

Peak Park Joint Planning Board

PEAK NATIONAL PARK STRUCTURE PLAN

Proposed Replacement

Deposit Edition

June 1992

**Aldern House
Baslow Road
Bakewell
Derbyshire
DE45 1AE**


PEAK NATIONAL PARK
Caring for a living landscape

A REPLACEMENT STRUCTURE PLAN FOR THE PEAK DISTRICT NATIONAL PARK

FOREWORD FROM THE BOARD'S CHAIRMAN

In 1991 we consulted the public and interested organisations on a draft replacement Structure Plan for the Peak District National Park. This work is summarised in the Statement of Publicity and Consultation. The Board is pleased with the level of the response - thank you. All responses are available as background papers, together with a record of our action in response to them.

This document is the Board's replacement Structure Plan, to be placed 'on deposit' in the Summer of 1992. When adopted by the Board it will be the fourth edition of our main strategic plan, prepared during the fortieth anniversary year of the Planning Board. It sets out policies for controlling the use and development of land in the National Park for the next 15 years. It will set a framework for a Local Plan for the Park and will guide many of the Board's day to day decisions.

The Plan is written during a time of change. In January 1992 Government published its statement of policies following the review of National Park Policies, published as "Fit for the Future". The East Midlands Regional Forum has adopted its Strategy for the region. (The Secretary of State for the Environment hopes to publish regional planning guidance by the end of 1992.) The Peak District is witness to many local changes, for example in house prices, farm incomes and traffic flows.

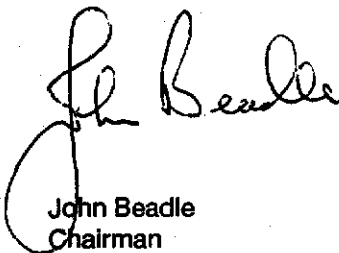
In counterpoint to these changes, there is also stability and continuity. Government policy for the protection of the Park in the national interest is basically unchanged but has strengthened since 1949. The Peak is the only British National Park to hold the Diploma of the Council of Europe, a distinction it has held, with regular renewals, since 1966.

This is your last chance to tell the Board, as planning authority for this National Park, what you think its planning policies should be.

The Board will consider your views, and hopes to adopt and publish a final plan after the 6 weeks deposit period. If there are significant representations, there may be a public examination of the Plan before its final adoption later in the year or in 1993.

So please make use of this second chance to influence future policy, whether you support our proposals or disagree. If you disagree, suggest an alternative wording and say why.

This deposit copy will also be sent to the Secretary of State for the Environment, who has reserve powers to change policies.



John Beadle
Chairman
Peak Park Joint Planning Board

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4 HOUSING, SHOPS & COMMUNITY SERVICES

Introduction

4.1 This chapter reviews the 1979 Structure Plan policies on housing, shops, community services and community viability. The key elements of Structure Plan policy on these matters were:

- (a) The restriction of housing development to the settlements of the Park, except for dwellings needed for agriculture or forestry (8.25).
- (b) A fundamental guiding principle that the impact of the form, scale and siting of any proposal on the character of the settlement is always to be considered (10.20 and 10.59 apply this principle specifically to housing development).
- (c) Provision for 820 dwellings over the period 1976-91, allocated between 6 sub-areas and Bakewell (10.31 and 10.34).
- (d) In Bakewell, provision for housing and service development in line with the town's role as a service centre (10.34).
- (e) In the larger villages which act as minor 'service centres', provision for housing within the scale proposed for the sub-area in which the settlement is located and for appropriate service development (10.36).
- (f) In all other villages, development should be related to the essential needs of the villages themselves (10.38).
- (g) Sympathetic consideration would be given to proposals for community services (10.104).

The first two of these elements are covered in chapter 3 of this Plan.

4.2 Many of the problems noted in the 1979 Structure Plan remain. Most notably it is difficult for local people to afford housing in the Park. Many of the policies remain relevant. However, there have been several key changes:

- (a) New population projections indicate that little new development is needed to maintain a stable population.
- (b) The rate of house building has been almost double the level planned for in the 1979 Structure Plan. There is generally increasing pressure for new housing development and the conversion of redundant buildings. There is concern that suitable land is a severely limited resource. Land values rose dramatically during the Plan period.
- (c) Government policy has changed to allow policy exceptions to be made on the basis of localised need for housing. This policy has been adopted locally in the Board's Interim Housing Policy.

This chapter therefore comprehensively reviews and replaces existing policies.

Objective

4.3 In line with the Board's statutory duties and adopted objectives, the Structure Plan objective for housing, shops and services is:

To ensure an adequate supply of housing, shops and services to meet the needs of local residents, communities and businesses while conserving and enhancing the valued characteristics of the Park.

National Policy Context

- 4.4 The Sandford Report on National Park Policies concluded that it was not appropriate for National Parks to seek to meet general demands for housing from surrounding cities. "The National Parks were never envisaged to be, nor should they be seen as places suitable for commuter development". Circular 4/76, Government's policy response to the Sandford Report, sets out the primary considerations for national park authorities. It endorses the need for stricter development control policies in National Parks, specifically advocating strict control of housing development outside towns. 4/76 also states that National Park residents should have greater help with their housing difficulties. More recent statements of Government policy consistently re-affirm that Government remains committed to its policies for the conservation of National Parks. The 1992 Statement of Government policies for the National Parks, "Fit for the Future", PPG3 and PPG7 confirm the need to address local needs separately in national parks.

