

Peak Park Joint Planning Board

PEAK NATIONAL PARK STRUCTURE PLAN

Adopted Replacement

Final Edition 1994

Written Statement of Policies Adopted on 1 April 1994

Text adopted on 29 November 1994

FOREWORD

By the Board's Chairman

I'm pleased to introduce you to this plan, which is the second structure plan in the UK to be adopted under new arrangements in which the adoption of structure plan policies is delegated to local planning authorities. It is the first structure plan to be prepared within this new system by a National Park Authority. I hope it provides a model for other Parks, as they look toward greater independence. I also hope they can improve upon it - in the family of National Parks, we all learn from each other. There is a strength in unity.

I would wish to emphasise the Board's commitments:

- *As a land use planning authority, we will control development so as to conserve and enhance the valued characteristics of the Park, now and for future generations.*
- *We will seek to set an example in caring for the environment - when we use resources ourselves, we will "Reduce, Re-use and Recycle"*
- *We will resist development in the Natural Zone.*
- *We will make no planned provision for general housing needs, but concentrate on local housing needs, and allow for some more workspace.*
- *We will continue to meet visitors' needs, subject to conservation of the Park. The Park's capacity to accommodate visitors is reaching its limits. A National Park must know its limitations.*
- *Our resolve to reduce the flow of minerals out of the Park and to resist the pressures to accommodate great increases in road traffic - especially heavy goods vehicles - is undiminished. The policies for mineral extraction, road improvement and traffic management are tougher than before. On the other hand, it is essential to encourage public transport as much as our duties and resources allow.*

I'm pleased to note the growing acceptance of the plan-led approach set out in the 1990 Planning Act. It will not always be easy for applicants, politicians or committees to help us achieve our objectives through the policies set out in this Plan. But in these crucial years after Rio, it is essential that the Nation's busiest National Park should strive to set an example in sustainability and sustainable development.

I urge you to recall the late Brian Redhead's words as you help us care for this living landscape:

"Not ours, but ours to look after"

Martin Doughty, Board Chairman January 1995.

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1 INTRODUCTION

This is the Structure Plan for the Peak District National Park¹. It contains a written statement of the Board's general policies and proposals for the use of land in the area, illustrated by a key diagram. The policies and proposals are accompanied by an explanatory memorandum. This introduction:

- sets out the purpose of the Structure Plan and its relationship to other plans;
- puts the Plan into context as the strategic land use plan for an area which is a nationally recognised asset; and
- introduces the issues and explains the format of the following chapters.

What is the Peak National Park Structure Plan?

1.1 The Structure Plan is the part of the Development Plan for the National Park that sets out strategic policy. The Planning and Compensation Act 1991 allows for its adoption by the Board, subject to the Secretary of State's reserve powers to intervene. It was adopted by the Board on 1st April 1994.

1.2 The Development Plan will consist of the Structure Plan and a Park-wide Local Plan. The Local Plan will set out more detailed policies and proposals and will deal with specific areas and sites, as necessary. It will deal with Minerals and Waste disposal. An Interim Policy Statement for Bakewell was adopted after public consultation in 1993. Until policies are sufficiently detailed in the Local Plan, the Board will continue to rely on supplementary and interim policy statements to provide further detailed guidance for development control.

1.3 This Structure Plan is a replacement of the 1979 Structure Plan and of proposals which remained in force from the 1971 Development Plan First Review.

1.4 The Structure Plan:

(a) has taken account of national and regional planning guidance and the planning policies of neighbouring authorities, and has been the subject of consultation with these

authorities both individually and through the East Midlands Regional Planning Forum.

(b) sets the strategic framework for land use planning documents, decisions and actions including:

- the local plan
- development control
- supplementary planning guidance
- action by all land users and prospective developers
- public grant aid to developers and other agencies
- the Board's own corporate planning and bids for resources.

1.5 The Structure Plan examines the physical, social and economic systems of the Peak National Park so far as they are subject to planning control and traffic regulation. It looks forward over the next 15 years or so, though no precise end date is specified. It will be monitored and will be reviewed as circumstances require.

Relationship with the National Park Plan

1.6 The Development Plan is complemented by the 1989 National Park Plan, which sets out a range of policies and proposals both for land management and for delivery of the Board's services to the public. The majority of policies in the National Park Plan are not specifically related to the control of development under the Planning Acts. National Park Plans are reviewed at five-year intervals. This Board's National Park Plan was reviewed in 1989 and a replacement will probably be prepared during the life of this Structure Plan, toward the end of this decade. Appendix 3 sets out the contents list of the 1989 National Park Plan to which reference should be made for subjects not covered in this plan.

In the event of any conflict between the two Plans in making planning decisions, the Structure Plan prevails.

National Parks

1.7 The world-wide National Park movement began in the 19th century in the USA and New Zealand. Very large areas of land were reserved by public ownership, in order to preserve their natural beauty and to provide recreation for the people. In England and Wales, a different model was adopted. In 1947 a report to Government² proposed the designation of National Parks in which most land would be in private ownership, where development would be limited by public control, and where recreation would be provided by private and public investment. The National Parks Act of 1949 established the principals.

1.8 All 10 National Parks in England and Wales and the Broads consist of lived-in landscapes, with little true wilderness and with small nature reserves. The National Park Authorities have two statutory purposes: to conserve the beauty of the area and to provide for public enjoyment. They must also have regard to the needs of the local people.

The Peak National Park Authority

1.9 The Peak National Park was designated in 1951. Its affairs are managed by the Peak Park Joint Planning Board which in 1994 had 34 members: 23 are appointed by the County, District and Metropolitan Borough Councils having territory in the National Park, whilst 11 were appointed by the Secretary of State for the Environment for their special knowledge of some aspect of national park work.

National Policy Framework

1.10 Government policy is expressed primarily in DoE Circular 4/76 which followed the Sandford Committee's³ review and report on national park policy and practice. In 1989, the Government agreed that the Countryside Commission should set up the Edwards' Panel⁴ to carry out a second review. The Board presented its evidence to the review panel in March 1990. The Panel's report, "Fit for the Future"⁵, was published in March 1991 and the Countryside Commission⁶ recommended most of its conclusions to Government. The Government's policy statement also called "Fit for the Future" was published on 21st January 1992. Most of the objectives and policies in this Structure Plan

are in accord with the Government's policy statement. Legislation to carry forward the agreed changes is awaited.

The Peak National Park : A Physical Description

1.11 The Peak National Park consists of 555 square miles (1,438 sq. km.) of uplands at the south end of the Pennines, surrounded by more fertile lowlands and dense urban development. Its attractive landscape is the product of nature and is managed by people. Nature provided limestone plateaux and gritstone moors and edges, shale valleys and limestone gorges. Over 100,000 years of human occupation has produced stone walled fields, meadows and rough grazing, forestry and woodlands, farmsteads, villages large and small and country houses. The current settlement pattern and human activity consists of about 3,000 farms and 100 villages. There is a resident population of over 38,000 people; around 18,000 residents in work and about 15,000 jobs in the Park in service industries (including tourism), manufacturing, quarrying and farming. The Park has around 22 million visits each year.

Changes Since 1979

1.12 Since the 1979 Structure Plan was approved there have been 8 main areas of significant change. This has convinced the Board and the Government's Regional Office⁷ that there should be a replacement Plan. The changes are:

- (i) **Housing:** Growing pressure on the existing stock of about 17,000 dwellings. House prices have risen dramatically ahead of local incomes. Houses originally built for local people to rent can now be bought on the open market. The Government has recognised that new planning permissions can and should be reserved for local use for the foreseeable future. The average number of people in each house has continued to fall.
- (ii) **Jobs:** Fewer people are employed in the 'primary' industries of quarrying and food production. More people are employed in 'adding value' to local products, in other manufacturing, in the service industries (including tourism) and in small businesses. More people work

at home using modern tele-communications; this is a trend which many believe will continue. More people are working part-time.

- (iii) **Farming:** Farmers continue to produce food, but are now spending more time than in the 1970s looking after the landscape and visitors. In the face of falling incomes from food sales, farmers are being encouraged to 'diversify' their businesses into other on-farm enterprises, preferably related to the farm. Farm grants have been altered to encourage these trends.
- (iv) **Transport:** The Government proposes to invest more in road building, although a more balanced approach was announced in 1994. People and businesses continue to spend more on road vehicles and fuel. Actual and predicted increases in road traffic are very high in the following three categories: traffic across the Park; visitors to the Park; and social and business trips generated within the Park, particularly by quarry products. The Trans-Pennine Road and Rail studies are in progress.
- (v) **Minerals Production:** The last decade has seen a balanced series of decisions. Some quarry extensions have been approved, some have been refused and several quarries have fallen out of use or been restored. Production has more than doubled to over 8 million tonnes each year. Future demands for limestone for aggregates and for flue gas desulphurisation, cement and other purposes will increase demand for National Park minerals. Recent very high forecasts may be scaled down, but the outcome is uncertain.
- (vi) **Tourism:** All the National Park's constituent authorities wish to increase tourism, and are 'selling' the Peak District as an asset. The Board influences this promotion, and manages its results as part of a sustainable conservation economy. It does not wish to encourage an increase in the number of day visitors. Visitor spending continues to grow, making a major contribution to the local economy. There is further scope to increase the benefits, and further need to resolve or minimise the problems, now

being addressed by a major national visitor management initiative in the Peak District.

- (vii) **Green Politics:** Perhaps most important of all the changes since 1979 has been the growing awareness globally, nationally and locally, of the need to define and achieve "sustainable development" and "sustainability". The world is running out of resources and poisoning the environment or dumping waste materials cannot continue. Individuals and communities are deciding that they should not use more resources than can be replaced and must reduce wastes to a level which is manageable. The Peak National Park is itself a resource to be sustained for all time.

The Board is developing its response to Agenda 21 following the World Conference at Rio⁸.

- (viii) **The Review of National Park Policies.** The Board's representations and Government's response are described in greater detail in Chapter 2.

The Structure Plan Process

1.13 This Plan has been prepared in accordance with legislation and Government guidance, especially PPG1, PPG12 and advisory notes. The main stages were a consultation draft, the Board's preferred Plan which was placed 'on deposit' and the Examination in Public (EIP). Following the EIP, the Government directed changes to two minerals policies. The Board published the Written Statement of adopted policies on 1st April 1994 then brought the Explanatory Memorandum up to date.

A Guide to the Explanatory Memorandum

1.14 The Government advises that local planning authorities publish their policies accompanied by an explanatory memorandum. Those readers who were involved with the production of earlier editions, especially the consultation edition (1991) and the deposit edition (1992), will find a more concise explanation in this edition and some updates, mainly to introduce the adopted policies where

different to the deposit policies. The removal or reduction of earlier text does not devalue earlier work. The earlier editions still exist as a source of reference. Reference sources are listed and other explanations (marked in the text by a superscript number thus:⁹⁹) are given in Appendix 4.

1.15 The format of each chapter of the explanatory memorandum is a general introduction to the chapter topics, consisting of an account of earlier policies, current circumstances, a statement of objectives (printed in bold type face) and a list of the issues for which policies have been written. An explanation then accompanies each policy. 'Next steps' are dealt with in the new chapter 10.

A Guide to the Land-use Policies

1.16 All policies for the use or development of land or for traffic management are printed in bold black on a green background so as clearly to distinguish them from the rest of the explanation. The Board's objectives and the Board's corporate

environmental and other policies for its own actions are printed in bold type face.

1.17 Most policies contain one or more of the following standard phrases, representing 3 levels of control within the Park:

- (i) ... **"development will not be permitted" ... "other than in exceptional circumstances"**
...
- or (ii) ... **"development will not normally be permitted"** ...
(grounds for exceptions may be given)
- or (iii) ... **"development will normally be permitted, provided that"** ...
(provisos are usually given).

1.18 Policies are applied in sequence: firstly the general strategic policies (GS1, GS2); then the spatial conservation policies (C1, C2, C3) then all detailed policies relevant to the case. Individual policies must not be selected in isolation.

Other Board policies

1.19 Other Board objectives, non land-use policies, advocacy and other practices are printed in bold black on white. These are not land-use policies and do not form part of the primary material considerations referred to in Section 54A of the 1990 Act.

2 GENERAL STRATEGY

Introduction

2.1 Chapter one has set the context for this Structure Plan. This chapter establishes a general strategic policy for the rest of the Structure Plan and for the Local Plan, which together will constitute the Development Plan for the Peak National Park. Development is defined in Section 55 of the Town & Country Planning Act 1990 (see Appendix 2). This chapter also refers to the needs of Bakewell and the preparation of a single Local Plan for the whole of the Park.

National and Regional Framework

2.2 This plan has been written at the same time as the development of national and regional policies, paying regard to Government policy and planning policy guidance.

2.3 The Board assumes that the current trend in national policies will endure. Environmental considerations will continue to be given greater weight. A desire to encourage sustainable development is now central to the political agenda. What does sustainable mean? During the 1987 National Parks Campaign, Brian Redhead said that national parks are "Not ours, but ours to look after". In 1989, Margaret Thatcher said "We do not have a freehold on our world, but a full repairing lease." The Government environmental policy statement "This Common Inheritance" adds that sustainable development means "not sacrificing tomorrow's prospects for a largely illusory gain today."

2.4 The Planning Acts give primacy to the policies in development plans; PPG1 ("General Policies and Principles") replaces the "presumption in favour of development" with a "presumption in favour of development which is in accordance with the development plan". PPG 12 ("Development Plans and Regional Planning Guidance") requires planning authorities to test all policies against the environmental statements in "This Common Inheritance". Government confirms that permission can be refused or restricted on grounds of demonstrable harm to policy, even where the particular case does not in itself cause demonstrable harm.

2.5 The Board concludes that there will be a wider and clearer understanding that the National Parks should not meet development pressures unless essential to the Parks themselves, or to the nation for a purpose overriding National Park purposes and which cannot be met elsewhere. This approach is also confirmed in the Government's statement of policies "Fit for the Future" and is necessary in order to enable renewal of the Diploma first awarded to the Peak Board by the Council of Europe in 1966 (see paragraph 3.8).

2.6 East Midlands Regional Planning Guidance (RPG 8)⁹ carries forward national policy guidance for the whole of the Peak National Park. This guidance supports National Park objectives by saying that non-local development needs should be met in the lowlands surrounding the Park. RPG8 includes the following guidance:

- Policies should primarily be related to conservation (5.12)
- No strategic provision for housing (6.5)
- No major road development should take place (7.8)
- The highest priority should be given to the protection of the Park (8.5)

Evidence to the National Parks Review Panel

2.7 The Board must work within the nationally agreed statutory purposes of the National Parks:- conservation, the provision for recreation and its duty to pay regard to the well being of the local community, and these should complement each other. The Board has reviewed these duties, prompted by the nationwide review of National Parks by the Edwards Panel, whose report was published in 1991. The Board recommended that the two statutory purposes should be redefined and that meeting the needs of the Park's residents

should be seen as integral with those primary purposes. In the Board's evidence, conservation remains the first purpose and the enjoyment of visitors is placed third.

The Government's Response

2.8 The Government's response to the Review was published in 1992. The Board has noted the content of the Government's response and will seek to encourage new legislation, clearer Government commitment and stronger action by the Countryside Commission and the National Park Authorities to the key recommendations of the Panel's report. The following key points are of particular relevance to this Plan.

- (i) **The tests against which 'major development' will be judged.** Government's statement of policy in its response and in paragraph 3.6 of PPG7 is that "major development should not take place in National Parks save in exceptional circumstances". This approach is carried forward in part (b) of the general strategic policy, explicitly in policies for energy, minerals and road developments, and implicitly for conservation, housing, jobs and tourism.
- (ii) **The practical means for fostering the social and economic interests of the Park's residents side by side with environmental interests.** Government's National Parks policy statement and PPG7 suggest that a "sensible balance" should be maintained. This Plan enables local interests to be integrated with environmental interests in part (a) of the general strategic policy and provides for farming, economic and social interests in positive policies for farm diversification (chapter 3), local needs housing (chapter 4), economic development (chapter 6) and recreational development (chapter 7).

