes a mineral-by-mineral approach to safeguarding. The principle of safeguarding is a long-term planning policy which embeds a sustainable approach whilst preventing the unnecessary sterilisation of irreplaceable mineral resources. However, it can be difficult to implement where knowledge of the resource base is incomplete, as is the case with building and roofing stone in the Peak District. For this reason, appropriate evidence will be obtained and this issue will be considered in the forthcoming Development Management Policies Development Plan Document (DPD). Safeguarding may also be of limited value in areas like the National Park because little surface development is anticipated that would sterilise minerals and therefore the long term risk to the availability of mineral resources is not great. 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 (Figure 9) have been defined in accordance with the guidance set out in the BGS Guide to Mineral Safeguarding¹²⁹, and using the information contained in the BGS map 'The Mineral Resource Map for the Peak District National Park'¹³⁰ and BGS Fact Sheets, and also follow national policy in relation to safeguarding railheads.
- 14.45 In recognition of its strategic economic importance the Carboniferous Limestone resource, including the high purity limestone, will be safeguarded (but not implying that mineral working will be environmentally acceptable). 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. 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. The limited remaining coal deposits 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 are consequently not included in this policy.
- 14.46 Existing railheads within the National Park for the distribution of minerals and mineral products will also be safeguarded. These are present 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 within the Derbyshire County Council area, at Tunstead, Doveholes and Hillhead respectively.

¹²⁹ British Geological Survey (2007) A Guide to Mineral Safeguarding in England

¹³⁰ British Geological Survey & DoE (1994) Mineral Resource Map for the Peak District National Park 1994

**LOCAL DEVELOPMENT SCHEME
FOURTH REVISION**

July 2013 – July 2016

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Peak District National Park Authority

Member of the English National Park Authorities Association (ENPAA)

Aldern House
Baslow Road
Bakewell
Derbyshire
DE45 1AE

Tel: (01629) 816 200

Text: (01629) 816 319

Fax: (01629) 816 310

E-mail: aldern@peakdistrict.gov.uk

Website: www.peakdistrict.gov.uk

This and other Local Development Plan documents can be made available in large copy print, audio cassette, Braille or languages other than English. If you require the document in one of these formats please contact: Brian Taylor, Policy Planning Manager, Peak District National Park at the address above, Tel: 01629 816303, or email brian.taylor@peakdistrict.gov.uk.

Appendix 1:**Adopted Core Strategy 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.

Core Strategy Policy	Saved Local Plan policies with direct link	Saved Local Plan policies to be replaced by the Core Strategy	Existing unsaved Local Plan policies
GSP1: Securing national park purposes and sustainable development	LC1	none	none
GSP2: Enhancing the National Park	none	none	none
GSP3: Development management principles	LC4, LH4, LH5, LH6	none	none
GSP4: Planning conditions and legal agreements	none	none	none
DS1: Development strategy	LC3, LC13, LC14, LC21, LC24, LC25, LH4, LU1, LU2, LU3, LU5, LU6, LB1, LB2	LC2	none
L1: Landscape character and valued characteristics	LC1, LC20, LC21	none	none
L2: Sites of biodiversity or geo-diversity importance	LC17, LC18, LC19, LC20, LC21	none	none
L3: Cultural heritage assets of archaeological, architectural, artistic or historic significance	LC5, LC6, LC7, LC8, LC9, LC10, LC11, LC15, LC16	none	none
RT1: Recreation, environmental education and interpretation	LR7	LR1	none

RT2: Hotels, bed and breakfast and self-catering accommodation	LR6	none	none
RT3: Caravans and camping	LR5, LR3	LR4	none
CC1: Climate change mitigation and adaptation	none	none	none
CC2: Low carbon and renewable energy development	LU4, LC4	none	none
CC3: Waste management	LW2,	LW3, LW4, LW5, LW6, LW7, LW8, LW9	LW1
CC4: On-farm anaerobic digestion of agricultural manure and slurry	LC13, LC14, LW2,	LW3, LW4, LW5, LW6, LW7, LW8, LW9	LW1
CC5: Flood risk and water conservation	LC21 LC22	LC23	none
HC1: New dwellings	LH1, LH2, LH5, LH6	none	none
HC2: housing for key workers in agriculture, forestry, or other rural enterprises	LH3, LC12	none	none
HC3: Sites for gypsies, travellers or travelling showpeople	none	LH7	none
HC4: Provision and retention of community services and facilities	LS5, LB11	LR2, LS4,	none
HC5: Shops, professional services and related activities	LS1, LS2, LS3, LB9	LB10	none
E1: Business development in towns and villages	LC13, LC14, LE2, LE3, LE4, LE5, LE6, LB6, LB7, LB8	LE1,	none
E2: Businesses in the countryside	LC13, LC14, LE2, LE3, LE4, LE6	LE1	none

MIN1: Minerals development	LM1, LM9	LM2, LM10	LM3, LM4, LM5, LM6
MIN2: Fluorspar proposals	LM8	LM7	none
MIN3: Local small-scale building and roofing stone	none	none	none
MIN4: Mineral safeguarding	none	none	none
T1: Reducing the general need to travel and encouraging sustainable transport	LT5, LT7, LT8, LT23, LB3, LB5	none	none
T2: Reducing and directing traffic	LT1, LT2, LT3, LT13	LT4	none
T3: Design of transport infrastructure	LT18, LT19, LT20, LT21, LT22, LB3	none	none
T4: Managing the demand for freight transport	LT9	none	none
T5: Managing the demand for rail, and reuse of former railway routes	LT3, LT6	none	none
T6: Routes for walking, cycling, and horse riding, and waterways	LT17, LT20, LT21	none	none
T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks	LT10, LT11, LT12, LT13, LT14, LT15, LT16, LB4	none	none

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.