Regional Policy Context

- 4.5 For the purpose of Regional Planning Guidance, the Peak Park is being treated as lying within the East Midlands region. A Regional Strategy has been submitted to the Secretary of State (see 2.6). It includes a policy confirming the need for restraint within the National Park, while advocating affordable housing for local needs and diversification of the rural economy. The development potential of the Park is minuscule on the regional scale: the Park contains only about 1% of the East Midlands Region's housing stock and population. Surrounding local planning authorities are invited to make provision for any development 'diverted' from the National Park.

Housebuilding and Dwellings Permitted

- 4.6 Table 1 shows housebuilding and housing commitments for the 1979 Structure Plan period (1.1.77 to 31.3.91). By 31.3.91, some 1443 residential dwellings had been built, plus a further 114 were under construction and 479 had outstanding permissions. Although no land allocations have been made other than in Bakewell, housebuilding and commitments have exceeded planned provision by 76% (94% if holiday accommodation is included). Only about 7% of dwellings permitted between 1.1.77 and 31.3.91 lapsed during that period. Many of these permissions have not yet reached their expiry date.
- 4.7 Residential housebuilding has exceeded planned provision in every 1979 Structure Plan sub-area, except Staffordshire Moorlands. The West Derbyshire Limestone Plateau sub-area has had the greatest amount of excess development. In other sub-areas, the percentage of excess development is roughly the same. Every sub-area in the Park has a large stock of existing commitments, i.e. dwellings under construction and permissions outstanding, equivalent to more than half of the planned provision for 1977-1991 (Table 2).

Table 1: Housebuilding and Commitments by Type 1st January 1977 to 31st March 1991

	Residential Dwellings	Holiday Accommodation ¹	Total
Built	1443	151	1594
Under Construction ²	114	25	139
Dwelling Permissions Outstanding ²	479	106	585

¹Holiday accommodation is the proposed use as declared on the application form.

²Both 'under construction' and 'dwelling permissions outstanding' count as commitments.

Table 2: Housebuilding and Commitments by Sub-Area, 1977 to 31st March 1991

S. Plan Sub-Area	S. Plan Provision	Completions	Under Const.	Dwellings with Permission Outstanding
Cheshire Moorlands	--	29 (22) ¹	11(11) ¹	14 (5) ¹
High Peak East	90	128 (112)	6 (4)	47 (46)
High Peak West	60	121 (112)	5 (3)	53 (41)
W.Derbys. North	240	396 (384)	20 (20)	105 (97)
W. Derbyshire				
Limestone Plateau	130	486 (442)	32 (23)	176(127)
W. Derbyshire				
Bakewell/Matlock	180	230 (216)	25 (25)	98 (89)
Staffs. Moorlands	120	171 (123)	23 (13)	81 (64)
Residual	--	34 (32)	17 (15)	11 (10)
Total	820	1594²(1443)	139(114)	585(479)

¹ Figures in parenthesis exclude dwelling permissions where holiday accommodation was the proposed use as declared on the application form.
² Error of 1 somewhere in figures - not significant since figures are not necessarily exact in any case.

- 4.8 Conversions consistently account for a large percentage of all dwellings permitted, about 43% over the 12 year period. There has been a striking increase in the number of permissions for holiday accommodation, from an average of 9 units permitted per year from 1978 to 1983, to an average of 37 from 1984 to 1989.

Land supply

- 4.9 The pool of outstanding planning permissions forms the current land supply (Table 1). The supply of further land is scarce and only available at the expense of developing on the few remaining sites within villages, or by expanding into the countryside.

Housing supply

- 4.10 Since 1979, the housing stock of the Park has grown by about 9% to around 16,000 dwellings. Despite this growth, the stock of housing available to meet continuing social needs, (i.e. housing affordable to people on or below average incomes, housing authority or housing association controlled housing) has declined. From Spring 1981 to Autumn 1989 the stock of controlled housing decreased from over 2,000 to about 1,600. The key reasons for this decrease have been the impact of the introduction of "Right-to-buy" for council tenants, financial restrictions on council spending on housing and the inability of housing associations to make up the gap. The main decline has been of family housing. For example, in the Derbyshire Dales District part of the Park, which contains the bulk of the Park's housing stock for social needs, the total stock of council dwellings decreased by about 500 (-30%) from April 1980 to April 1991, the stock of houses decreased by about 650 (more than a 50% loss).

Housing Demand

- 4.11 The Park continues to be under great pressure for development of residential and holiday accommodation. In a speech given on 13 December 1989, the Secretary of State for the Environment described the pressure on the National Parks as potentially infinite. A 1989 Gallup Poll found that, nationally, over 70% of the population would prefer to live in rural areas. No attempt has been made to quantify demand since it is thought to be insatiable for all practical purposes.

Housing requirement

- 4.12 The requirement for housing in an area is normally calculated by reference to population projections taking into account natural change, average household size and net migration, with allowances for vacancies, demolitions and any other relevant factors, e.g. demand for housing. Several different projections of future population levels and housing requirement have been made, using differing assumptions:
- Natural Change Only model (assumes no in-or out-migration).
 - 1981-88 Migration model (assumes that net migration will continue at the 1981-88 average level).
 - Four housing level models (which assume that the population level is led by housing supply and postulate four different levels of housebuilding).