Thus the local realisation of relevant parts of the national review of National Park policies are embodied in this Plan.

The Board's general strategic objective

2.9 To control the use and development of land and buildings to achieve the Board's two statutory duties:

- (i) **conservation and enhancement**
- (ii) **provision for public enjoyment**

and to have regard to local needs.

To give effect to the primacy of the Development Plan among matters to be considered in future development control decisions, in accordance with the Planning Acts.

Issues

2.10 The review of strategic policy and development practice is considered under the following issues; each leading to a land-use policy statement or a statement of Board policy:

1. A general strategic policy (Policy GS1)
2. An environmental policy for the Board's own actions
3. Bakewell (Policy GS2)
4. Monitoring
5. Environmental appraisal of the policies in this plan
6. Resources.

Issue 1: A General Strategic Policy

Changing Circumstances

2.11 Throughout the life of the 1979 Structure Plan, permission for development in the National Park was generally granted unless it caused "demonstrable harm to interests of acknowledged importance". It was presumed that development should always be permitted unless a case could be made that it conflicted with, or prejudiced, the Board's objectives. Within this approach there have been many compromises and policy has been incrementally eroded.

2.12 There is no evidence to suggest that, within a framework of similar policies, this trend would cease. The pressures on the Park to meet the needs and demands of the local community, commuters, visitors and essential national needs are growing. The National Park is close to its carrying capacity with few sites within villages suitable for new buildings. Substantial development, or incremental minor developments would inevitably have a significant and irreversible impact on the character of settlements and landscape. What few development opportunities remain should be used sparingly to satisfy local needs, rather than to meet demand from surrounding areas.

2.13 Thus, there is a strong case for planning policy to meet only those development needs which originate within the National Park, together with unavoidable external demands. By this means the Board hopes that a balanced and stable relationship between local needs and National Park conservation should largely be achieved by the end of the life of this Plan. There should be a further reduction in the rate of new development in the following 15 years and beyond. Only by this process will the valued characteristics of the Park be secured for future generations - that is, in perpetuity. It is important to establish this concept now, so that individuals, businesses and public agencies can plan their lives, investments and policies accordingly. At a strategic level, a more stringent primary policy is clearly appropriate for the National Park as a specially protected area designated for its national importance.

2.14 Coincident with the Board's realisation of the need for a more stringent approach, the 1990 Planning Act placed new emphasis on a plan-led approach to decision making (see para 2.4 above). The overall approach of this Plan is to establish that if development is to be permitted, it must be necessary to meet the

recognised needs of the National Park as set out in the Development Plan and as further explained in the National Park Plan (see Appendix 3).

2.15 Crucially, the logic of the plan-led system is that incompatibility with an adopted policy can in itself infer "demonstrable harm". This is almost a reversal of the position described in para 2.11 above. It means that individual developments, where the severity of individual harm may not be as easy to demonstrate, can be clearly and fairly refused primarily because they are contrary to policy. The requirement to make out a case switches from the Board (to prove specific demonstrable harm) to the applicant (to demonstrate that the Plan should not prevail). **The Board has consulted with and has the written agreement of the Department of the Environment on this matter.**

2.16 The Government Statement on Fit for the Future (para. 5.21) and PPG7 (para. 3.6) states the Government's position on tests for major development in National Parks. Necessity will be assessed and acceptability will be judged against the valued characteristics of the Peak National Park. These characteristics are the qualities which the Board is charged to conserve and enhance and which the public enjoy.

The Board's definition of the Park's valued characteristics

2.17 The valued characteristics of the Peak National Park include quiet enjoyment; wildness and remoteness; landscape, wildlife and plants; clean earth, air and water; its cultural heritage of history, archaeology, customs and literary associations; and any other features which make up its special quality.

General Strategic Policy 1: Development in the Peak National Park **GS1**

- (a) All development will be controlled so that the valued characteristics of the Peak National Park can be conserved and enhanced, now and for future generations. To achieve this, development will not normally be permitted where:
- (i) It is incompatible with the policies in the development plan
 - or (ii) it is incompatible with the twin statutory National Park purposes of conserving and enhancing the natural beauty of the National Park and promoting its public enjoyment, or with the Board's further statutory duty to have regard to the well-being of local communities. Where there is an irreconcilable conflict between these aims, the conservation of the National Park will normally take precedence.
- (b) Major development including that for which a national need is identified, will be subject to the most rigorous examination. Such development will not be permitted save in exceptional circumstances where there is no reasonable alternative and must be shown on balance to be in the overall public interest.

Issue 2: An Environmental Policy for the Board's own actions

2.18 Recognising the global, national and local need to sustain non-renewable resources, the Board has adopted an Environmental Policy for its own operations, both within and outside the development control process. It hopes that this policy will be shared by those who live or work in or around the National Park or who make decisions which affect it.

The Board's environmental policy

2.19 The Board aims to set an example in caring for the environment and avoiding the wasteful use of natural resources.

Its first priority is to promote the conservation and enhancement of the living landscape of the Park.

When considering the use of resources, it will aim to Reduce, Re-use and Recycle.

2.20 The Government supports this approach in its own environmental policy statement "This Common Inheritance". PPG12 requires local planning authorities to carry out an

environmental appraisal of policies. The EIP Panel concluded that the Board's policies contained in this Structure Plan are on balance sustainable (para 3.01, 3.07 of the Panel Report).

Issue 3: Bakewell

2.21 The Government requires the provision of a complete cascade of planning policies and proposals nationwide, including the National Parks (PPG12). It requires that every part of the country should be provided with detailed local plans as soon as practicable. The Board therefore intends to prepare a Local Plan for the whole of the Park.

2.22 That part of the Local Plan which deals with Bakewell will address, and where appropriate make provision for, the special needs of the Peak National Park's main service town. Bakewell's role as a local service town is to meet the needs of its residents and of the surrounding villages for shopping, market goods, professional services, information, entertainment, recreation, public services, education and jobs. The town's role as a visitor centre is to provide information, food and bedspaces for visitors. It is a major visitor attraction in its own right. It is also a market town, providing a livestock market and

related services for farm businesses and it is a social meeting point for farmers and their families.

2.23 In planning for Bakewell's future as a service centre there are 3 purposes which might require exceptions to be made from the strategic policy applied to the National Park as a whole. These are: town centre redevelopment; a new livestock market with adequate access; and the provision of a relief road. In dealing with Bakewell, the Local Plan will not address demand arising from the

general pressure to move to Bakewell as an attractive place to live while working elsewhere, or on retirement. (See Chapter 4). It will not meet demand for workspace beyond that set out in Chapter 6. It will only meet tourist and recreation needs as far as its carrying capacity allows, as set out in Chapter 7. In order to meet the demand for urgent consideration of key issues for Bakewell, an interim policy statement has been prepared in advance of the Park-Wide Local Plan.

General Strategic Policy 2: Development in Bakewell

GS2

In considering proposals for development in Bakewell, the Board will have particular regard to the town's importance as the major centre in the Peak National Park and will make appropriate provision in the Park-Wide Local Plan to facilitate a new livestock market, a relief road and town centre redevelopment which may represent an exception to other policies in this Structure Plan.

Issue 4: Monitoring

2.24 The Structure Plan will be monitored and reviewed to ensure that policies continue to be relevant and effective, as development pressures and other circumstances change. Issues which will be kept under review will include:

- (i) Changes in Government policy or that of authorities in areas surrounding the National Park.
- (ii) Development trends measured through planning applications, decisions and implementation.
- (iii) Population characteristics.
- (iv) Households, house building, local needs, the proportion of locals' housing, the relationship of house prices to incomes.
- (v) Employment levels, characteristics and needs.
- (vi) Farming statistics including business viability, income levels and impact on landscape.
- (vii) Minerals supply and demand.

(viii) Traffic flows, characteristics and impacts.

(ix) Impacts upon the valued characteristics of the Park (jointly with environmental agencies and the monitoring of the National Park Plan).

(x) Visitor numbers and characteristics, recreation trends and needs (jointly with the monitoring of the National Park Plan).

The Board's commitment to monitoring

2.25 The Board's Annual Monitoring Report reviews the implementation of policies. It will assist in determining the need for alteration to or replacement of this Structure Plan and the 1989 National Park Plan.

Issue 5: Environmental Appraisal of the Policies in this Plan

2.26 Government has made its concern for environmental protection clear in the 1990 White Paper "This Common Inheritance" and in PPGs 1 & 12. The general strategic objective of this plan is to minimise the environmental impact of development pressures on the National Park and to

conserve it for future generations. This chapter includes strategic development and environmental policies, which are primarily designed to achieve the general strategic aim and to minimise the call on global resources.

2.27 However, some policies may conflict with other conservation goals. Precise quantification of the environmental costs or benefits of policies in this plan is not practicable.

2.28 PPG 12 states that land is a limited resource, but goes on to say that "land must be found for" new development. Whilst there is undoubtedly spare capacity in the UK for more development, the process is not infinite: a stable population and a limit to the space occupied by each family and business will one day be reached. The Board suggests that most policies in this strategic document provide for "sustainability"¹⁰. They will be progressively more tightly implemented in the National Park and are likely to be more widely applied by other authorities, for example, by green belt policies and in use of derelict land grants.

2.29 Meanwhile, the points in space and time at which a limit to new development is reached are matters of judgement, through the checks and balances of the nation's social and planning systems. Where the limit is reached, the rôle of developers will be to redevelop, re-use and repair, and not to use new land or irreplaceable resources.

2.30 Authorities are encouraged in PPG13 to consider the effects of future development on traffic levels which are becoming a problem in terms both of local impact and of harmful emissions. This plan accords with the aims of PPG13 to minimise these impacts. It does not allocate new development. It directs development into towns and villages, thereby increasing the possibility of viable public transport and non-motorised trips. It restricts new housing demanded by those who wish to treat the Park as a suburb for surrounding cities. It resists major developments (both recreational and economic) which would in themselves generate additional journeys by car or lorry.

2.31 There are two policies in this Plan which some might argue run counter to wider conservation objectives. The Plan's resistance

to increased cross-park traffic means that some longer mileages would be incurred (for example between Manchester and Nottingham). However, the fuel and pollution reduction which might be obtained by increasing cross-Park journeys would be marginal in comparison with overall national figures and can be offset by a shift from road to rail. Any remaining cost is one which the nation should bear if the Park is to be protected for the benefit of future generations. Secondly, the approach of this plan is to resist the development of major new energy generation projects (such as wind farms) where the cost to the nation would be the loss of fine, unspoilt, landscape.

The Board's position on sustainability

2.32 The Board concludes that the policies in this Plan are a reasonable step along the road to sustainable development and sustainability.

This view was supported by the EIP Panel and not challenged by the Secretary of State. The next steps are covered in Chapter 10.

Issue 6: Resources

2.33 Paragraphs 5.20 and 5.21 of PPG12 suggest that a local planning authority should "indicate the assumptions made about the resources likely to be available for carrying out the policies and proposals formulated, and for the associated infrastructure."

2.34 The Development Plan for a National Park is a special case. Its main emphasis is on protection rather than development. Major development is an exceptional event - major capital resources are not likely to be needed to carry out some of the policies in the Plan. However, estimated financial values can be attached to some policies as follows:

- (i) GS1 Designed to protect the Park as a major environmental and recreational resource in itself, which generates at least £75m per annum in tourism spending alone, and which enhances property values at large.
- (ii) GS2 An investment of around £8m from mixed private, UK and EU sources to construct roads, a bridge, a new livestock

market and redevelop the vacated site in Bakewell.

- (iii) Chapter 3 Working in partnership with farming and conservation agencies will draw in over £1m per year from MAFF, English Nature and others for the foreseeable future.
- (iv) C16 Derelict land grant may be sought by the Board, the local authorities or private sector interests to reinstate derelict land. The 1994 budget within the Peak National Park is £90,000.
- (v) HC2 The construction of houses affordable to the whole community relies in part on Housing Corporation Grant, credit approvals, District Council land and capital receipts. An investment of about £22m would meet the need predicted for the first 5 years of the Plan, or about £4m per year.
- (vi) E1 & E2 It is anticipated that a modest net increase to workspace will arise primarily from the private sector. Rural Development Commission, other UK and EU loans and grants will be sought, but it is not possible to predict by how much. Objective 5b status¹¹ is in place for 1994 - 1999, with a budget of about £9.3m available in and near the Park.
- (vii) RT1,3 & 4 Most tourist and recreational development will be funded by the private sector and the Board's own budget. It is not possible to predict a capital value.

For example, some extra investment may be necessary from the sponsoring Central Government agencies to implement the recommendations of the Peak Tourism Partnership.¹²

- (viii) M2,M3,M5,M7 Any minerals development which meets the policies in this Plan is likely to cost the private sector significantly more than most other places in the UK. This is to meet the tests of the planning application process, the high environmental and operational standards of the Board and the environmental values placed on the land itself.
- (ix) M10 Any substantial review of minerals sites is likely to incur special compensation payments outside the Board's present budgetary provision and may reduce private equity. It is not possible to quantify at this stage.
- (x) T5 The Board's proposed approach to investment for new roads will add significantly to normal costs and/or radically alter the cost-benefit analysis of such schemes.
- (xi) T6 The Board's support for Public Transport sometimes alters the priorities of other authorities and service providers.

2.35 The success of the Plan depends upon the active agreement and participation of large numbers of partners in its implementation. This includes a wide range of governmental and non-governmental organisations and agencies.

3 CONSERVATION

Introduction

3.1 This Chapter reviews the 1979 Structure Plan policies on conservation. The opportunity has been taken to give greater emphasis to the strong influence that conservation has over development in the National Park, and to take account of the many detailed changes in environmental management, policy and practice that have taken place since 1979.

3.2 The general intentions of the 1979 Structure Plan policies have not been changed in this Plan. However, changes to policy content are made to clarify:

- (a) The areas where no development should take place.
- (b) The types of development that may be appropriate in the countryside and the considerations that will apply.
- (c) Town and village policies, giving greater priority to conservation and to high design standards in new development.
- (d) Policies which specifically refer to farming and forestry.
- (e) Policies which apply to special sites or features such as Listed Buildings, Sites of Special Scientific Interest, Ancient Monuments, trees and woodlands.
- (f) Policies to secure enhancement, prevent pollution and avoid disturbance of unstable and contaminated land and address flood measures.
- (g) Policy for energy generation and storage.

The Board's objectives to conserve and enhance the Park:

3.3 To conserve and enhance natural qualities (for example landscape, wildlife and geological features) and particularly to safeguard those areas which have the wildest character.

To conserve and enhance the traditional, historic and cultural qualities which make up its distinctive character (for example historic buildings, the character of the villages, archaeological sites and

landscape features such as dry-stone wall field boundaries).

These qualities are "the valued characteristics of the Peak National Park", as set out at paragraph 2.17.

National and Regional Policy Context

3.4 The Board is both a Local Planning Authority (with responsibility for preparing Structure and Local Plans and for all aspects of Development Control) and a National Park Authority (with responsibility for preparing a National Park Plan and carrying out other duties under relevant Acts). However, many policies for environmental conservation are the responsibility of other public agencies (such as the Ministry of Agriculture, the Forestry Authority, English Nature, English Heritage, the National Rivers Authority). In addition, much activity that contributes to or detracts from the conservation of the Park takes place without the need for any reference to a public agency. The Board therefore looks to others to make the conservation of the Park a shared commitment by all public agencies and Park users. The consultations undertaken during the preparation of the Structure Plan are an important means of generating this climate of opinion.