Details can be found in the background paper on population and housing forecasts.¹

Population

- 4.13 Accurate figures for population change in the Park are not easily obtained. The Park boundary does not respect political or census boundaries and census figures are not entirely compatible with the mid-year estimates of the Office of Population Censuses and Surveys. The total population of the Park has not changed greatly over the 1979 Structure Plan period. Broadly, over this period, new dwellings accommodated enough people to match the reduction in average household size. From a level of about 37,500 in 1977, the population rose to over 38,000 in 1981 and declined back to about 37,500 by 1988, (1991 Census analysis to follow)¹.
- 4.14 The Natural Change Only model indicates the maximum scale of dwellings required to meet the housing needs and demands of the current residents of the Park. This model indicates population decline and a minimal and shrinking requirement for housing from 1991-2006.
- 4.15 The 1981-88 Migration model also indicates population decline and a minimal and shrinking requirement for housing after 1991. This is the method normally used as a basis for assessing housing requirement. It indicates that nearly all housebuilding in the period 1991-2006 will cater for increased net in-migration into the National Park.
- 4.16 There is, however, no particular reason to assume that the 1981 to 1988 net migration rate will continue nor any reason to make this an objective of this Plan. It can more safely be assumed that net migration will be directly related to housebuilding. Projections made on this assumption indicate that the building of about 950² dwellings in the period 1991-2006 would be sufficient to keep the population of the Park at its current level.

Vacant Dwellings and Demolitions

- 4.17 The 1981 Census found about 5.2% of the housing stock in the Park to be vacant. The above projections of housing requirement allow for a continuation of this percentage. There is no reason to believe that it will change significantly. It is anticipated that demolitions will not significantly affect the size of the housing stock.

Holiday Cottages and Second Homes

- 4.18 The 1981 Census found that about 2.6% of dwellings in the Park were holiday cottages or second homes. The results of a 1983 survey tended to confirm this. 1990/91 Community Charge data on second and holiday homes in the Staffordshire Moorlands, Cheshire and High Peak areas of the Park indicates a rise of about 50% since 1981 with much of the increase taking place in the parishes which had few or no such homes. Although this data covers only about 30% of the homes in the Park, it probably indicates the approximate scale of increase Park-wide since 1981. Thus it is likely that about 200 units (less than 4% of the total housing stock) is in use as second and holiday homes. The above projections of housing requirement allow for a slow continuation of this trend.

Footnotes:

¹Population projections are expected to change in 1992 which might lead to an increase in this figure.

²This figure rounded to 1,000 hereafter.

Housing Authority Waiting Lists and Surveys of Local Needs for Affordable Housing

- 4.19 Housing need, especially the local need for affordable housing, (i.e. local housing need which cannot be met through the normal operation of the housing market), is also shown by surveys of local housing need and district council housing waiting lists. Housing waiting lists in the Park have grown, but not dramatically, during the 1979 Structure Plan period. They show a consistent need for affordable housing.
- 4.20 Waiting lists are an incomplete guide to the overall need for social housing. Surveys of housing need are also a useful measure. Surveys have recently been carried out in more than 40 villages in the Park, with more in prospect. Unfortunately, there is no established way of determining what percentage of need indicated by a survey is genuine and survey formats have varied. However, take-up of completed houses is tending to show need on a scale of 4 to 6 new dwellings per village in smaller villages and up to 15 to 20 dwellings in the largest villages. A very rough estimate of the need indicated by surveys is: say an average of 8 dwellings in 40 to 50 villages, plus a stronger need in Bakewell, over the next 5 years, i.e. a need for perhaps 400 or 450 dwellings over the first 5 years of the replacement Structure Plan period. It is not possible to predict whether this rate will continue in the following 10 years. This estimate assumes that if and when further surveys are carried out, they will show similar results to those already completed. Resources are currently falling short of this need. It is not possible to give an annual or total prediction, but a figure of 1,000 was adopted for the East Midlands Regional Strategy, as a broad indication alongside county allocations.

Shops and Services

- 4.21 Despite the loss of 60% of village general foodstores between 1965 and 1990, the great majority of villages with populations over 250 had a general foodstore in 1990. The numbers of non-food stores remained fairly constant over the same period with many shops of all kinds switching to more tourist oriented goods. Among other services, the most notable recorded decline has been in numbers of schools. Post Offices are also increasingly threatened. No rural services are secure, although the number of village halls and other meeting places has risen thanks to the support of the Rural Community Councils and local effort. For more information on this topic, see the report: 'Village Services in the Peak National Park, (PPJPB 1989/90)'.

Issues

- 4.22 Consideration of development pressures and existing policy has led to a review of policy under the following issues:
1. Provision for housing
 2. Phasing housing development
 3. Conversion of existing buildings to residential use
 4. Affordable housing for local needs
 5. Defining local need
 6. The distribution of development
 7. Residential caravans and mobile homes
 8. Second homes, empty or derelict property
 9. Shops and community services

Issue 1: Provision for Housing

Policy Background

- 4.23 Government policy emphasises the importance of conserving the National Parks. National Park authorities, as local planning authorities, are also advised by PPG3 to ensure an adequate supply of residential land to cater for both need and demand. PPG3 states: "Development Plans should show how future requirements for new housing can best be met, having regard to other planning objectives, such as conservation Structure Plans should indicate in broad terms the scale of provision to be made for housing in the area ..."

- 4.24 PPG3 advises that planning authorities may grant exceptional permissions for developments which will serve local needs, but that such developments should not count towards the Structure Plan provision for general needs housing.
- 4.25 The 1979 Structure Plan provided for 820 dwellings in the period between 1977 and 1991 (Policy 10.31). This level of provision was arrived at as the sum of the provisions for each of the 8 sub-areas. Sub-area provisions were arrived at by examining the balance of: (1) need created by natural change, reducing occupancy rates, projected migration rates and vacancy rates against (2) the differing objectives for the sub-areas, i.e. limiting out-migration from all sub-areas and limiting in-migration to a greater or lesser extent in most sub-areas.

Reasoned Justification

- 4.26 The special circumstances of the Peak Park demand special treatment in the Structure Plan, for two reasons in particular:
- (a) Because the Plan will be for a National Park, special attention must be paid to the nationally agreed priorities for such areas.
 - (b) The Peak Park Structure Plan is unique among Structure Plans in that it deals only with a National Park. Other Structure Plans covering National Parks cover whole counties. Thus, in every other Structure Plan, those needs which could be difficult to accommodate in the National Park, can be catered for in the non-Park area of the Plan.
- 4.27 The Board's duty is to conserve and enhance the Park for future generations, not just for the next 10 to 15 years. Planned residential development of the Park must take into account not just the present balance of housing needs and the environment, but also the long term implications. Any housing policy for the Park should seek to integrate the 3 basic aims of conservation, recreation and socio-economic well-being. The Park is what it is only because of the management of its resources by the local communities. The social and economic fabric of the Park must therefore be maintained if the environmental fabric is to be conserved and enhanced.
- 4.28 The externally generated demand for housing in the Park is virtually insatiable. The National Park was not designated to be a high quality residential district, but for the benefit of the nation as a whole. Recent development rates if continued would pose a threat to the long term conservation of the Park. Therefore, there should be no obligation on the Park to meet any externally generated housing needs or demand where these are unrelated to local social or economic needs. The 1989 survey of public opinion both inside and outside the Park and the response to the draft Plan show a high level of support for a strong stance against housebuilding to meet other than local needs.
- 4.29 The Board must have regard to local social and economic needs and should therefore plan for *sufficient housing to meet these needs*. It is useful to briefly define the terms used in this Plan. Reference should also be made to PPG3 and the Board's Interim Housing Policy.

- "demand" = people wanting to live in the Park but who do not need to do so;
- "external demand" = ditto, from people living outside the Park who want rather than need to live in the Park
- "community need" = the desirability of sustaining communities and their services;
- "local need" = people with strong social or economic reasons to live in a particular place, especially those whose work maintains the Park (see 4.62);
- "social need" = unable to afford to rent or buy a house on the open market;
- "starter homes" = widely used to indicate small sized and/or cheap housing to provide for new/young households, but undefined and widely misused. (Not used in this Plan;)
- "affordable housing" = housing made affordable to any person in local and social need by means, for example of discounted or depressed land values and/or public capital grant and/or public income support. (Affordable housing should not be achieved by use of inferior design standards).

- 4.30 No matter what policies are adopted, housing will continue to be available on the open market to meet some demand, whether generated externally or internally. Only about 10% of the housing stock of the Park is in the control of housing authorities and housing associations or subject to an occupancy constraint. The great majority of the housing of the Park is privately owned and can change hands free of public control. There are also high levels of dwelling commitments which are outstanding (593 residential dwellings plus 132 holiday dwellings as of 31.3.91: see Table 1).
- 4.31 Very few of these commitments have any occupancy restrictions placed on them. Unless very large scale provision were to be contemplated, variations in the amount of new building for general demand are likely to have only a marginal effect on the housing market and the price of housing. However, the Board recognises that the effect of general demand on house prices will continue to make it difficult for many local people to meet their housing needs by buying on the open market.
- 4.32 There is no guarantee that dwellings provided on the open market will go to local people. In fact, the high price of housing cannot be afforded by many local people. Where local needs cannot be met on the open market, it is a legitimate planning consideration. These needs are strong in many areas throughout the Park. Special arrangements are necessary in order to meet them.
- 4.33 It is however in the interest of the Park and its communities that some people from outside the Park are housed in the Park. Part of this need is met by people with kinship, employment or other ties returning to the Park. Some in-migration may also be beneficial for the general viability of communities, including the continued provision of services.
- 4.34 While there is no evidence that building for general demand (on a scale which might be acceptable in a National Park) significantly supports the viability of communities, it is accepted that long-term population decline would undermine this viability.

Conclusion

- 4.35 In order to best achieve a balance of the various Board objectives, overall housebuilding should be planned at a level which will at least sustain the current population in the Park of about 38,000 people. This should help prevent any major decline in the viability of most communities, while having the least impact on the environment and making sensible use of the scarce supply of acceptable land for building. Long-term viability of communities can best be secured by enabling local people to obtain housing in their communities i.e. by the provision of housing to meet locally generated need. Policies which give preference to housing for local needs will broaden the range of housing opportunities
- 4.36 **The Board will aim to sustain the population of the Park at about its current level of 38,000.**
- 4.37 Based on the housing led population projections discussed above (4.16), it is estimated that the addition of around 1,000 dwellings over the period 1991-2006 by the construction of houses already approved and new approvals should enable the population level of the Park to be sustained.
- 4.38 The creation of around 1,000 new dwellings would allow for continued net migration into the Park. The building of affordable housing for local need should help to reduce out-migration and broaden the range of housing opportunities.
- 4.39 The 1,000 dwellings can be achieved through existing commitments and through those types of development which are necessary for the fulfilment of the Board's objectives and which accord with policies in this Plan. The following sub-paragraphs estimate the number of dwellings, which are likely to be created from each source. They are neither a target nor a limit.
- (a) Existing commitments = at least 550 dwellings on the open market.