3.5 The legal framework which guides the approach to conservation is set out in many individual elements of legislation - such as the Town and Country Planning and Act 1990, as amended in 1991, the Agriculture Act 1986, the Wildlife and Countryside Act 1981 (and its subsequent amending legislation in 1985), and the Water Acts 1989 and 1991. For land use planning, detailed advice is given in Department of Environment (DoE) Circulars and Planning Policy Guidance Notes (PPGs). Of particular relevance to this chapter are DoE Circulars 4/76 (on National Park policies), 27/87 (on Nature Conservation superseded by PPG9), 8/87 (Historic Buildings and Conservation Areas superseded by PPG15), PPG7 (The Countryside and The Rural Economy), PPG14 (Development on Unstable Land), PPG16 (Archaeology) and PPG21 (Tourism). The priority given by these sources

to conservation over other interests must be given special consideration in those areas such as this National Park which are of recognised special importance. "Great weight" is attached to conserving the natural beauty of National Parks (PPG7). PPG9 (Nature Conservation) and PPG15 (The built environment) were published in 1994.

3.6 The Government's approach to environmental issues in National Parks is currently undergoing considerable change. A White Paper on the Environment: "This Common Inheritance", was produced in September 1990. All policies now have to be assessed for environmental impact and the local Agenda 21¹³ process is emphasising that development must be "Sustainable" i.e. not to destroy irreplaceable environmental assets. The report of the National Parks' Review Panel was produced in March 1991, and the Government has responded with a policy statement "Fit for the Future" (January 1992). New legislation for National Parks is promised. Agricultural policies are also under review.

3.7 The National Parks and Access to the Countryside Act 1949 identified two statutory purposes of National Park designation:

- to conserve and enhance the natural beauty of the area;
- to provide for the enjoyment of the area by the public.

The Local Government Act imposes a duty on all Government Departments to have regard to these purposes in carrying out their work. The Countryside Act 1986 imposes a duty on the Board to have regard to local needs.

In 1974, reviewing the experience of the previous 20 years, the Sandford Committee drew attention to the possible conflict between these two aims and recommended that public enjoyment of National Parks should only be provided for where it "... will leave their natural beauty unimpaired for the benefit of this and future generations ...". In Circular 4/76 the Government concluded on this matter

(paragraph 4) that where irreconcilable conflict between the two purposes occurs, "... priority must be given to the conservation of natural beauty..."

3.8 The Peak District is the only British National Park to hold the Diploma of the Council of Europe - a distinction it has held since 1966. The Park has therefore a distinctive status even among the National Parks and the priority to be placed on conservation should be greater than for almost any other area of England. The Diploma is renewed every five years subject to satisfactory performance in environmental management. The Council of Europe has welcomed the action taken by the Board to improve standards of environmental management, but has warned that renewal of the Diploma could be at risk if major developments out of keeping with National Park purposes are permitted.

3.9 The special status and role of the Park is emphasised at the regional level in the East Midlands Regional Planning guidance "particular importance is attached to the Park and the highest priority should be given to its protection" (RPG8 para. 8.5). Surrounding local authorities recognise this duty in their development plans. The conservation interests in the Park are also recognised in Regional Strategies prepared by the Tourist Boards and Councils for Sport and Recreation.

3.10 The Board has emphasised the importance of seeking an appropriate balance between the two statutory purposes of National Park designation and of striving to achieve them in ways which benefit the social and economic interests of the residents of the Parks. Meeting these social and economic interests should, in themselves, become ways in which conservation of the Park's character could be secured. In the 1980s much work had already been done along these lines. It is expected that Government policies will move towards the integration of social, economic and environmental policies and the achievement of sustainable development. This is one of the stated aims of the Rural White Paper to be published by Government in 1995. This is an approach which the Board will continue to pursue within the strategic framework set by this Plan.

Issues

3.11 In view of the changes that have taken place since the 1979 Structure Plan and looking ahead to the next fifteen years, the Board has concluded that this Plan should consider conservation under nine issues:

1. Development in the countryside of the Park (Policies C1 and C2).
2. Development in the towns, villages and conservation areas of the Park (Policies C3 and C4).
3. Farming and forestry (Policies C5-C7).
4. Buildings, wildlife, sites and features of heritage or landscape importance (Policies C8 to C13).
5. Environmental enhancement and improvement (Policy C14).
6. Pollution and disturbance (Policy C15).
7. Development on unstable or contaminated land (Policy C16).
8. Energy (Policy C17).
9. Rivers, watercourses and flood defence (Policy C18).

Issue 1 - Development in the Countryside of the Park

Protection of the Wilder Areas

3.12 The wilder areas are those which combine high wildlife value and minimal

obvious human influence. They are also the same types of land that the 1949 Act referred to as 'open country', which has particular importance for certain types of recreation associated with adventure and contact with nature.

3.13 The 1979 Structure Plan stated a presumption against granting permission for development in four distinct types of land in the Park. These were referred to collectively as the "Natural Zone". Since the 1979 Plan, Section 3 of the Wildlife and Countryside (Amendment) Act 1985 has required the Board to map categories of land "... whose natural beauty it is, in the opinion of the Authority particularly important to conserve". For the convenience of users the detail is shown on the "Natural Zone and Section 3 Conservation Map". This Map recorded the status of land as it was in the late 1980s, and it is now periodically reviewed. The map provides an important basis for land use decisions, and the updated Natural Zone boundary will be incorporated in the Park-Wide Local Plan.

3.14 The importance of conserving the distinctive character of these wilder areas of the Park was a fundamental reason for National Park designation. Since then, a wide range of measures have been taken to enhance the wild and natural qualities of the land as described in the National Park Plan. The very restrictive approach of the 1979 Structure Plan is therefore restated.

Conservation Policy 1: The Natural Zone

C1

Development will not be permitted in the gritstone moors, limestone heaths, limestone hills, limestone dales, semi-natural woodlands or other land in the Natural Zone, other than in exceptional circumstances.

The Board's definition of the Natural Zone

3.15 The Natural Zone will be defined in the Local Plan. Until then it will be taken to include the whole of the area designated on the current Natural Zone and Section 3 Conservation Map, except for those woodlands shown in categories 7c and 7d which are not within, or adjacent, to the Natural Zone.

Development in the Rest of the Countryside

3.16 The enclosed farmland and plantation woodlands of the Peak District were referred to in the 1979 Structure Plan as the "Rural Zone". The Rural Zone is now defined as that part of the Park outside the towns and villages which does not fall within the area covered by the Natural Zone. The distinctive character of this area is found in the sparsity of built development; the dominance of drystone walls as field boundaries; the siting, massing, colour

and materials of traditional buildings; and the large number of small broadleaved woodlands on the limestone plateau. It is essential to conserve the valued characteristics of the countryside and to ensure that they are

respected by such new development as does take place. Only development essential to the countryside should be allowed. Buildings no longer needed, which do not conserve and enhance, should be removed.

**Conservation Policy 2:
Development in Countryside Outside the Natural Zone**

C2

- (a) Development outside the confines of towns and villages will not normally be permitted unless it is necessary for agriculture, forestry, farm diversification, extension of residential buildings, recreation and tourism, mineral working, or the conversion of traditional buildings for affordable housing for local needs provided that the character and setting of the buildings is not adversely affected.**
- (b) Development which would not respect, would adversely affect, or would lead to undesirable changes in the landscape or any other valued characteristic of the area will not normally be permitted.**
- (c) Appropriate scale, siting, landscaping, building materials, and design to a high standard will be essential if permission is to be granted.**
- (d) Where appropriate, when granting consent, the removal of a building or structure will be required when it is no longer needed for the purposes for which it was approved.**

Issue 2 : Development in the Towns, Villages and Conservation Areas of the Park

3.17 Housing, community services and employment are dealt with in Chapters 4 and 5. The following section deals with the conservation issues affecting towns, villages and Conservation Areas and applies to all types of development within them.

3.18 Government policy is found in the Planning (Listed Buildings and Conservation Areas) Act, 1990; PPG7, PPG15 and "Fit for the Future" 1992. In summary:

- (a)** Development of a healthy rural economy is encouraged both for social and economic reasons and as a means by which the countryside can be protected.
- (b)** Housing should be concentrated in villages, and sites for new development "... should be well related in scale and location to existing development".

- (c)** The conservation and enhancement of a high quality environment is important generally, but particularly in those towns and villages which have a special quality. This emphasis on conservation and enhancement applies to all towns and villages in the Park. Special attention should be paid to buildings which are 'listed' by the DoE as being "of special architectural or historic interest" and to their setting (most of the listed buildings in the Park are in settlements). In addition, the Board is required to designate "areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance as Conservation Areas" under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The 1990 Act also obliges the Board to act positively to secure the preservation and enhancement of listed buildings and conservation areas.

3.19 The Historic Buildings and Monuments Commission (English Heritage) has a particular

role in encouraging the conservation of the built environment. Following English Heritage's advice, the Board adopted detailed policies for Historic Buildings and Conservation Areas in February 1989. These were based in large measure on advice in DoE Circular 8/87, now superceded by PPG15.

3.20 Since the 1979 Structure Plan, there has been a great deal of progress on the conservation of the built environment in the Park:

- (a) The number of listed buildings has trebled to about 2,800 separate listings by the end of 1993/94.
- (b) The number of Conservation Areas had increased to 43 by the end of 1994.
- (c) The Board has compiled a register of "Listed Buildings at Risk". It can take action requiring owners to carry out work to ensure the survival of these buildings or encouraging their transfer to those who will do so. At the end of the Quinquennial Review in 1993/94, about 9% of Listed Buildings in the Park were considered to be at risk.

3.21 However, the Board's actions do not as yet fully meet the expectations of Government. Most of the settlements of the Park contain areas worthy of Conservation Area status whereas only 43 designations have been made. The Board accepts recent advice

and has resolved to designate around 50 Conservation Areas more quickly, during or soon after the local plan process (see Chapter 10, next steps).

3.22 The increased emphasis in government statements on the importance of the National Parks; the National Parks Act; the statutory responsibilities placed on the Board in the Planning (Listed Buildings and Conservation Areas) Act 1990 and the increased activity of English Heritage all suggest that revised Structure Plan policy should put greater emphasis on:

- (a) **Conserving and enhancing** the distinctive qualities of the existing built environment of the Park.
- (b) Considering the qualities of towns and villages which merit conservation area status, with a view to making further designations.
- (c) Ensuring that any new development contributes to the qualities of the Park by creating a built environment of our time that our successors will be proud to inherit.

3.23 In addition to adopting such policy, the Board will continue to assist communities to meet social and economic needs in ways which positively contribute to environmental conservation objectives. This will build on past experience of Integrated Rural Development,¹⁴ working through partnership with Parish Councils and other agencies.

Conservation Policy 3: Development in Towns and Villages

C3

Development will normally be permitted in a town or village provided that:

- (i) **it would respect, not adversely affect and, where possible, enhance the valued characteristics of the area including important open spaces and the wider landscape setting**

and

- (ii) **scale, siting, landscaping and building materials are appropriate and design is to a high standard.**

Conservation Policy 4: Conservation Areas

C4

Development which would not preserve and, where possible, enhance the valued characteristics of a Conservation Area will not be permitted, other than in exceptional circumstances.

The Board's decision to designate Conservation Areas

3.24 The designation of conservation areas will proceed in line with national policy. There will be consultation with the community on detail, but designation in principle will not be deferred on grounds of popular objection.

Issue 3: Farming and Forestry

3.25 Much of the character of the National Park has been shaped by farming and forestry. Since the 1979 Structure Plan was written it has been significantly influenced by changes in farming practices. Agriculture has become increasingly mechanised and less labour intensive, and changing techniques have increased productivity. The consequences included more intensive grazing and improved grass conservation (e.g. silage) particularly on the more easily improved land, a need for new and improved farm buildings and in some cases fewer workers. Farmland features which require a high labour input - such as stone walls and small woodlands - are often no longer maintained. These agricultural changes were in part a response to Government policy which had overwhelmingly encouraged the maximum production of food as economically and efficiently as possible.

3.26 During the 1980s, however, Government policy began to change, prompted by two factors:

- (a) Concern that the EU was now more than self-sufficient in many food products and that the costs of supporting over-production were unacceptable.

- (b) Recognition that conservation interests had been damaged by intensive farming practices and that agricultural policy needed to become more 'environmentally friendly'.

The Environmentally Sensitive Areas (ESAs), initiative¹⁵ is an example of this change.

3.27 Measures were therefore introduced which aimed to reduce or stabilise food production, encouraging farmers to manage their land in an environmentally appropriate way. These new policy measures have had varying degrees of success. By 1991 there were signs that farmers were able to put more effort into environmental management (stone wall rebuilding and woodland restocking being notable examples). However, the prospect of reduced prices for food and of new limits on the ability to expand food production means that the future for agriculture (and therefore the future of the countryside) is very uncertain. Many organisations, notably the Board, have been campaigning for further changes in Government policy, including new financial incentives. These would encourage farmers to be paid to do more environmental management work and protect valued features at the same time as helping farms to remain viable. The Environment White Paper of September 1990 and "Fit for the Future" (1992) suggest that Government may be willing to introduce such changes during the 1990s, rewarding excellence and effort in environmental farm management.

3.28 Woodland areas managed primarily for timber production tend to be relatively large in area and consist of coniferous rather than broadleaved trees. The vast majority of

planting during the 20th century has been of conifers. In some areas this has been criticised for its environmental effects. Relatively little afforestation has taken place in the Peak District. In the late 1980s the Government announced that there was to be a presumption against new large-scale conifer plantations in the English uplands. During the 1980s there was a major increase in broadleaved planting and restocking in the Peak District, encouraged by new grant schemes introduced by the former Forestry Commission, the Ministry of Agriculture and the Board and aimed at a mixture of management objectives (including conservation) rather than predominantly at timber production. By 1991 there was a national debate about the scope for major new woodland planting on land surplus to agricultural needs. To date there has not been major planting of this type in the Park. The Board has the opportunity to influence planting and felling proposals through consultation arrangements with the Forestry Authority and the importance of this is recognised by Government in "Fit for the Future" (1992).

3.29 Our assumption is that the broad pattern of land use will continue and that Government policies and financial support will seek to ensure that the valued characteristics of the Park are effectively managed. In turn this has consequences for the type of development that may be appropriate in the countryside. Elsewhere in the country, the Government has encouraged a relaxation in planning control to allow new forms of development, recognising that there is no longer the same food production imperative to safeguard farmland from unnecessary non-farming development. However, "Fit for the Future" (1992) makes it clear that the Government policy remains committed to protecting the scenic beauty of National Parks and to withstanding development pressures.

3.30 Although PPG7 suggests a general acceptance of appropriate new rural enterprises, it still points out that special considerations apply in National Parks. In addition, Annex A to PPG7 recognises that in upland areas the farming of lower grades (3b and 4) of agricultural land can have special importance for the rural economy and management of individual farms. "Fit for the Future" recognises farming's "key role" in maintaining the character of National Park

landscapes. The National Park Plan contains policies to guide the Board's work and for influencing many agricultural and forestry practices which are not subject to land-use planning control. This Structure Plan clarifies the application of Government advice for those matters which are or may in the future be subject to planning control.

Diversification

3.31 Maintenance of the distinctive character of the farmland and woodland of the Park depends on prosperous farming and forestry industries, which are willing and able to achieve conservation objectives. The economic uncertainties facing farmers and foresters seem likely to continue and there is an increasing interest in 'diversification' - moving into new enterprises that may be associated with farming or forestry as a means of creating additional income. However, it is not always necessary to create diversified employment for an area as a whole by development in the countryside. It is often possible (and usually more desirable) to consider the siting of new employment opportunities within settlements (see Chapter 5). Many farming families gain income from such off-farm activities.

3.32 Some on-farm diversification can be appropriate, particularly where the new enterprise can contribute to National Park objectives, but it is important to ensure that the scale of such activity does not harm landscape and conservation interests. Farmhouse accommodation, farm-gate sales and camping barns are examples of acceptable diversification and can provide a new source of income to the farmer. Camping barns give a new use to traditional buildings of character and create appropriate new recreation opportunities. The Board wishes to be more sympathetic to genuine farm diversification, but discourages diversification from developing into a major new enterprise in the countryside rather than remaining contributory to a farm business. The Board will continue to explore the concept of the 'farm unit agreement' as a means of resolving this problem. It takes the view that where new buildings are needed for economic activities in the countryside, they should normally be related to, and should contribute to, farming and forestry businesses. They must also be sited and designed as appropriate new features in the landscape.

3.33 PPG7 encourages re-use of rural buildings, but accepts that there may be convincing planning reasons why this is not appropriate. Existing traditional buildings sometimes offer potential for diversification, although re-use and/or adaptation of every traditional building in the countryside is neither realistic nor desirable. The new uses must truly safeguard the special characteristics of the buildings - English Heritage has expressed concern at the poor quality of much conversion work. Small-scale, farm-related businesses, which re-use modern buildings in acceptable locations might sometimes be appropriate. New uses for large, modern farm buildings (typically wide span with concrete block walls and asbestos-cement roofs) are not so acceptable. The Board accepted the development of such buildings only because of a proven agricultural need. It would not have accepted factories or buildings of a lower standard or haulage businesses in such locations. It follows that such large scale or non-conforming uses should not be accepted now, simply because there is a large enough building available.

3.34 Environmental management (as in the ESA scheme) can of itself provide additional income and employment. Another example of this form of diversification is the Board's Farm Conservation Scheme which, by 1991, was creating, each year, some 30 man-years' work in drystone walling alone. This expanded role for farmers and landowners as environmental managers is one that will become increasingly relevant.

Dwellings on Farms

3.35 During the review of the Structure Plan, the argument has been advanced that the survival of the characteristic family farm is of importance and that two factors in particular could lead to increasing demand for new dwellings on farms:

- (a) Increased life expectancy and the desire of retired farmers to continue some active involvement in farming after the responsibility for farm management has passed to the younger generation.

- (b) Increased non-farming economic activity on the farm, resulting in more than just a food production enterprise.

3.36 Government policy continues to stress the conservation of National Parks and accordingly the Board does not encourage the construction of new dwellings outside of towns and villages. Such development would be contrary to the basic intention of conserving the character of the Park and can be costly in the provision of local authority and other public services - costs which are borne by the rest of the community. The Board recognises that, in some circumstances, new dwellings outside settlements may be justified to meet the essential needs of a farming or forestry enterprise. Farm diversification, however, does not provide a reason to permit new dwellings on farms.

3.37 The basic tests in deciding whether or not planning permission should be granted for new agricultural dwellings are set out in Annex E to PPG7. This emphasises that it will normally be as convenient for farm or forestry workers to live in nearby towns or villages as it will be for them to live where they work. Exceptions should depend on the needs of an enterprise for on-site supervision, not on personal preferences or circumstances. The size and cost of any dwelling permitted should reflect the needs of the agricultural unit concerned and its ability to sustain long-term employment. Conditions may be attached limiting the occupancy of such a dwelling (and of existing dwellings on the unit which are controlled by the applicant). Planning obligations may be sought to tie a farmhouse to adjacent farm buildings.

3.38 The Board reviewed policy and practice relating to farm dwellings. Under current legislation and Government advice, the Board believes that it cannot, and should not, permit new houses on farms solely to meet current social or family needs, for the following reasons:

- (a) It would breach national policy guidance.
- (b) There are often serious disadvantages, including impact on the Park's character and landscape, poor location in relation to local services and additional travel for all concerned.
- (c) Any advantages would be difficult and impractical to guarantee in current law.

A new house in an isolated position would probably not be suited to the general needs of the local community should family circumstances change. There would then be pressure to permit sale on the open market, providing a short-term financial gain for an individual, but little or no long term gain for management of the farm business, farmland and landscape.

- (d) The Board can judge individual cases on their merits. In some cases, there is scope for flexibility through the use of house extensions, barn conversions, or dual-use approvals (for family annexes or holiday use, depending on current needs), as specifically justified exceptions to normal policy on dwellings in the open countryside.

Thus policy C6 maintains the principle that approval for new dwellings on farms should be granted only where operationally necessary. As with all development in the countryside, such dwellings will need to be inconspicuously sited.

3.39 A related issue of increasing concern is the development of 'commuter farms'. These

are usually a result of existing farms being sold in lots, with the farmhouse and immediate buildings and a few adjacent fields being bought by someone as a dwelling rather than as a working farm. They can result in a change in character of the Park with, for example, horses and horse jumps replacing cattle, sheep and stone walls. As telecommunications continue to improve and urban road congestion gets worse, the Park is likely to become even more desirable as a place in which to live and work, with people carrying on many activities by working at home. The likelihood is that a new type of business person/smallholder would move into the Park to purchase property and thus, in effect, replace some traditional farmers. The new owners may not continue the traditional farm management of land of high conservation value. Even though they might be encouraged to respect the character and traditions of the Park, it is therefore important to discourage the speculative sale or lease of farm buildings for residential or other use. These changes are often followed soon after by an application for new buildings needed to manage the remaining land (buildings for which there was no previous genuine need).

Conservation Policy 5: Agricultural Landscapes

C5

Agricultural landscapes, particularly those in which traditional forms of agriculture are practised and which contribute to the beauty of the National Park will be protected for their own sake. Development which would harm their character or appearance will not normally be permitted, except where it is necessary in accordance with policy C6 or with other policies in this Plan.

Conservation Policy 6 : Agricultural and Forestry Development

C6

(a) Where it is in accordance with policies C2 and C3:

- (i) non-residential development necessary for the practice of agriculture or forestry will normally be permitted**
- (ii) residential development necessary for and restricted to the practice of agriculture or forestry will normally be permitted provided the need is proven and it cannot be met in a nearby settlement.**

(b) Permission will not normally be granted for a new dwelling or other building where the purpose is to meet an agricultural or forestry need previously met by a building which has recently been disposed of for a different purpose.

Conservation Policy 7: Farm Diversification

C7

Where it is in accordance with policies C2 and C3, development needed in order to diversify the source of a farm's income will normally be permitted provided that:

(a) it will help sustain agriculture as the primary land use

and (b) it is of a scale and type which will not adversely affect the function or character of the main group of farm buildings as the centre of operations of an agricultural unit

and (c) it does not make use of a non-vernacular farm building which would be inappropriate to the area when not in agricultural use

and (d) it will not result in a foreseeable need for replacement agricultural buildings which would not be acceptable under policy C6.

Issue 4: Buildings, Wildlife, Sites and Features of Heritage or Landscape Importance.

Introduction

3.40 There are a large number of individual sites or specific features which are of special importance because of their landscape, wildlife, geological, archaeological, historic or architectural value. Some of these features are specially protected as being of national importance by designation as Sites of Special Scientific Interest, Scheduled Ancient Monuments, 'listed' buildings or by some other means. Most woodlands of landscape or wildlife importance are within the area

designated on the Natural Zone and Section 3 Conservation Map while some woods are covered by Tree Preservation Orders. There are in addition a large number of features which do not have statutory protection, but are known to the Board as having importance for one or more of these interests. These are being recorded in the Board's heritage inventory system. Furthermore there will inevitably be many features of importance which are simply not yet known about (for example most of the Park has not been comprehensively surveyed for archaeological purposes). For sites, buildings and features of recognised importance, developers will normally be expected to pay for an evaluation of the feature and the impact on it.

3.41 Government policies for the protection of such sites and features have been progressively strengthened since 1979 (see paragraph 3.5). This reflects increasing concern at the loss of such features and the need for more effort to identify, protect and manage those that remain. Because of the special status of the National Park and its intricate mixture of features many of which are wholly natural, wholly man-made, or a mixture of the two, it is particularly important that the Board implements the recommendations of relevant national agencies.

3.42 The 1979 Structure Plan made only a general reference to having "particular regard to the need to conserve landscape features". It is felt that this policy should be expanded to relate to each type of site or feature, and should make plain that the sites and features in question may have more than a 'landscape' importance. Meanwhile the identification and conservation of the locally important sites will still be important. It is these many, often individually modest, features which in total give the Park its particular quality of a sense of historical continuity which should also therefore be protected.

**Conservation Policy 8:
Evaluating Sites and Features of Special Importance**

C8

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

The remainder of this section of the Plan is broken down into five sub-sections as follows:

- (a) Buildings of Historic or Vernacular Merit (C8).
- (b) Sites of Historic or Archaeological Importance (C9, C10).
- (c) Sites of Wildlife or Geological Value (C11).
- (d) Parks and Gardens (C12).
- (e) Trees, Woodlands and other Landscape Features (C13).

Buildings of Historic or Vernacular Merit

3.43 Government policy states that the best use for an historic building is that for which it was designed. However, the re-use of rural buildings is encouraged by PPG7. PPG15 especially encourages re-use where necessary to preserve buildings of historical or architectural interest. The Planning (Listed Buildings and Conservation Areas) Act 1990 makes it clear that "Listed Building consent must be obtained for the demolition of a Listed Building, or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest". Planning authorities are to have "special regard" to the desirability of preserving

listed buildings and their settings. English Heritage advises that, for listed agricultural buildings in particular, residential development is not compatible with the preservation of those characteristics which are of historic interest (e.g. lack of internal subdivision or external openings). PPG15 was published in 1994 and will be a primary source of guidance.

3.44 It is essential that the 2,800 listed buildings in the National Park are protected from harmful action and development. They must not be allowed to fall into such a state of disrepair that their future is at risk. An unused, redundant building at risk will deteriorate more quickly than one in day to day use. Its conservation might justify making an exception to other policies applicable in a given location. This will be a matter for careful judgement.

3.45 In addition to the listed buildings, there are a larger number of vernacular buildings which contribute to the character of the Park. The village smithy, the local mill or a turnpike cottage are examples of locally important buildings. They are usually built of local materials and retain features which reflect their original use. These should be respected in any development affecting the building itself or its setting.

3.46 The Board adopted detailed policies for listed buildings in 1989. A policy note on redundant buildings was produced in 1988.

Both these documents will be incorporated in the Local Plan for the Park as appropriate. Government advice in PPG7 and PPG15, will be taken into account.

Conservation Policy 9:

C9

Listed Buildings and other Buildings of Historic or Vernacular Merit

- (a) The effective conservation of all buildings of historic or vernacular merit will be pursued by ensuring that they continue to be used for purposes suited to the conservation of the buildings themselves and to their locations. Development which adversely affects the particular merits of such a building will not normally be permitted.**
- (b) Other than in exceptional circumstances, development, demolition or other work requiring listed building consent will not be permitted where it does not preserve and, where possible, enhance the listed building's features of special architectural or historic interest or its setting. Conversion of listed agricultural buildings to residential use (including holiday accommodation other than a camping barn) will not normally be permitted.**

Sites of Historic or Archaeological Importance

3.47 The Peak District has been settled at least since neolithic times and evidence of human activity goes back more than 100,000 years, each phase leaving its mark. There are Iron Age hill forts, Roman roads, monastic granges, medieval field enclosures and early railways. Compared to lowland England, a great deal of the historic and archaeological interest of the Peak District has survived. It is the quality, quantity and variety of historic features in an unspoiled landscape which it is of the greatest importance to conserve.

3.48 There were 265 Scheduled Ancient Monuments in the Park at the end of 1993/94. PPG16 refers to the need to preserve

monuments of national importance even if they are not currently scheduled (paragraph 16). Even though only about 8% of the Park has been comprehensively surveyed to identify visible or currently recognisable historic and archaeological sites and features, there are some 5000 known sites recorded on the Sites and Monuments Records (SMRs) covering the Park. As survey work continues many additional entries are expected. The SMRs will form the basis of work by English Heritage, in the next few years, to review the Schedule of Ancient Monuments (i.e. those sites which are of national importance). Based on experience elsewhere, we would expect there to be at least 600 Scheduled Ancient Monuments by the year 2000.

**Conservation Policy 10:
Sites of Historic, Archaeological or Cultural Importance**

C10

- (a) Other than in exceptional circumstances development will not be permitted if it would adversely affect a site or feature (or its setting) which has statutory designation as a Scheduled Ancient Monument or which is of international, national or regional importance.**
- (b) In addition, development will not normally be permitted where it would result in loss of or damage to any other site or feature of historic, archaeological or cultural importance or its setting.**
- (c) Where development is permitted, the developer will be required to minimise its impact and, as appropriate, to record, safeguard and enhance the sites or features of special importance.**

Sites of Wildlife or Geological Value

3.49 English Nature is the principal government agency responsible for wildlife and geological conservation, but the Board also has an overall conservation duty. English Nature has notified Sites of Special Scientific Interest (SSSI) covering about 43,800 ha (30.5% of the Park) by the end of 1993/94. Most of the SSSIs are designated because of their wildlife importance. Several have both a geological and wildlife interest while a few are purely geological sites. It is important that their valued characteristics are protected.

3.50 The geological and geomorphological interest of the Park is not confined to the SSSIs. The geological history of the whole area is of great interest - tropical seas followed by major earth movements, then subsequent erosion. A wide variety of sites scattered across the Park help to illustrate that story and are of conservation value. Unfortunately, very few are recorded. The Board is therefore contributing to a research project producing a schedule of Regionally Important Geological Sites (RIGS).

3.51 Similarly, the Park's importance for wildlife is not confined to the nationally important SSSIs. There are other important wildlife habitats on areas such as moorland, limestone grassland, woodland and flower rich hay meadows. Their conservation is essential to the Park's character and they may be appreciated by visitors just as much as SSSIs are. The Board is progressively identifying and recording sites of wildlife importance outside the SSSIs and evaluating their relative importance.

3.52 There are many sites which are important for legally protected species. It is illegal to carry out work which might lead to their death or, in relation to certain species, would damage or disturb their places of shelter. Thus special precautions need to be taken with any development which might put them at risk. Surveys should be carried out before planning permission is granted (to establish, for example, whether there are bats in a building which is to be altered). Development when permitted, will respect these protected species.

**Conservation Policy 11:
Sites of Wildlife, Geological or Geomorphological Importance**

C11

- (a) Other than in exceptional circumstances, development will not be permitted where it would adversely affect a site or feature (or its setting) or species which has statutory designation or is of international, national or regional importance, including:
- (i) A Site of Special Scientific Interest
 - (ii) A National Nature Reserve
 - (iii) A Local Nature Reserve
 - (iv) Species listed under schedules 1, 5 or 8 of the Wildlife and Countryside Act 1981 or subsequent legislation
 - (v) A Special Protection Area
- (b) In addition, development will not normally be permitted where it would result in loss of or damage to any other site, feature or species of ecological, geological or geomorphological importance or to its setting.
- (c) Where development is permitted, the developer will be required to minimise its impact and as appropriate, to record, safeguard and enhance the sites or features of special importance.

Parks and Gardens

3.53 The 1979 Structure Plan did not make reference to parks and gardens and, until recently, they have been paid little attention. Some well known gardens of historic importance enjoy a degree of protection because they fall within the protection offered by listed building regulations. However, most parks and gardens have no particular protected status, although it is possible to include them within a Conservation Area designation (much of Ilam Park, for example, falls within the Ilam Conservation Area).

3.54 English Heritage produce county based registers of gardens of national importance.

Three entries occur for the Park - at Chatsworth, Haddon and Lyme. There remain a large number of parks and gardens of more local importance, some of which, in due course, might justify inclusion in the 'nationally important' category. It is difficult to ensure conservation of parks and gardens through planning legislation (because they are essentially living entities rather than fixed structures) but they can be protected from harmful development. The National Park Plan (1989) proposes that the Board should explore new ways of working with owners to conserve the most important parks and gardens.

Conservation Policy 12 : Important Parks and Gardens

C12

Development which would adversely affect the character or setting of those parks and gardens which make an important contribution to the National Park will not normally be permitted.

Trees, Woodlands and other Landscape Features

3.55 Trees and woodlands make an important contribution to the character of the National Park and often provide important wildlife habitats. The semi-natural oak woodlands on the edge of the moors, the small broadleaved woodlands of the limestone plateau and the trees on the village green are three diverse examples. The Board's policies on woodland management and afforestation are set out in the National Park Plan. This Plan deals with the protection of trees and woodlands via the planning system, and with the possible enhancement of new development by tree planting (See Policy C12).