As of 31.3.91 there were a total of 593 potential residential dwellings under construction or with planning permission. A continuation of the recent lapse rate of about 7% would result in about 550 dwellings being built as a result of these commitments. Even if the lapse rate doubled, about 510 dwellings would be built from commitments. Most of these have no occupancy restriction.

- (b) Affordable housing for local needs = at least 400 dwellings for social/local needs.

Over the period 1984 to 1990, approximately 300 dwellings were built in the Park by housing authorities and housing associations. A policy designed to promote the development of housing for local needs was adopted by the Board in December 1989 and policy HC3 in this plan continues the special consideration for such proposals. Even if the rate of development of housing for local needs fell to half this rate, around 350 to 400 such dwellings would be built over a 15 year period.

- (c) Conversions = about 200 dwellings.

Policy HC1(b) allows for the conversion of existing buildings to residential use without an occupancy restriction. About 430 dwellings have been created by conversion during the period 1.1.77 to 31.3.91 (575 including holiday accommodation). The clear trend has been for increasing numbers of dwellings by conversion to be permitted in recent years, but this is a limited resource: There is a limited number of non-residential buildings and conservation policies may reduce the numbers permitted in future. Houses in this category would normally be approved without an occupancy restriction.

- (d) Dwellings for agricultural and other countryside workers = about 50 dwellings.

Policy C6 allows for the development of dwellings specifically for agriculture, forestry and recreation workers. About 60 such dwellings have been built in the period 1.1.77 to 31.3.91.

- (e) Development which would enhance the Park = at least 50 dwellings.

Finally, there are developments which would clearly enhance the Park's built form or landscape. Where there are no overriding physical or policy objections and where the land or buildings are not required as open space or for other uses, these should normally be permitted. This category may include developments which are necessary to facilitate non-conforming uses, which cause disturbance in their existing location, or other relocation of existing uses necessary for the enhancement of the Park. One anticipated example is town centre redevelopment at Bakewell. Housing in this category would normally be approved without an occupancy restriction.

4.40 The number of new dwellings which will come forward under these categories cannot be predicted with accuracy. However, there is little doubt that sufficient development will take place to provide at least 1,200 dwellings without approving houses for general needs or demands. Thus the numerical requirement for new dwellings to maintain or slightly increase the 1981 population level will be met. There is therefore no need to allow further development of housing for general demand, outside the types specified in the following policy.

4.41 There is still a substantial stock of small houses in the Park, some of which are physically capable of extension to a size which would reduce their suitability for most local needs, especially affordable housing for small households. Where the availability of such houses is limited, large extensions (above say 50%) may be resisted.

4.42 Housing and Community Policy 1: Provision for Housing to Meet the Needs of the Park and its People.

HC1 Residential development will normally be permitted where it is compatible with all Development plan policies and falls within one of the following categories:

- (a) Development of affordable housing to meet local needs, (whether by new build, or conversion) in accordance with policies HC3 and HC4
- (b) Conversion of existing buildings in accordance with policies C2-C8
- (c) Dwellings necessary for the purposes of agriculture, or forestry in accordance with policy C6,

- (d) Development in settlements which is necessary for the relocation of non-conforming uses or which would enhance the valued characteristics of the Park
- (e) Extensions which do not detract from the character of the dwelling nor increase its size beyond a scale related to local needs.

Provision will not be made beyond these categories and land will not be allocated in the local plan for general housing demand or need.

Issue 2: Phasing Housing Development

- 4.43 It is essential that land on which development could be acceptable is used at a rational pace, both for the long term protection of the Park's environment and so that the future needs of the Park's communities can be met in the later years of the Plan and beyond. In the light of the continuing problem of the limited financial resources for affordable housing for local needs, it is also desirable that as many sites should be reserved for this use as possible. Policy HC1 specifically declines to set any numerical allocations or targets. In the Sneyd Properties planning appeal in Bakewell, the Inspector upheld a refusal which was based on development plan phasing policies. The purpose of policy HC2 is to enable the Board to discourage over-rapid development of a scarce resource and to assist the assimilation of new development in small communities, by refusing permission where recent and current development or permissions exceed 5% of stock.
- 4.44 Housing and Community Policy 2: Phasing Housing Development.
- HC2 Residential development will be phased so that the number of new dwellings in any single town or village does not normally exceed 5% growth per 5 year period.
- 4.45 Policy HC1 should result in a decreasing level of commitments for general demand housing while commitments for the other categories of housing detailed in the policy may rise or fall. The Structure Plan will need to be reviewed before the end of its period to ensure that sufficient commitments can be made to meet the need for housing in the years immediately beyond the Structure Plan period (2006 to 2010).
- 4.46 **The Board will monitor the extent, distribution and types of residential development and the availability and suitability of remaining permissions and suitable sites. Where problems are seen to arise, e.g. a shortfall or environmental damage, policy will be reviewed.**

Issue 3: Conversion of Existing Buildings to Residential Use

- 4.47 In accordance with policy HC1, there is no need to approve further conversion of existing buildings to meet general housing needs or demand. The only justification for conversion of buildings to residential use are therefore: (a) to conserve the building and the character of the Park and/or (b) exceptionally, to provide for special needs which cannot be met through the normal operation of the housing market.
- 4.48 Due to the high percentage of dwelling commitments which are conversions, and the potential impact of this type of development on the open countryside of the Park, it is important that conversions should be rigorously controlled. Some earlier conversions have not adequately preserved the buildings or respected the Park's character and landscape.
- 4.49 Existing buildings are often in locations where development of any kind is undesirable, and conversion often involves damage to the landscape and cannot adequately preserve the character of the buildings. Conversion often brings with it associated development, activities and general clutter which detract from the character of the Park, especially conversion of plain and simple isolated buildings in the open countryside.