3.56 In the 1950s the Board made extensive use of Tree Preservation Orders (TPOs). However, TPOs seem to have had a stultifying effect on the management of trees and woods. Trees have a finite life; might be better protected by phased programmes of felling and replanting, or control of grazing of semi-natural woodlands to allow natural regeneration. In recent years, therefore, the Board has made more use of Management Agreements to secure these ends. In 1991, the Government published a Consultation Paper reviewing TPO procedures. If new legislation is enacted, the TPO system may in future become a more positive mechanism for tree and woodland conservation work. Conservation Area designation requires

notification of felling or lopping of trees which allows the Board to refuse permission or request replacements. The Natural Zone and Section 3 Conservation Map and associated policies also protect semi-natural ancient woodlands and other woodlands of importance.

3.57 In development control, the most difficult issues arise when work is proposed close to existing trees and woodlands. Retention of the trees is usually important to help new development fit into the landscape, but buildings are often allowed too close to them. Thus, even though they are protected during development, subsequent owners may feel uneasy living very close to a large tree which they perceive to be a safety hazard. The only effective policy is to leave enough room around important trees at the outset. This allows them to have a long life, and leaves room for replacement planting, preferably while the existing trees grow on to the end of their lives.

3.58 In addition to trees and woodlands, features such as hedgerows, stone walls, ponds, (some of which are locally known as meres or dew ponds), often make an important or even fundamental contribution to the characteristic landscape of the Park. They may provide a historic record of former land use. Their conservation and protection from damaging development is very desirable.

Conservation Policy 13: Trees, Woodlands and other Landscape Features	C13
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Development will not normally be permitted where it would lead to the loss of or damage to important trees, woodlands or other landscape features, in particular where they are covered by a Tree Preservation Order or an agreement concluded with the Board. Where development would put important trees or woodlands at risk, adequate space must be left for appropriate replacement trees to become established.

Issue 5: Environmental Enhancement and Improvement

3.59 Human activities have often clashed with the conservation objectives underlying National Park designation. The purpose of the 1949 Act was to ensure that the Park was not just

"conserved" but also "enhanced". The 1979 Structure Plan referred to the need "to remove or reduce the impact of all derelict land and eyesores". Opportunities have been taken to do this in ways which reflect the Park's particular character. In addition, the possibility of enhancement of the Park has been

considered whenever new development is permitted.

3.60 Government policy has changed in recent years to emphasise the role of derelict land reclamation schemes in retaining or enhancing wildlife, geological, archaeological or landscape value ("soft after-uses") rather than sites for industrial or other buildings ("hard after-uses"). The Board's own activities now include a programme of derelict land clearance, programmes of village enhancement and programmes of tree planting, stone wall boundary repair, etc. Utility service providers have undertaken environmental improvement schemes in the Park, encouraged by the Board. Since the 1979 Structure Plan, many of these utilities have been privatised. Legislation has required the new companies to act in an environmentally responsible way. This has been carried through, for the most part, into operational practice. Government policies have also encouraged other land users to pay more attention to environmental impact and to take opportunities to enhance the qualities of the Park.

3.61 Thus considerable progress has been made since 1979, encouraging a broader approach to environmental enhancement as an activity that should be carried out by all those with interests in the Park. However, performance on the ground is still patchy, and new problems arise as old ones are tackled. Despite the reclamation work carried out, there was more derelict land recorded in the last full survey in 1988, than in 1982.

3.62 Further work is necessary. In programmes of enhancement work it is important:

- (i) To ensure that the existing important valued characteristics of a site are retained and to avoid their loss as a result of over enthusiastic landscaping.
- (ii) To ensure that new features reflect the particular character of the area - e.g. the use of stone wall boundaries and native trees.

Conservation Policy 14: Enhancement and Improvement

C14

- (a) Wherever development is permitted, a design will be sought that respects the character of the area and, where appropriate, incorporates habitat conservation or creation, landscape treatment (often including tree planting) and the provision of other features which enhance the valued characteristics of the area .**
- (b) Opportunities will be taken to enhance the National Park by the treatment or removal of undesirable features or buildings. Work should be undertaken in a manner which conserves the valued characteristics of the site and its surroundings.**

Issue 6: Pollution and Disturbance

3.63 The 1979 Structure Plan referred to the Board's role, in consultation with other authorities, in not normally permitting new development that would "... be likely to generate unacceptable nuisance or disturbance by noise or toxic or other offensive emissions".

3.64 Industrial activities can generate noise and dust. The growing volume of industrial and domestic waste has led to difficulties in finding

appropriate disposal techniques and sites. There is growing concern at pollution and other risks from tip sites. Although livestock units must be expected in an agricultural area, intensification of agriculture has led to pollution problems from farm wastes. Recreational pursuits such as powered hang-gliding, helicopter pleasure flights and off-road vehicles have led to complaints of noise, disturbance and erosion.

3.65 Since 1979, awareness of these issues has grown considerably. Some problems seem

to have eased (e.g. limestone quarry operations tend to generate less dust and smoke) while others have increased (e.g. slurry from livestock buildings). European directives require that pollution is minimised. Government regulations for farm wastes have been introduced and these, together with the availability of grants from the Ministry of Agriculture for improved waste disposal facilities, should reduce pollution incidents in the future. Use should also be made of the "Code of Good Agricultural Practice for the Protection of Water". In "Fit for the Future", Government makes it clear that the ability to have "quiet enjoyment and understanding" of National Parks has "special relevance".

3.66 The National Park provides drinking water storage in reservoirs and in natural ground-water aquifers in both limestone and sandstone strata. Reservoirs and rivers are also important for amenity and recreation. Their purity and quality should be protected.

3.67 The location of the Park means that many pollution issues arise from activities

outside the Park. For example acid rain, which affects archaeological sites, buildings and vegetation, arises from the adjacent urban areas. Waste disposal sites generally deal with waste generated from outside the Park, and cross-Park traffic is a result of communication between adjacent urban areas. The degree of influence of the Board on such issues is variable.

3.68 The primary specific responsibility for monitoring, controlling or advising on noise and other nuisances, pollution and waste control rests with the District Councils, County Councils, National Rivers Authority and Her Majesty's Inspectorate of Pollution. Nevertheless the Board has an overall conservation duty, exercised through development control. The Board can take action to mitigate sources of noise, disturbance and pollution by negotiating improvements to planning applications, imposing conditions and using discontinuance and other orders.

Conservation Policy 15: Pollution and Disturbance

C15

- (a) Development will not normally be permitted where it would generate levels of noise, disturbance, pollution or other emission which would adversely affect land, air or water quality or other valued characteristics of the area, or quiet enjoyment of the area by local residents and visitors.**
- (b) Action will be taken as appropriate to remove or reduce the impact of unauthorised sources of noise, disturbance, pollution, or other offensive emissions.**

Issue 7: Development on Unstable or Contaminated Land

3.69 The 1979 Structure Plan did not contain policies for unstable or contaminated land. PPG14 makes it clear that land stability should be addressed in Structure Plans. In addition, Circular 21/87 clarifies that contamination is a material planning consideration. Some land in the National Park is unstable or contaminated as a result, for example, of mine or quarry working, waste disposal, or as a natural

condition. New development should not take place on such areas, or developers should ensure that measures are taken to remedy the problem and minimise future risk. District Councils compile registers of land which might be contaminated. The identification and management of such land is technically complex, involving several agencies. Administrative arrangements may well change during the life of the Plan. Nevertheless, the appropriate rehabilitation or re-use of 'sterilised' land is desirable in global environmental terms.

Conservation Policy 16: Unstable or Contaminated Land

C16

Development will not be permitted on unstable or contaminated land unless the proposal includes all measures necessary to stabilise the land and remove or treat contamination.

The Board's support for the re-use of land

3.70 The necessary investment to reinstate and re-use unstable or contaminated land, or keep it in or return it to a safe condition, is encouraged, for example through the application of Government grants.

Issue 8: Energy

3.71 Concern to reduce pollution world-wide has raised greater interest in energy efficiency and renewable sources of energy. Government continues to sponsor research and development in renewable energy sources, and into other measures to improve the efficiency and cleanliness of energy generation. Energy can be generated, for example, using wind or water power, biomass, or heat from the ground. It can be stored by pumping and releasing air or water, using electric motors/generators, into caverns or reservoirs.

3.72 In the 1980s proposals were made to create a pumped storage power unit in and above the Longdendale valley. This would have been an environmental disaster for the Park. The 1979 Structure Plan did not contain specific policies for energy projects, and the Longdendale proposal was strongly tested against other strategic policies. It seemed to

the Board that alternatives existed. The project was resisted and was not pursued.

3.73 More recently, energy generation from wind power has been actively developed. In the short term, Government funding favours inland sites above a given wind power threshold and these are often in upland areas. Unfortunately wind turbines are very visible and are often unwelcome intrusions in the landscape. The local impact in this Park outweighs the net benefit to global conservation. The Board agrees with the Countryside Commission that there is no apparent national need that justifies the construction of large wind turbines or wind-farms in specially protected landscape areas, despite the contribution they may make to global conservation. It has opposed wind farms outside the Park which harm Park viewpoints, such as the 13 turbines which were built above Penistone. In the long-term, off-shore wind power installations might make a major contribution to clean renewable energy supplies.

3.74 In some cases, it may be possible to provide for energy generation or storage in small, sensitively designed water, solar or wind energy installations, provided these do not detract from or the valued characteristics of the area. The Board is working with ETSU¹⁶ on a regional study of renewable energy.

Conservation Policy 17: Energy

C17

- (a) Major development to generate or store energy will not be permitted other than in exceptional circumstances.**
- (b) Small scale development to generate or store energy to meet a local need will normally be permitted provided that it does not detract from the appearance of the landscape or the buildings it serves.**

The Board's support for energy conservation

3.75 Developers are encouraged to pay regard to energy conservation, for example, in the design or alteration of buildings.

Issue 9: Rivers, Watercourses and Flood defence

3.76 Rivers and other watercourses are important features in the landscape. They are part of the water supply system. They provide important linear habitats and are valuable as a recreation resource. As such they are worthy of conservation and enhancement. Other

policies in this plan provide a basis for decisions on planning applications which affect these aspects of watercourses.

3.77 Rivers and other watercourses are also the key to adequate and safe drainage. Maintaining unobstructed watercourses and avoiding constructions which might reduce the capacity of flood plains is of obvious importance, to help prevent flooding in a particular area, or downstream.

3.78 The National Park consults the National Rivers Authority for advice on development applications to ensure that the interests of the water environment are taken into account.

Conservation Policy 18: Flood Defence

C18

Development will not normally be permitted in flood risk areas or where it would lead to the loss of adequate maintenance access to a watercourse or the loss of natural flood plain. In exceptional circumstances development might be permitted if it is adequately protected from flooding and the loss of flood plain might be permitted provided that adequate compensatory measures are agreed.

4 HOUSING

Introduction

4.1 This chapter reviews the 1979 Structure Plan policies on housing and communities. The key elements of Structure Plan policy on these matters were:

- (i) The restriction of housing development to the settlements of the Park, except for dwellings needed for agriculture or forestry.
- (ii) A fundamental guiding principle that the impact of the form, scale and siting of any proposal on the character of the settlement should always be considered.
- (iii) Provision for 820 dwellings over the period 1976-91, allocated between 6 sub-areas and Bakewell.
- (iv) In Bakewell, provision for housing and service development in line with the town's role as a service centre.
- (v) 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.
- (vi) In all other villages, development should be related to the essential needs of the villages themselves.

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. Suitable land is very limited. Land values rose dramatically during the Plan period.

- (c) Government policy has changed to allow policy exceptions to be made on the basis of local need for housing. This policy was adopted in the Board's Interim Housing Policy and is now replaced by this Plan.

This chapter therefore comprehensively reviews and replaces existing policies.

The Board's objective for housing

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

The general context

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 Government policy guidance consistently re-affirms that it 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 from general needs and desires in National Parks.

Regional Policy Context

4.5 For the purpose of Regional Planning Guidance, the whole of the Peak Park is treated as lying within the East Midlands region. RPG8 includes policies confirming the need for restraint within the National Park, while advocating affordable housing for local needs and diversification of the rural economy. The RPG gives no target for housing provision in the Park. Surrounding local planning authorities are invited to make provision for any development 'diverted' from the National Park in the local authorities' regional strategy statement.

Housebuilding and Dwellings Permitted under the 1979 Plan

4.6 From January 1977 to March 1991, some 1443 residential dwellings had been built, a further 114 were under construction and 480 had outstanding permissions. (By March 1994, 347 dwellings were outstanding). Although no land allocations have been made other than in Bakewell, housebuilding exceeded planned provision by 76% (94% if holiday accommodation is included). If commitments were also to be taken into account, the figures are 148% and 183% respectively. Only about 7% of dwellings permitted between January 1977 and March 1991 lapsed during that period.

4.7 Conversions consistently account for a large percentage of all dwellings permitted, about 39% over the 14 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. (Between April 1991 and March 1994 an average of 31 holiday units have been permitted per year and by March 1994, 96 holiday units were outstanding).

Land Supply

4.8 The pool of outstanding planning permissions of 347 residential and 96 holiday dwellings forms the current land supply, **totalling 443 units** at March 1994. The supply of further land is scarce and only available at

the expense of developing on the few remaining acceptable sites within villages, or by expanding into the countryside.

Housing Supply

4.9 Between 1981 and 1991 the housing stock of the Park grew by about 9%. In 1991, there were around 16,600 dwellings in the Park. Despite this growth, the stock of housing available to meet continuing social needs, (i.e. housing affordable to people on or below average incomes, including housing limited to occupation by local people, housing authority or housing association controlled housing) has declined. From 1981 to 1991 the number of households renting from the Councils or Housing Associations decreased from around 2,100 to about 1,700. The key reasons for this decrease were the sale of council houses (under the "Right to Buy"), financial restrictions on council spending on housing and the inability of housing associations to make up the gap. The main decline was in family housing. The total stock of council dwellings in the Park decreased by about 500 between 1981 and 1991.

Housing Demand

4.10 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, for all practical purposes, to be insatiable.

Housing Requirement

4.11 The requirement for housing in an area is normally calculated by reference to population projections which take into account natural change, average household size and net migration, with allowances for vacancies, demolitions and demand for housing. Several different projections of future population levels and housing requirement were made during the preparation of the Plan (see factsheet 4)¹⁷. The adopted policies are needs-led, taking into account the Board's population objective at 4.28.

Population

4.12 Accurate figures for population change in the Park are not easily obtained. The Park boundary does not respect political or census boundaries. Census figures are not entirely compatible with the mid-year estimates of the Office of Population Censuses and Surveys nor from Census to Census. The total population of the Park has not changed much during the period of the 1979 Structure Plan. 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. The 1991 Census of Population indicated that the resident population had remained at the same level as in 1981. In 1991 around 38,400 people lived in the Park, about 37,900 of whom lived in private households. The EIP Panel accepted the Board's reasoning in adopting a static population model for structure plan purposes.

Holiday Cottages and Second Homes

4.13 The 1981 Census found that about 2.6% of household spaces in the Park were holiday cottages or second homes. The 1991 Census indicated that up to 4.9% of the household spaces in the Park could be second and holiday homes (around 800 units).

Affordable Housing for Local Needs

4.14 Housing need, especially the local need for affordable housing, is shown by surveys 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.

4.15 Waiting lists are an incomplete guide to the overall need for local need housing. Village surveys of housing need are a useful measure. Surveys have 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 likely to be taken up. 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: over 400 dwellings in 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. Financial resources are currently falling short of this need.

Issues

4.17 Consideration of development pressures and existing policy has led to a review of policy under the following issues:

1. Provision for the resident population.
2. Provision for housing to meet the needs of the Park and its people: (Policy HC1).
3. Phasing housing development.
4. Conversion of existing buildings to residential use.
5. Affordable housing for local needs: (Policy HC2).
6. Defining 'local' and 'need'.
7. The distribution of development: (Policy HC3).
8. Residential caravans and mobile homes: (Policy HC4).
9. Second homes, empty or derelict property.

Issue 1: Provision for the resident population

Policy Background

4.18 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 ..."

4.19 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.

Reasoned Justification

4.20 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 protection of such an area.
- (b) The Peak Park Structure Plan is a unique Structure Plan, 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.

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 social and economic fabric of the Park must be maintained if the environmental fabric is to be conserved and enhanced.

4.21 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 an area 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 approve houses to meet any externally generated housing or demand 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.

4.22 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 11% of the private households in the Park lived in accommodation which was in the control of

housing authorities and housing associations, or subject to an occupancy constraint, in 1991. The great majority of the housing of the Park is privately owned and can change hands free of public control. There are also 443 dwelling commitments outstanding (see paragraph 4.8).

4.23 Most of these commitments have no 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.

4.24 There is no guarantee that dwellings provided on the open market will be occupied by local people. The high price of housing cannot be afforded by many local people. Where local needs cannot be met on the open market, their special needs are a material planning consideration. These needs are strong in many areas throughout the Park. Special arrangements are necessary in order to meet them.

4.25 It is, however, in the interest of the Park and its communities that some people from outside the Park are housed in the Park. Some in-migration may also be beneficial for the general viability of communities, including the continued provision of services. This need can be met by the return of former residents, by turnover on the general market and by housing provided for other planning reasons than local need, such as wider environmental or social improvements.

4.26 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 or community services, it is accepted that long-term population decline would undermine this viability.

Conclusion

4.27 In order to achieve the best 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. This approach was agreed by the EIP Panel and has not been challenged by Government.

The Board's population objective

4.28 The Board will aim to sustain the population of the Park at its current level of about 38,000 residents.

Issue 2: Provision for housing to meet the needs of the Park and its people

4.29 Based on the housing led population projections discussed above, it is estimated that the need is for around 1,000 dwellings over the period 1991-2006. This will be by the construction of houses already approved and new approvals which should enable the population level of the Park to be sustained.

4.30 Net migration into the Park will continue. Building affordable housing for local need should help to reduce out-migration and broaden the range of housing opportunities.

4.31 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 = about 440 dwellings (at the time of the Adoption) mainly on the open market.
- (b) Affordable housing for local needs = at least 400 dwellings for social/local needs.
- (c) Conversions = about 200 dwellings.
- (d) Dwellings for agricultural and other countryside workers = about 50 dwellings.
- (e) Development which would enhance the Park = at least 50 dwellings.

4.32 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 demand. 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.

4.33 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 may be resisted, but this is a Local Plan issue (see Chapter 10, Next Steps).

**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 falls within one of the following categories:

- (a) In a town or village, conversion of an existing building of traditional design and materials, in accordance with policy C3.
- (b) Dwellings necessary for the purposes of agriculture or forestry, in accordance with policy C6.
- (c) Development in settlements which is necessary for the relocation of non-conforming uses or which would enhance the valued characteristics of the Park.

Provision will not be made beyond these categories. Permission will not be granted and land will not be allocated in the Local Plan for general housing demand or need. Exceptionally, permission will be granted for the development of affordable housing to meet local needs (whether by new build, or conversion) in accordance with policies HC2 and HC3.

Issue 3: Phasing Housing Development

4.34 It is desirable that land on which development could be acceptable is not used up too quickly, 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. Because there are 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 does not set any numerical allocations or targets. In a planning appeal in Bakewell, the Inspector upheld a refusal which was based on Local Plan phasing policies¹⁸. However, the EIP Panel Chairman recommended clearly against phasing policies in the Structure Plan. The Park-Wide Local Plan will examine this issue.

4.35 Policy HC1 should result in fewer commitments for general demand housing while commitments for the other categories of housing 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). The Government Office proposes to monitor the Board's annual housing review.

The Board's approach to monitoring and review of housing policy

4.36 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 expanded if necessary in the Local Plan, or reviewed at strategic level.

Issue 4: Conversion of Existing Buildings to Residential Use

4.37 In accordance with policy HC1, there is no need to approve further conversion of existing buildings to meet general housing demand. The only justification for conversion of buildings to residential use is 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.

4.38 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 to conserve and enhance the character of the building and conserve the character of its setting. (Some earlier conversions have not adequately preserved the buildings or respected the Park's character and landscape).

4.39 In the countryside, existing buildings are often in locations where development of any kind is undesirable. Conversion often involves damage to the landscape and does not adequately preserve the character of the buildings. Conversion often brings with it associated development, activities and general clutter which harm the character of the Park. This especially applies to conversion of plain and simple isolated buildings in the open countryside. The conversion of buildings of lesser importance could quickly add up to an unacceptable presence of new residential use in the countryside.

4.40 It is likely to be costly to meet conservation criteria. 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. Despite these concerns the EIP Panel recommended that conversions for local need should be accepted in principle on the same basis as holiday accommodation. Policy C2 is amended to allow for this.

The Board's approach to conversions

4.41 Proposals to convert existing buildings to residential use will be considered under Conservation policies, especially C2(a), which may be expanded in the Local Plan or supplementary guidance.

Issue 5: Affordable Housing for Local Needs

Policy Background

4.42 Circulars 4/76 and PPG3 both point to the need to give special consideration to 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.

4.43 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 approved 236 houses by March 1994 for local needs development by both individuals and agencies. **"Affordable housing" is housing for those families which cannot afford to purchase on the open market, and are in need.**

Reasoned Justification

4.44 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)¹⁹ revealed fewer social changes amongst occupiers of former council houses than had been anticipated. But it confirms the 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 had already been sold.

4.45 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. On the other hand, development on derelict land, or using appropriate existing buildings can be more 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.

4.46 The Board's intention 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, generally 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. This is currently

reducing the market value of a house in practice by about one half. Plot values are

typically a few times existing use value (as recommended by the Rural Housing Trust)²⁰.

Housing and Community Policy 2: Affordable Housing for Local Needs

HC2

Exceptionally, new residential development or the conversion of existing buildings to residential use will be permitted provided that:

- (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, or is an existing building in the countryside in accordance with policy C2**
- 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.**

The Board's approach to the best use of buildings and derelict land

4.47 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 both land-saving and restoration objectives.

Issue 6: Defining 'local' and 'need'

4.48 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' after such a short time in practice in a Structure Plan. No fundamental change is presently envisaged to the definition of 'local' in the Interim Housing Policy. This key definition, which is not covered by the Structure Plan, is retained as interim policy to bridge the gap until the Park-wide Local Plan is in place. The definition of 'need' and 'affordable' is set out in a paper approved by the Board's Policy Committee in October 1994.

The Board's definitions of 'local' and 'need'

4.49 The Board will rely upon the definition of 'local' in the interim housing policy supplementary guidance and upon the definitions of 'need' and 'affordable' as approved by the Board in October 1994 until they have been replaced by or retained in the Local Plan.

Issue 7: The Distribution of Development

Policy Background

4.50 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 no explicit Government advice about targeting development to service centres or key villages.

4.51 The 1979 Structure Plan divided provision for housing development between 8 sub-areas. It distinguished Bakewell and 20 named service centres, 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. The distinction was made on the basis of the size and perceived service function of the villages.

Reasoned Justification

4.52 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.

4.53 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. Therefore, it 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 generally significantly 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, as a matter of policy.

4.54 Policies HC1 and HC2 allow for housing development for four purposes. Three of these: conversions, agricultural workers' dwellings and development necessary to enhance the Park, cannot be geographically targeted.

4.55 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 social upheaval and give each of the Park's communities the best possible chance to retain its vitality. In some cases, 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 in the Park. Some villages have reached their reasonable development capacity. In these circumstances, houses should be built in a neighbouring parish and in a village with sufficient long term development capacity taking into account its built form, character and landscape setting, and with a basic level of service provision.

Housing and Community Policy 3: Distribution of Affordable Housing for Local Needs

HC3

Development to meet local needs for affordable housing in accordance with policy HC2 will normally be accommodated in the parish in which the need arises. Where this is not feasible, such development will normally be provided in neighbouring towns or villages which have:

(a) been identified as having potential development capacity

and (b) a basic level of service provision.

The Board's rôle in enabling local housing provision

4.56 The Board will work with the local housing authorities and associations to identify priorities for housing need in the

Park and help to meet that need. 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 where it arises.

Issue 8: Residential Caravans and Mobile Homes

Policy Background

4.57 Circular 4/76 advises that no new residential caravans should be allowed in National Parks.

4.58 The 1979 Structure Plan policy 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 to provide sites for Gypsies or travellers.

Reasoned Justification

4.59 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 a policy, it is probable that caravans would proliferate, thus radically undermining conservation policies.

4.60 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 projects, but only where there is an imperative need and no overriding landscape objections. There is no established need for Gypsy sites in the Park. The provision of permanent 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 (policy RT4).

<p>Housing and Community Policy 4: Residential Caravans and Mobile Homes</p>	<p>HC4</p>
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The siting of caravans, mobile homes or other non-permanent structures for use as permanent residential dwellings will not normally be permitted.

Issue 9: Second Homes, Empty and Derelict Property

Policy Background

4.61 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 an empty and derelict property is brought back into use.

Reasoned Justification

4.62 The 1989 survey of public opinion inside and outside the National Parks²¹ 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 4.13, it seems that this is a serious problem in only a few parishes, in comparison with areas such as the Lake District, Cornwall and North Wales.

4.63 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 or maintained. 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 1991 Census of Population was around 4%.

4.64 It is recognised that planning policies cannot presently be adopted to discourage second homes or to encourage the refurbishment and use of empty property, or the redevelopment of derelict property, in towns and villages. However, these aims are

important to secure the fullest possible use of the Park's housing stock, to enhance the environment, and to maintain the viability of villages.

The Board's approach to second, holiday and underused homes

4.65 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 and holiday 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 in order to meet local needs for housing. Government will continue to be encouraged to review the case for distinguishing between permanent, second and holiday homes as different land use classes.

5 SHOPS AND COMMUNITY SERVICES

Introduction

5.1 The Deposit Edition of the Structure Plan combined service provision with housing as the two main factors affecting the viability of the villages in the Park. The special circumstances in Bakewell are addressed in Chapter 2. This chapter separates out community services because they are a different land use.

5.2 The Countryside Act of 1968 requires the Board to have regard to the needs of the local population. The Government statement "Fit for the Future" reconfirms that requirement.

5.3 As background, despite the loss of 60% of village general foodstores between 1965 and 1990, the great majority of villages with populations over 250 still 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".²²)

Policy Background

5.4 PPG6 advises that major commercial development should not normally be sited in National Parks. In 'Fit for the Future', the Government aims for a thriving countryside in which the needs of local communities are carefully considered.

5.5 The 1979 Structure Plan did not contain specific policies for 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 would be given favourable consideration and that "where

appropriate, the Board will positively encourage such development". PPG13 and Regional Guidance discourage out-of-town retail development in favour of the viability of existing centres and shops and to minimise travel.

Reasoned Justification

5.6 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, especially for the 16,000 households which are nearer to these two towns than to the towns around the Park.

5.7 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. Community services are invaluable to local communities and also provide important services to visitors. However, the continued viability of many services is highly vulnerable, especially to changes in Government policy and to the economic climate. Land use planning remains marginal in its effect.

5.8 In Bakewell, Tideswell and some villages, there is continuing demand for visitor-oriented shops. There is also pressure for development of retail outlets such as garden centres, estate shops, farm shops and factory shops in the countryside. Where such outlets have been opened, they have sometimes become major visitor attractions in their own right. They serve a larger catchment area than the National Park.

5.9 Retail development can range in scale from major new shopping centres to minor development such as alterations to buildings. 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; shopping development in the Park should be limited to the scale of local needs. Planning control cannot however, generally, be used to ensure that shops are locally rather than tourist oriented.

5.10 In line with the conservation policies in this Plan, proposals for development of shops or services outside 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.

5.11 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.

5.12 Improvements to existing retail and community services are often needed for the

continued viability of the service. A proportion of sales of basic provisions, of tourist stock and the 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.

5.13 Residential or other uses can command higher values than shop service or community uses. There is, therefore, a danger of major loss of shops and services due to change of use. The housing chapter 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 or not required by the local community. The services which should be protected by this policy are listed at paragraph 4.56. Major retail developments out of scale with local need and character, are not appropriate in National Parks.

Shops and Community Policy 1: Shopping

SC1

- (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.**
- (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.**

Shops and Community Policy 2: Community Services

SC2

- (a) Proposals for the development of non-retail community services, including improvements to existing services, will normally be permitted.**
- (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.**

The Board's encouragement for local service provision

5.14 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. Where appropriate, the Board will encourage the provision and improvement of community services and facilities.

6 ECONOMY

Introduction

6.1 This chapter reviews policy for the general economy of the National Park, and assesses the scale of job opportunities by comparison with the needs of the resident population. Policy affecting several specific areas of economic activity is given in more detail in other chapters: mineral extraction (Chapter 8), recreation and tourism (Chapter 7) and retailing to the local and visitor markets (Chapter 5). Agriculture and farm diversification are closely linked with the creation and maintenance of the landscape of the Park and for this reason policies for agriculture are to be found in Chapter 3. Agriculture also makes a major contribution to the economy of the Park, both by providing jobs and by providing resource for recreation and tourism in the Park. Changes in agricultural employment are therefore considered in this chapter.

6.2 The 1979 Structure Plan made provision for development of industrial land in Bakewell and the main service centres of the Park. In addition, policy allowed for consideration of industrial development suited to local needs in smaller villages and encouraged craft industries. The main changes introduced in this Plan are:

- (a) a more generalised reference to economic activities rather than simply to industry;
- (b) no specific provision of land other than in Bakewell and the Hope Valley;
- (c) new land use policies for home working and retention of land or buildings in industrial use;
- (d) encouragement for local value-added businesses.

The Board's objective for the economy

6.3 To maintain economically viable and socially balanced village and farming communities in order to sustain the well-being of agriculture; to encourage the development of a local forestry industry; and to provide for a wider and more varied employment base.

In its work to meet these objectives, the Board works closely with other agencies such as the Government's Regional Office, the Training and Enterprise Councils, the County and District Councils, and the Rural Development Commission, which have key public sector responsibilities for economic development. The Board pursues local community needs through involvement in Rural Development Programmes, work with village communities and other rural interests.

European, National and Regional Policy Context

6.4 European policy has identified the "Midlands Uplands" (mainly within the southern part of the Park) as an Objective 5b area. This gives access to ERDF, ESF and EAGGF funds²³ and to the LEADER 2 programme²⁴ through the relevant Government departments and Regional Office. These funds support programmes to diversify the rural economy within the context set by local planning policies.

6.5 The Government Office for the East Midlands is responsible for the Single Regeneration Budget, a new integrated grant aid fund for the whole region. Several Government departments and agencies have a direct or indirect impact upon the rural economy. These include the Department of the Environment, the Ministry of Agriculture, the Department of Trade and Industry and the Rural Development Commission. Their policies are described below.

Department of the Environment (DoE)

- (i) Circular 4/76 states that National Park Authorities ... "need to encourage employment opportunities in the parks. This can best be pursued within the context of a comprehensive and co-ordinated policy for dealing with the social and economic problems of particular areas by a variety of means appropriate to the environmental quality of the parks. In particular suitable light industry would be welcome."
- (ii) Planning Policy Guidance Note 4 (PPG4): "Industrial and Commercial

Development and Small Firms" advises that Development Plan policies should state clearly where different kinds of businesses can readily be located.