- 4.50 Since conservation is the main aim of conversion, the building(s) should be important to the landscape and character of the Park and the conversion must conserve the contribution the building makes to the Park's character. The conversion of buildings of lesser importance could quickly add up to an unacceptable presence of new residential uses. Special care must be taken to ensure that conversion of existing buildings conserves their valued characteristics.
- 4.51 These criteria are likely to be costly to meet. This type of development may therefore not be suitable to meet local needs which cannot be satisfied on the housing market, - on grounds of cost, and also in many cases, because of location. Conversions of less important buildings in or adjacent to villages may however be acceptable, to meet a proven local need in accordance with policy HC4.

Conclusion

- 4.52 A separate policy dealing with the conversion of existing buildings to residential use is unnecessary. Conversions should be considered under HC1, which itself refers to the building conservation tests in C2-8.

Issue 4: Affordable Housing for Local Needs

Policy Background

- 4.53 Circulars 4/76 and PPG3 both point to the need to give special consideration for the housing needs of local residents. PPG3 enables the Board, as local planning authority, to grant planning permission exceptionally for affordable housing for local need.
- 4.54 The Board's Interim Housing Policy specifies that: "development may be approved within or on the edge of villages where housing will be affordable and will meet proven local need". Under this policy the Board has approved 54 houses (to January 1992) for local needs development by both individuals and agencies.

Reasoned Justification

- 4.55 There is not enough affordable housing to meet the need. The stock of housing for local needs has declined over the last decade despite building by District Councils and Housing Associations. A study of Council House Sales (Gee 1991) revealed fewer social changes amongst occupiers of former council houses than had been anticipated. But it confirms worst fears about access for new households to local housing. The houses can be resold onto a wide market and they can be used as holiday homes. In 2 villages in the Park (of 4 in the study), more than 80% of council housing stock has already been sold.
- 4.56 The limited experience to date has shown that the Interim Housing Policy for local needs housing development does not need radical amendment. All such development will continue to be tested against rigorous planning and environmental criteria.
- 4.57 Building new houses can be less costly than converting existing buildings, and building on green field sites can be less costly than on derelict land. Development on derelict land or using appropriate existing buildings can be environmentally friendly. Unless special grant aid is available, such 'recycling' of land and buildings will not normally be appropriate for affordable housing. Nonetheless, the Board will press for re-use of existing physical resources wherever practicable, and for the necessary special allowances in grant systems to make this possible.
- 4.58 Within the definition of the term "affordable", (see paragraph 4.29), the intention of this policy is to enable the development of housing to meet genuine local housing needs which cannot be met through the normal operation of the housing market. Any housing provided through the operation of this policy should be affordable by people who cannot compete in the housing market, i.e. those on low or moderate incomes. It is an important goal of this policy that any housing provided should remain available to meet these needs in perpetuity. It should therefore be of a type or size which is likely to remain affordable in the long term and its occupation should be restricted by planning obligation or condition, thus reducing its market value.

4.59 Housing and Community Policy 3: Affordable Housing for Local Needs

HC3 Exceptionally, new residential development or the conversion of existing buildings to residential use will be permitted provided that it is compatible with all Development Plan policies and

- (a) there is evidence of local need for affordable housing
- and (b) the site is in a town or village, or on the edge if no suitable internal site is available
- and (c) a satisfactory mechanism is put in place to restrict the occupancy of the housing in perpetuity to those with a local need
- and (d) the housing would be affordable by those on low or moderate incomes and is of a type and size which will remain affordable.

4.60 The Board will seek recognition of the need to make best use of existing buildings and derelict land for affordable housing, and for the extra money often needed for such development, which achieves two objectives at once.

Issue 5: Defining Local Need

4.61 DoE advice is not to deal with detailed development control issues in the Structure Plan (PPG 12 para 5.15). It would be premature to adopt the Interim Housing Policy's definition of local need for 15 years after such a short time in practice. However, no fundamental change is presently envisaged to the definition of local need in the Interim Housing Policy. The key points which are not covered by the Structure Plan are retained as interim policy to bridge the gap until the Park-wide Local Plan is in place.

4.62 The Board will rely upon the definition of local need in the interim housing policy until it has been replaced by or retained in the Local Plan.

Issue 6: The Distribution of Development

Policy Background

4.63 PPG3 states that: "Some villages have reached the limit of their natural growth, but in many other villages provision can be made for modest development without damage to the countryside. New housing can help to sustain smaller communities by helping to maintain local services, shops, pubs, schools and other features of community life." There is however no explicit Government advice about targeting development to service centres or key villages.

4.64 The 1979 Structure Plan divided provision for housing development between 8 sub-areas (Policy 10.31). It distinguished Bakewell (Policy 10.34) and 20 named service centres (Policy 10.36), where provision for housing development was made within the scale proposed for each sub-area, from the other villages. In the other villages the policy ensured that future development was related to the essential needs of each (Policy 10.38). The distinction was made on the basis of the size and perceived service function of the villages.

Reasoned Justification

4.65 Policy HC1 makes no provision for general housing needs or demands. Sub-area provision does not appear to have been successful in channelling development. Furthermore it is considered that population projections are not sufficiently accurate at sub-area level for the Structure Plan to consider the distribution of residential development at the level anticipated under HC1 throughout the Park in the manner in which this was attempted in the 1979 plan.