PPG7 "The Countryside and the Rural Economy"

- (iii) This states that development in the countryside should benefit the rural economy and maintain or enhance the environment for the enjoyment of residents and visitors. Recognising the need for economic diversification in rural areas, it also advises that new development should be sensitively related to existing settlement patterns and to the historic, wildlife and landscape resources of the area. Building in the open countryside should be strictly controlled. Re-use and adaptation of rural buildings is encouraged unless there are convincing planning reasons why this should not occur, e.g. on environmental or traffic grounds.
- (iv) PPG7 also emphasises that, in National Parks and other areas designated for their particular qualities, policies should give greater priority to restraint. In the National Parks, while due regard should be paid to the economic and social well-being of the area, policies should sustain or further the conservation of the area, or promote its public enjoyment, and "great weight" is given to conserving the landscape. Major development should not take place except in exceptional circumstances - and only then if demonstrated to be in the public interest.

Ministry of Agriculture, Fisheries and Food (MAFF)

- (v) The Ministry wishes to see the maintenance of the rural economy, so as well as fulfilling their traditional role as efficient producers of crops and livestock, farmers are encouraged to diversify into new forms of economic activity; and where possible work to enhance the environment.

Rural Development Commission (RDC)

- (vi) The RDC is the main national agency for assisting rural development. It concentrates resources in the most needy rural areas known as Rural Development Areas (RDAs). Much of the southern part of the Park is within either the Derbyshire RDA or the North East Staffordshire RDA. The RDC encourages economic development through its Business Service and has provided workshops (managed by English Estates) within the National Park. English Estates has recently been instructed to dispose of these workshops to the private sector.

Regional Planning Policy

6.6 The National Park falls within the East Midlands Region. PPG7 advises that the National Parks are major strategic factors to be taken into account in Regional Planning Guidance. RPG8 applies national guidance (PPG7) and confirms the importance of the Peak National Park, the region's only Park. It does not require the Park to provide new jobs at a regional level.

Issues

6.7 The review of land use policy for the National Park economy has been carried out by addressing the following key issues:

1. The general scale, type and location of economic development (policy E1)
2. The case for specific provision of industrial sites (policy E2)
3. Home working (policy E3)
4. Peak District products
5. Safeguarding workspace (policy E4)

Issue 1: The General Scale, Type and Location of Economic Development

Policy Background

6.8 Paragraphs 6.4 to 6.6 summarise European, national and regional policy guidance affecting economic development in the Peak National Park. The 1979 Structure Plan contained 6 policies that are of particular relevance. These policies:-

- restricted general industrial development to within the confines of settlements.
- provided for up to 6 acres of industrial and 2 acres of commercial land in Bakewell.
- provided for small scale development of land in 5 service centres.
- restricted development in smaller villages to that related to essential needs.
- provided for favourable consideration of proposals resulting in employment opportunities without detriment to local character, creation of traffic problems or nuisance.

Reasoned Justification

6.9 The Board's objectives seek to establish and maintain economically viable and socially balanced village and farm communities throughout the Park. Given the Board's basic aim of conserving and enhancing the landscape, the emphasis must be to ensure that, as far as possible, there is a broad and adequate range of employment opportunities for local people. The specific needs of local industry must also be taken into account. The objectives should be achieved by encouraging business investment of a form and type which does not detract from, and should, where possible, contribute to the conservation and recreation objectives for the Park. Such development should not create unacceptable nuisance or pollution.

6.10 It is not possible to treat the economy of the National Park in isolation from that of adjacent areas. There are strong links between the settlements of the Park and surrounding towns and cities and the Park's employers rely on external suppliers and markets. Many people who live in the Park work elsewhere (50% of the resident workforce in 1981). Many who work in the Park commute in each day (32% of the workforce in 1981). The Board's sample survey of employers carried out in 1989 suggested that any overall imbalance between economically active residents and job opportunities within the National Park in 1981, reduced during the 1980s.

Job Supply

6.11 The main sources of information are Government statistics and the Board's own Survey of Employers (1989), none of which are directly comparable. It is still necessary to await completion of the 1991 Census of Population's work place data before a more certain picture can be painted of the jobs in the Park.

6.12 There is some evidence to suggest that the loss of jobs in basic industries such as agriculture and quarrying during the 1960s and 1970s changed during the 1980s. However, any movement of the workers (and their families) in these industries in search of better fortune elsewhere has not resulted in significant general loss of population. Rather, out-migration may have occurred alongside commuter in-migration with a daily return to work in surrounding towns and cities. It seems likely that nearby urban centres have also provided jobs for Park residents displaced from employment but electing to remain in their current homes, as well as providing opportunities for those entering into employment for the first time. The 1981 Census suggests that there were around 3,500 more employed people living within the Park than there were jobs. This imbalance was almost entirely within the service sector other than Hotels, Catering and Tourism.

6.13 The 1991 Census of Population indicates that there was a reduction in the number of residents employed in agriculture, forestry and fishing of around 2.5% between 1981 and 1991, compared with around 10% in England and Wales over the same period. There are indications that the agricultural workforce in the Park rose between 1977 (when the previous Structure Plan was approved) and 1988, but then fell. In 1991, around 2,000 residents were farmers or agricultural workers. The 1989 Survey of Employers carried out by the Board indicated that the majority of the estimated total of 4,300 businesses in the Park were about 2,700 agricultural concerns comprising 1,100 full-time and 1,600 part-time agricultural holdings. There is evidence of an increase in part-time, seasonal or casual agricultural employment although changes have been small. Whether recent changes continue will depend on changing agricultural subsidy regimes and their impact on farms in the Park.

The situation will be monitored as the scale and effect of change is not yet clear.

6.14 Between 1977 and 1991, there were almost 330 planning applications for manufacturing, services, warehousing and office development, including changes of use and extensions. 285 of these were approved. Workshops have been built by the Rural Development Commission in Bakewell, Youlgreave, Tideswell, Longnor, Warslow and just outside the Park in Waterhouses. Exceptional approvals have been built at Sheen (Belle Engineering) and in the Hope Valley (a replacement for Carbolite's Bamford Mill Works). The permission to convert the former Ladybower filter house, and the approved site at Deepdale in Bakewell, are still available.

6.15 Overall, the Board's sample Survey of Employers in 1989 indicated that the number of jobs within the Park was around 19,700 (12,800 full-time, 5,100 part-time and 1,800 seasonal). Around 52% were in the service sector, 29% in agriculture, 10% in manufacturing and 8.7% in the mineral industries, and there had been growth in the small business sector. The Survey evidence conflicts with the 1981 sample census.

6.16 The number of people living in the Park who were economically active rose by almost 11% between 1981 and 1991. Activity rates rose from around 58% to 60% (compared with 61% in England and Wales). Men's activity rates dropped from about 77% to around 73% (on a par with those in England and Wales in 1991) whilst women's rose significantly, from around 40% to 48% (marginally below the national figure of 50% in 1991).

6.17 This was accompanied by a shift in residents' employment towards the Service Sector. In 1981, around 58% of the Park's residents were employed in the Service Sector compared with 68% in 1991. (The national figure in 1991 was 75%). It was also accompanied by a substantial shift towards part-time work. Although the number of residents in full-time work stayed about the same, around 26% of residents were in part-time work in 1991, compared with around 20% in 1981. In England and Wales in 1991, 20% of residents in work, worked part-time.

Unemployment

6.18 The match between labour supply and demand is also indicated by unemployment levels. As has long been the case, unemployment rates are below national and regional levels. The Census of Population indicated that in April 1991, 4.1% of Park residents were unemployed compared with 8.2% in the East Midlands and 9.2% in England and Wales. This general pattern continues. Nevertheless, unemployment, under-employment and the part-time and seasonal nature of many jobs together with low rates of pay in rural areas, create problems for local families. These are compounded by intense competition in the housing market and limited access to public transport. A study of "Hidden Deprivation in the Countryside" (June 1991)²⁵ indicates a need to widen access to job opportunities.

Towards a Policy

6.19 The Board does not see any need for employment opportunities within the Park for residents of surrounding areas. Such development would be contrary to Government advice in Circular 4/76 and would generate additional, unnecessary traffic. Successful urban enterprise which attracts people from a wide area including the National Park, is often successful because it is urban. It cannot simply be relocated within the Park. On the other hand, if settlements are not to become pure suburbs, local businesses need to be successful and to thrive within the limits imposed by the need to conserve the character of the National Park.

6.20 While providing land for large numbers of jobs is therefore neither realistic nor necessary, a modest approach assisting the general diversification and success of local employment opportunities is sensible. To allow for this, policy must protect both the natural and farmed landscape, and it must allow for flexibility and adaptation within settlements. The scale and impact of development proposals will remain an overriding concern.

6.21 Demand for new industrial land and premises is likely to come from both existing firms and new businesses. The Board's 1989 Survey of Employers indicated that (during a buoyant economic period) there was a feeling

of optimism amongst existing firms. 52% of firms in the manufacturing sector expected to expand within the next 10 years. Of these, 52% wanted new premises on either an industrial estate or in some purpose-built building, and 40% would prefer extending their existing premises. Bakewell and the Hope Valley were favourite areas for those who preferred site relocation. New businesses have been established in the area. In some instances this may have been the result of amalgamation or the change of ownership of a business. In others, several small footloose businesses have moved to premises in the Park.

6.22 The expansion or the establishment of new businesses which help to preserve local employment and maintain economically viable communities should be encouraged, provided that conservation objectives are not compromised. Provision is made elsewhere in this Plan for agriculture, for landscape maintenance, forestry, mineral working, farm diversification, services associated with recreation provision and the need to conserve redundant buildings of special merit. There is no other special need for employment related development in the countryside. New industrial or business development which meets local employment needs in the Park ought therefore to be accommodated largely within the confines of existing towns and villages, although in exceptional circumstances, it might be necessary to consider edge of village sites. Industrial or business development may involve the re-use of buildings or the construction of new units. In all cases careful attention will need to be given to good design and choice of materials in accordance with

conservation policies (Chapter 3). Developments which generate inappropriate or excessive traffic should not normally be accepted (see Transport Policies T1 and T7).

6.23 Where development is out of scale with local need or brings little direct employment benefit to the Park (for example by providing few local jobs), it should be discouraged. Warehousing is a particularly obvious example of this type of development. In some circumstances, the Board's objectives could best be achieved by encouraging firms to locate in those surrounding towns that act as service centres for parts of the Park. These are within a reasonable commuting distance, and have good public transport links to the Park's settlements. There may be occasions when existing firms are so successful that they require an increased scale of operation which is not in keeping with the character of the National Park and their current location. Full or partial relocation, hard as it might seem at the time, could be the best way to maintain a sensible balance between economy and environment. It is not anticipated that this will be a regular problem, particularly if development has been sensibly located in the first place. Where the issue does have to be faced, the Board will help to identify suitable sites either within the Park or in surrounding local centres.

6.24 The availability of data about the economy of the Park is limited. Policies will be reassessed as more up-to-date information becomes available, especially the 1991 census from which the workplace data is still awaited.

Economy Policy 1: Economic Development

E1

- (a) Development which provides for employment will normally be permitted provided that it is of a scale and type which is clearly intended to meet local needs, Such development will not normally be permitted outside the confines of towns and villages unless it is in furtherance of policies C7, C9, RT1 to RT4 and E2 to E4. Exceptionally, development may be permitted on the edge of a town or village which does not have a suitable location within it.**
- (b) Warehousing will not normally be permitted unless it is ancillary to an existing business within the National Park and fulfils a need which cannot be met elsewhere.**

The Board's support for integrated economic development

6.25 The Board will encourage local enterprise which provides local employment and contributes to or complements its objectives for the conservation, enhancement and public enjoyment of the National Park. Where necessary, it will help to identify alternative locations, either within the Park or in surrounding local centres, for firms which need to relocate in order to expand.

Issue 2: The Case for Specific Provision of Industrial Sites

Policy Background

6.26 Paragraphs 6.4 to 6.6 summarise national and regional planning policy on industrial development in rural areas and National Parks and two relevant policies in the 1979 Structure Plan.

Reasoned Justification

6.27 The Board's objectives seek to establish and maintain economically viable and socially balanced village and farm communities throughout the Park. These should be achieved by encouraging business investment of a form and type which does not detract from, and should where possible contribute to, the conservation and recreation objectives for

the Park. Since 1977 the provision of industrial units in Bakewell and other service centres has made a limited contribution to the creation of local jobs, providing accommodation for expanding firms and assisting in the process of diversifying the local economy. In Bakewell, a small industrial estate of workshops has been built on the Station Yard with assistance from the Rural Development Commission and permission has been granted for a business park on Ashford Road. At Waterhouses, workshops have been built just outside the National Park. Small industrial workshops have been constructed at Longnor, Warslow, Tideswell and Youlgreave and are under construction near Hope; at Eccles House Farm an improved stock of small units has been provided. The 1979 Structure Plan Policies have thus been implemented throughout the Park.

6.28 Take up of the units has varied. In Warslow and Longnor some units were vacant for several years, but elsewhere they have been occupied relatively quickly. During 1988-90, demand for premises was high and most units were either occupied or had an interest expressed in them. The recession has resulted in a reduced demand during 1991/92 but occupancy rates remain relatively high. English Estates manages these rented units for the Rural Development Commission and has been instructed to dispose of them to the private sector, although take up has been slow. Disposal may adversely affect the estates' management and the longer term availability of starter units, and is opposed by the Board.

6.29 There is now little public sector finance available for new workshops. The Rural Development Commission has reviewed its strategy and shifted resources away from direct provision of new industrial units to other initiatives. The previous discussion (paragraphs 6.17 to 6.22) showed that, despite individual business failures or closures during the past 10 years, there are no major concentrations of unemployment to which employment generating activities need to be channelled by the allocation of specific areas for development.

6.30 The Board's 1989 Survey of

Employers highlighted two areas in which indigenous firms were hoping to expand or relocate: Bakewell and the Hope Valley. There therefore remains some need for small-scale local provision of workspace, best met by conversions or by limited allocation of land to meet local industrial needs in Bakewell and the Hope Valley. The land required is unlikely to exceed one or two hectares in either case or to be all on one site. The specific amount of provision will be heavily influenced by local factors to be taken into account in the Local Plan. Its identification will strengthen the Board's ability to deal with unsuitable speculative applications in these areas. Elsewhere, employment needs are best dealt with in response to local initiatives as they arise, judged against Policy E1.

Economy Policy 2: Bakewell and the Hope Valley

E2

Strictly limited provision will be made in the Local Plan for small scale industrial development in Bakewell and in the Hope Valley.

Issue 3: Home Working

Reasoned Justification

Policy Background

6.31 The 1979 Structure Plan did not address this issue. More recent national policy guidelines "Industrial & Commercial Development & Small Firms" (PPG4) states that "Many small businesses are started by people working in their own homes. This will not necessarily require planning permission. Permission is not normally required where the use of part of a dwellinghouse for business purposes does not change the overall character of its use as a residence. For example, the use by a householder of a room as an office would not normally require permission. It is reasonable that where the business use becomes dominant or intrusive permission should be required (and may be refused) but many small businesses can be carried on from home without serious detriment to neighbouring property".

6.32 In 1991 27% of Park residents in employment were self-employed compared with 13% in England and Wales. In 1981, 17% of the people who worked in the Park worked at home in a range of primary, manufacturing, service and distributive jobs. Recent technological developments have enabled greater decentralisation of employment and increased the opportunities for home working. An increasing proportion of the Park's residents are likely to be working at home in the future. In 1981, some 833,000 people worked from home throughout Great Britain. This figure is widely predicted to rise as technology and cultures change and as fuel costs rise. Home working can have environmental benefits by reducing travel costs and pollution. The Board has encouraged home working through its involvement with telework initiatives. Initiatives like the telecottage at Warslow and the telebusiness

centre at Eccles House, Hope Valley, where local firms and individuals gain access to new technology, will increase local awareness of what is available and can be achieved. They might also attract others to move to the area because of the benefits of their 'core' facilities.