- 4.66 Excluding Bakewell, the named service settlements have had approximately two thirds of the housebuilding in the Park during the 1979 Structure Plan period, although they accounted for slightly less than half of the non-Bakewell population of the Park in the 1981 Census. It therefore appears that this policy has helped to channel development to the named villages. However, development in many of the named villages has neared, or in some cases possibly exceeded, its reasonable limit during the 1979 Structure Plan period. Nationwide, there is no evidence known to the Board that small scale housing development supports services in rural areas. The support of local services is therefore unlikely to be the primary reason for directing housing to a particular location.
- 4.67 Policy HC1 allows for housing development for five purposes. Four of these: conversions, agricultural workers' dwellings, development necessary to enhance the Park and extensions, cannot be targeted to sub-areas or certain settlements. Proposals for conversions and agricultural workers' dwellings will come forward where opportunity and need arise. Development necessary to enhance the Park is likely to be infill rather than large scale development which can be targeted.
- 4.68 Development of affordable housing to meet local needs is therefore the only type of development which might be targeted. As far as possible, local needs development should be accommodated in the parish in which it arises. This will involve the least measure of social upheaval and gives each of the Park's communities the best possible chance to retain its vitality. In some cases, for various reasons, it may not be possible to achieve development in the parish in which the need arises. There is a wide variation in the development capacity of villages throughout the Park. Some villages in the Park have reached their reasonable development capacity. It will sometimes not be possible to accommodate local needs housing development in the parish in which the need arises for environmental reasons. In these circumstances houses should be built in a nearby settlement with sufficient long term development capacity in respect of their built form, character and landscape setting, a principle accepted by PPG3.
- 4.69 In order to make the most efficient use of existing services, and to help ensure that residents have a reasonable access to services, any local housing needs which cannot be accommodated in the parish in which they arise, should be provided in villages which have existing service provision. This should also help to support existing local services.
- 4.70 **Housing and Community Policy 4: Distribution of Affordable Housing for Local Needs**
- HC4 **Development to meet local needs for affordable housing in accordance with policy HC3 will normally be accommodated in the parish in which the need arises. Where this is not feasible, such development will normally be provided in towns or villages which have**
- (a) been identified as having potential development capacity**
- and (b) a basic level of service provision.**
- 4.71 The Board will work together with the local housing authorities and associations to identify priorities for housing need in the Park. A basic level of service provision will be taken to mean reasonable access to most of the following: primary school, general shop, post office, General Practitioner surgery, regular bus service, adequate roads, mains water and mains sewerage capacity. The Park-wide Local Plan may identify the villages to which local needs development will be channelled, when it cannot be met in the parish in which it arises.

Issue 7: Residential Caravans and Mobile Homes

Policy Background

- 4.72 Circular 4/76 advises that no new residential caravans should be allowed in National Parks.
- 4.73 The 1979 Structure Plan policy (9.35) was that "There is a general presumption against the siting of caravans in the Park for use as permanent homes." There was no policy referring specifically to Gypsies. The Board has no statutory duties towards the provision of sites for Gypsies or travellers.

Reasoned Justification

- 4.74 Permanent residential caravans are strongly discouraged in the Park. Some permissions are given for the temporary use of caravans during the construction of permanent dwellings. There are no designated Gypsy sites in the Park. Some sites are used, informally, by Gypsies and travellers. Without this policy, it is probable that such units would proliferate, thus radically undermining conservation policies.
- 4.75 Mobile homes, residential caravans or other temporary structures are generally most unlikely to be acceptable in design terms. They are incompatible with the conservation and enhancement of the National Park. Temporary permissions may be justifiable during building works, conservation projects, the establishment of the viability of a new agricultural enterprise or other similar site-based project, but only where there is an imperative need and no overriding landscape objections. There is no established need for Gypsy sites in the Park and the provision of such sites is not a duty of the Board. The provision of Gypsy sites is open to the same objections as the siting of other caravans for use as permanent residences and the same policy should apply.

- 4.76 Housing and Community Policy 5: Residential Caravans and Mobile Homes

HC5 The siting of caravans, mobile homes or other non-permanent structures for use as permanent residential dwellings will not normally be permitted. Where permission is sought for the temporary siting of caravans for residential use essential to a site-based project and where the proposal would not be detrimental to the valued characteristics of the area, permission will be limited to one year. Appropriate colouring of the caravan will be required.

Issue 8: Second Homes, Empty or Derelict Property

Policy Background

- 4.77 There is no basis in planning law or Government policy for discrimination between primary and second residences. Likewise, there are no appropriate planning mechanisms to ensure that empty and derelict property is brought back into use.

Reasoned Justification

- 4.78 The 1989 survey of public opinion inside and outside the National Parks found that 79% of residents and 66% of external respondents favoured legislation to control the number of second homes and holiday lets in National Parks. Second homes under-use existing housing stock. Too many second homes in a settlement can detract from the social balance and vitality of the community. However, based on the information on second and holiday homes described in paragraph 4.8, it seems that this is a serious problem in few parishes, in comparison with areas such as the Lake District and Cornwall.

- 4.79 As with second homes, empty or derelict property is undesirable because it means that the housing stock of the Park is not being fully used. There is also an effect on the character of the Park. Although high property values, even for derelict properties, encourage the rehabilitation and full use of the housing stock, there is always a proportion of empty and derelict properties within the Park. The vacancy rate at the 1981 Census was just over 5%, high in comparison to the average for England of 4.2%. Most of this difference is accounted for by twice as high a percentage of housing being classified as 'Vacant: Under Improvement' in the Park as for England as a whole. Thus, the statistics seem to show that the Park's relatively old housing stock is being actively kept up for residential use. More recent evidence is not available yet.
- 4.80 It is recognised that policies cannot presently be adopted to discourage second homes or to encourage the refurbishment and use of empty property, and the redevelopment of derelict property, in towns and villages. However, both of these aims are important to securing the fullest possible use of the Park's housing stock, to enhance the environment and to maintain the viability of villages.
- 4.81 **The Board will continue to monitor the number of second and holiday homes in the Park. If the scale of the problem increases significantly, it will seek ways of discouraging the inappropriate use of the dwelling stock for second homes. The Board will also seek ways of encouraging the refurbishment and use of appropriate empty dwellings, and the re-use of derelict property in towns and villages to meet local needs for housing. Government is encouraged to review the case for distinguishing between permanent and holiday homes in primary legislation.**

Issue 9: Shops and Community Services

Policy Background

- 4.82 PPG6 advises that major commercial development should not normally be sited in National Parks. Government policy in 'Fit for the Future' (HMSO 1992) aims for a thriving countryside in which the needs of local communities are relevant.
- 4.83 The 1979 Structure Plan did not contain policies specific to shops. Policy 8.25 stated a general restriction of development outside settlements. Policies 10.34, 10.36 and 10.38 allowed for development in accordance with a hierarchy of settlement: firstly Bakewell (major service centre), secondly other service centres and thirdly other villages. Policy 10.104 stated that proposals for the development of community services in settlements will be given favourable consideration and that "where appropriate, the Board will positively encourage such development".

Reasoned Justification

- 4.84 A number of regional service centres such as Derby, Manchester, Sheffield and Stoke-on-Trent are within reach of Park settlements. Other important centres such as Ashbourne, Buxton, Glossop, Leek, Macclesfield, Matlock and Meltham ring the Park boundary. These towns and cities act as the major service centres for the Park. Within the Park, the main service centres are Bakewell and Tideswell, which cater for a small but vital central area of the Park.
- 4.85 Provision of many services in the Park is at or above the national average for similar sized settlements, despite the loss of services over time. The continued viability of many services is highly vulnerable, especially to changes in Government policy and the economic climate. Land use planning remains marginal in its effect. Community services are invaluable to local communities and also provide important services to visitors.
- 4.86 In Bakewell and some villages there is continuing demand for visitor-oriented shops. There is also pressure for development of retail outlets such as garden centres in the countryside. Where such outlets have been opened, they have sometimes become major visitor attractions in their own right. The scale and nature of their operation is such that they serve a larger catchment area than the National Park.

- 4.87 Retail development can range in scale from major new shopping centres to minor development such as alterations. It can have a major impact on the environment through factors such as scale, design, land use, traffic generation, parking, servicing, signposting and lighting. These aspects must be considered in connection with any application for development. The Park is already well served by outlying shopping facilities and shopping development should be limited to the scale of local needs. Planning control cannot, however, be used to ensure that shops are locally rather than tourist oriented.
- 4.88 In line with the conservation policies in this plan, proposals for development of shops or services outside of towns and villages should not normally be permitted, except where the proposal is a necessary part of a farm diversification programme and would not harm the landscape and character of the Park.
- 4.89 There has been some development of factory shops on industrial premises in the Park. The Board's approach has generally been to permit small scale factory shop outlets, where the on-site sales represent only a small proportion of total sales. Where the retail business becomes a significant part of the operation, then policies E4 and HC6 apply. No separate policy statement is necessary.
- 4.90 Improvements to existing retail and community services are often needed for the continued viability of the service. A proportion of sales of basic provisions and of tourist stock and provision of information to visitors can help viability. Modernisation and refurbishment of facilities must, however, be balanced against the need to conserve the traditional character and built form of the Park's settlements.
- 4.91 Residential or other uses will often command higher values than shop or service use. There is therefore a danger of major loss of shops and services due to change of use. The section of this chapter dealing with housing provision shows that there is no need for further permissions for residential development for general demand housing. Applications for change of use of retail or service premises should not normally be permitted unless the service is shown to be unviable in or not required by the local community. The services which should be protected by this policy are listed at paragraph 4.71. Major retail developments are not appropriate in National Parks.
- 4.92 **Housing and Community Policy 6: Shopping**
- HC6 (a) **Retail development will not normally be permitted outside towns and villages unless the development is part of a farm diversification programme in accordance with Policy C7.**
- (b) **Within towns and villages, the development of retail services, including improvements to existing services, will normally be permitted where compatible with all Development Plan policies.**
- (c) **Proposals for the change of use of retail premises will not normally be permitted other than where it is shown that the retail use is no longer viable or required by the local community and that the new use meets another community need.**
- 4.93 In Bakewell and other service villages, the Board will encourage improved shopping facilities including improvements to car parking, accessibility and traffic management and by encouraging the diversification of the services provided to meet basic needs and visitors' needs.
- 4.94 **Housing and Community Policy 7: Community Services**
- HC7 (a) **Proposals for the development of non-retail community services, including improvements to existing services, will normally be permitted where compatible with all Development Plan policies.**
- (b) **Proposals for the change of use of community service premises will not normally be approved, unless it is shown that the service is no longer viable and is not required by the local community.**
- 4.95 Where appropriate the Board will encourage the provision and improvement of community services and facilities.