6.33 One consequence of this may be that people move away from traditional centres of employment to more desirable locations. There is a need to limit the impact of home working in order to protect the existing dwelling stock, and to conserve the character of the landscape and existing settlements. National policy guidelines as to when home working involves a material change of use and hence requires planning permission must be reflected locally. Where planning permission is required, (for example where a householder sets aside a room for business purposes or is assisted

by another worker), a change of use to Class B1 industrial or office use might be appropriate. However, it would be essential to ensure that the scale of the business does not significantly alter the overall residential character of the dwelling or area, lead to demands for further undesirable development of the site, or result in unacceptable disturbance. Where permission is given, it would normally be granted subject to conditions on the level of noise and other disturbances. Where businesses grow beyond an acceptable level, it may be necessary to find alternative locations within the Park or in nearby local centres.

6.34 Extensions to accommodate home working should be considered in the same way as any other residential extension, providing that the home working is itself considered acceptable.

Economy Policy 3: Home Working

E3

Permission will normally be granted for change of use of part of a dwelling, or its extension where this involves change of use, from residential to Class B1 industrial or office use, provided that this does not result in loss of either the prime residential use of the building or the residential character of the surrounding area.

Issue 4: Peak District Products

Policy Background

6.35 The 1979 Structure Plan advocated "the development of craft industries in the settlements of the Park in association with the Council for Small Industries in Rural Areas and other interested organisations" (para 10.88).

Reasoned Justification

6.36 Craft industries are normally the result of individual initiative and generally require few incentives to locate in an attractive rural area. Their products add value to local produce and are often sold locally and targeted at visitors to the area. Some involve a high added-value element and are marketed over a wider area. They help diversify the local economy and enhance the valued characteristics of the Peak District. This type of industry is often suited to

the use of existing buildings and can be less disruptive than some general industrial activity.

The Board has encouraged local product development where the type of use can be carefully controlled.

6.37 Conditions can be imposed on local product enterprises so that it is possible to permit a use which would otherwise be refused. It should be emphasised that the scale of an activity can be very important in such cases and it is not intended that a business should grow to a size that would not have been permitted in the first instance. It is considered that an additional strategic land use policy is not needed, particularly in the light of policies for farm diversification and home working.

6.38 The Board wishes to see tourism development take account of conservation and of National Park objectives and to encourage

promotion of those local products that use local raw materials to produce 'Peak District' goods, consistent with those objectives. The Board supports the local group called Peak District Products.

The Board's encouragement for local product development

6.39 The Board will encourage small scale enterprises which add value to local produce, and will encourage the sale of local products through shops and tourist businesses.

Issue 5: Safeguarding Workspace

Policy Background

6.40 The 1979 Structure Plan did not contain a land use policy specific to this issue.

Reasoned Justification

6.41 The loss of industrial land or buildings and associated employment opportunities could create additional pressure to identify new sites for industrial use. There have been instances where industrial land or buildings have fallen vacant and alternative uses have been sought. Precise circumstances vary, but these cases generally fall into one of two categories: firstly, demolition and redevelopment for another use; and secondly, conversion to another use. Both of these result in a loss of industrial land and, depending on the new use, a loss of employment opportunities. In many parts of the National Park, new workspace to replace that lost would result in a visual intrusion into the landscape or settlement and would be unacceptable in terms of the Board's overriding conservation aims. It is, therefore, preferable to retain land and buildings currently used for industrial purposes for similar use, wherever this does not itself conflict with conservation aims. This is especially so if it remains suitable for modern industrial processes, is not constrained by poor access and is in a location where noise and other disturbance would be acceptable.

<p>Economy Policy 4: Safeguarding Industrial/Business Land and Building</p>	<p>E4</p>
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Planning permission will not normally be granted for development which would lead to the loss of existing industrial land and buildings or business premises. An exception may be made where use for an employment purpose is not compatible with other Development Plan policy.

7 RECREATION AND TOURISM

Introduction

7.1 This Chapter reviews the policies on recreation which were set out in Chapter 9 of the 1979 Structure Plan. In summary, these:

- (a) accepted recreation development where it would not cause unacceptable environmental damage;
- (b) sought to increase accommodation for staying visitors;
- (c) accepted camping and caravan sites, particularly for touring use;
- (d) advocated management schemes and plans to regularise impact and resolve conflicts.

7.2 The new policy approach:

- (a) rejects the construction of separate new buildings but allows for conversions to provide tourist accommodation;
- (b) rejects large caravan sites and static caravans;
- (c) guides development according to its acceptability in different zones;
- (d) encourages the development of community recreation facilities;
- (e) safeguards recreation sites and resources;
- (f) allows further development of camping barns;
- (g) provides for mobile vendors at remote sites.

Objectives

The Board's objective for recreation and tourism

7.3 To provide for visitors and local people seeking quiet enjoyment of the valued characteristics of the Park; to achieve a more even spread of visits over the year; to increase the number of visitors who stay one night or more; and to maximise local social and economic benefits subject to the conservation priority.

National and Regional Policy and Context

7.4 National Park Authorities have a statutory duty under the 1949 Act to promote the enjoyment of the area by the public. Enjoyment is specifically linked to opportunities for open air recreation. Government advice following the Sandford Report made it clear that wherever there is irreconcilable conflict, this duty is secondary to that of conserving and enhancing the natural beauty of the area.

7.5 The Visitor Survey 1986/87 estimated that a total of 18.5m visits were made to the Peak District National Park each year, showing a 10% increase on the Report of Survey estimate of 16.8m visits per year in 1974. The number of visits is estimated at 22m in 1994. No national or regional forecasts have been made for the day visitor market. However, national trends in factors such as income, leisure time and car ownership together with continued development and awareness of new visitor attractions within the region, makes further growth seem likely. Tourism is clearly important to the Park's economy in terms of both jobs and income generated. The 1986/87 Visitor Survey estimated that tourism provides £75m (turnover) to the local economy. Accurate information on jobs in tourism in the National Park is not available. However, the 1989 Employment Survey suggested that tourism provides 500 full-time, 350 part-time and 100 seasonal jobs. This does not include jobs in shops or services dependant on tourism, nor farmers and their families providing accommodation or refreshments. Over the 5 years (1991-96), employment in tourism nationally is forecast to rise by about 18% (EMTB Strategy Review).

7.6 Government advice in Circulars 4/76 and PPG21 states that where there is irreconcilable conflict, the duty to conserve and enhance takes priority over promotion of public enjoyment. Circular 4/76 states that future policies for recreational use in National Parks

should be related to the particular qualities of the different types of area, and advises that suitable proposals should be made in National Park Plans to deal with noisy pursuits. PPG 7 "The Countryside and the Rural Economy" says that the growth of tourism "needs to be reconciled with a full regard for the environment", and PPG 17 emphasises the need for sport and recreation to be in harmony with countryside (see para. 7.12). (PPG21 replaced earlier advice on tourism in 1992 and does not conflict with the Policies in this Plan.)

7.7 "Fit for the Future", the Government policy statement on National Parks (1992), states that National Parks should provide a wide range of experiences for the visitor, but that these should not interfere with the quiet enjoyment of the area. It confirms that "those experiences which are unique to the Parks - and which are largely related to the quiet enjoyment of these areas - should be protected and fostered. New recreation uses which threaten these qualities are inappropriate". The Government proposes to introduce legislation "to restate National Park purposes to refer expressly to quiet enjoyment and understanding". Tourism is acknowledged as an important economic activity, but developments should be subject to strict control over number, location and extent.

7.8 The Government's report 'Tourism and the Environment'²⁶ considered the benefits and problems which tourism can bring to visitors, the environment, and local communities. It proposed guiding principles for tourism, underlain by the concept of sustainability and trusteeship - the idea that the needs of today's visitor should not be met at the expense of future generations. Through the Development Plan and countryside management work, the Board embraces these principles.

7.9 PPG17 (Sport and Recreation) emphasises the importance of sport and recreation to all sections of the community. It clarifies the need for the planning system to allocate adequate land and water resources for organised sport and informal recreation. It reaffirms that in National Parks, conservation and enhancement of the Park's natural beauty must take precedence over recreation provision where there is irreconcilable conflict. It states that "sport and recreation activities in the countryside should be appropriate and in

harmony with it", including "the ability of the land to sustain that activity in the long term".

7.10 Regional Planning Guidance (RPG8) confirms the importance of the conservation of the Peak National Park for the East Midlands region. In such specially protected areas, policies should reconcile tourism with the protection of fragile environmental elements. If this is not possible, conservation should take precedence

7.11 The Regional Councils for Sport and Recreation and the Regional Tourist Boards prepare strategies for recreation and tourism. Generally, these strategies are consistent with the Board's approach, policies and practice. The East Midlands Regional Council for Sport and Recreation now recommends that local authorities prepare local strategies for sport and recreation in their areas. To date, the authorities within the Park have not done so.

Issues

7.12 Consideration of existing policy and development pressures has led to a review of policy under the following issue headings:

1. Recreation and tourism development in different parts of the Park; (policies RT1 and RT2).
2. Accommodation for staying visitors; (policy RT3).
3. Camping and Caravanning (policy RT4).
4. Other visitor facilities; (policy RT5).

Issue 1: Recreation and Tourism Development in Different Parts of the Park

Policy Background

7.13 This section includes the Board's approach to proposals for all forms of tourism and recreation development, including provision of facilities, tourist accommodation and community recreation developments such as sports halls and playing fields. However, many forms of recreation do not have specific land use requirements which fall within the scope of planning control and for these the Structure Plan is not, therefore, relevant. For such situations, the National Park Plan

contains detailed guidance on the management of recreation, mainly by agreement.

7.14 The 1989 National Park Plan defines 5 zones appropriate for various types and intensities of recreation use and for different scales of provision of recreation facilities ranging from Zone 1 = least capable of intensive recreation use, to Zone V = most suitable for such use. The 1989 Plan states a preference for recreation opportunities appropriate to the physical resources, character and capacity of different parts of the Park. These proposals will be assessed in the light of the Board's conservation duty, recreation zones, and carrying capacity. Inclusion within a zone is based on the type and scale of activity appropriate to it, irrespective of whether or not such use is already made of the area. Recreation management will be used to attract or deflect visitor activity in particular areas (Policy 10.17). Recreation activities are dealt with individually, with many references to Access Agreements, licences etc. Specific policies are included for winter sports (Policies 13.58 and 13.59) and reservoir recreation (Policies 13.88 and 13.89). Activities are also considered within area proposals. Paragraph 13.64 urges multiple use and enhancement of playing fields, play areas and other sports facilities, with the objective of increasing visitor use and maximising their usefulness to the whole community.

7.15 The English Tourist Board and Countryside Commission recently drew up "Principles for Tourism in National Parks" (1989)²⁷, by which tourism development should be guided and judged.

Reasoned Justification

7.16 Sporting participation and informal countryside recreation have grown in popularity and bodies such as the Countryside Commission, Tourist Boards and Sports Council suggest that this growth will continue. Future trends in leisure and work time, and greater affluence and car ownership will affect recreation and tourism demand. The 1986/87 Visitor Survey showed that the major activities of visitors to the Park are sightseeing and driving around (40%) and walking (29%), whilst only 4% take part in sports such as climbing, horseriding or fishing.

7.17 New sports such as hang-gliding and mountain biking have become popular since the 1979 Structure Plan. Changes in agricultural profitability and trends for farm diversification may, during the Structure Plan period, lead to increased pressure for recreation development.

7.18 The National Park Plan states that preference should be given to those activities which need to use the Park's special qualities and resources, an approach which favours for example walking, climbing, riding, cycling or fishing, and not for example, motorised sport, clay pigeon shooting, or artificial ski slopes. Even then, consideration must always be given to the impact of some seemingly acceptable pursuits as a result of noise, visual intrusion, or effects on valued characteristics such as natural habitats and the cultural heritage.

7.19 The Regional Tourist Boards argue that the average tourist has become more sophisticated and discerning. Without enhanced facilities, the Tourist Boards consider that it may be difficult to attract staying visitors, particularly in off-peak months. Some proposals have sought to provide sporting or leisure facilities for their occupants or for a wider audience in large complexes. Where these facilities are unrelated to their location or setting or to the use of the land for quiet enjoyment of the countryside, the Board does not consider such proposals appropriate.

7.20 The areas around the Park are already well supplied with major tourist attractions, including Alton Towers and the American Adventure. Towns and villages on the fringe of the Park also provide a variety of facilities within easy reach of visitors staying in the Park. The National Park Plan recognises the vital role of recreation areas on the periphery of the Park. It is therefore entirely appropriate that the Park should concentrate on those who seek a genuine National Park experience, and that provision for less appropriate activities should be accommodated, where possible, outside its boundaries. The Board supports joint working through the Peak Tourism Forum, including efforts to increase staying visitors to the wider Peak District and not just to the National Park.

7.21 The National Park Plan suggests that it is desirable to apply a broad-ranging concept of

carrying capacity²⁸, in order to regulate activity in different areas to desirable levels. It is accepted that the application of this concept may be difficult to achieve, but the aims of preventing physical or ecological damage, harm to the character of villages, or simple destruction of the visitor's experience of quietness and solitude in the countryside, remain valid. The capacity of the local road system is a further limit to recreational carrying capacity. The Board considers that different levels of recreation activity and provision of facilities are appropriate within different parts of the Park. Within the Natural Zone, there should be no development. Elsewhere, three recreation and tourism zones are identified. These are derived from the five zones in the National Park Plan, which are considered to be unnecessarily complicated. The next review of the National Park Plan will reflect this simplification. The zones will be defined in detail in the Local Plan.

7.22 The Board has pursued joint studies and action with other authorities and agencies in several areas. Management plans have been prepared for the Board's own estates. The Board is committed to local visitor management schemes or plans, but developing this kind of programme is a matter for the National Park Plan. The land use implications of localised problems are a matter for the Local Plan.

7.23 Residents in rural areas often have to make do with less choice of, and poorer access to, play and recreation facilities than

those in towns and cities. Whilst there may be recreational benefits from living in rural areas, surrounding beautiful countryside does not necessarily compensate for the lack of formal playing fields, sports halls or swimming pools. Additional visitor use of community facilities can improve their viability. Over the past twenty years, the substantial expansion of sporting opportunities has been mainly due to the activities of local authorities. Any continued growth in costly capital provision of indoor sports centres and swimming pools is likely to depend on further investment by local authorities. In Bakewell, the East Midlands Regional Strategy for Sport and Recreation has identified a shortfall of facilities below minimum recommended standards of provision, for sports hall, swimming pool and indoor bowling green. The Strategy recommends that local authorities strive to achieve these standards. The Development Plan should therefore allow for the provision of a basic level of provision for Park residents and the Local Plan may need to identify suitable sites.

7.24 The National Park possesses major recreation resources of national and regional importance, particularly for walking, private or educational climbing and caving. It is important to ensure that such major resources, and existing community recreation facilities such as playing fields, play areas and sports halls continue to be available for recreational use, unless a satisfactory replacement facility is provided.

**Recreation and Tourism Policy 1:
Recreation and Tourism Development**

RT1

Recreation and tourism development will normally be permitted provided that

(a) it relates to quiet enjoyment and activities dependent upon the use of the natural and physical characteristics of the area; or is for community recreation, especially to meet an identified shortfall in the basic level of provision

and (b) its scale, form and character will not adversely affect the valued characteristics of the area taking into account:

(i) potential conflict with other established and appropriate recreation activities

and (ii) the carrying capacity of the area (ecological, physical and perceptual)

and (iii) its location in the following recreation and tourism zones:

Zone 1 Where small scale and low key recreation and tourism development may be appropriate

Zone 2 Where modest scale recreation and tourism development may be appropriate

Zone 3 Where development associated with the higher intensities of recreation and and major tourism facilities may be appropriate.

**Recreation and Tourism Policy 2:
Safeguarding Recreation Sites and Resources**

RT2

Existing community recreation sites and areas or features which provide important recreation resources will normally be safeguarded, unless a satisfactory replacement is provided.

The Board's intentions for further visitor management

7.25 Recreation and Tourism Zones and, where appropriate, priority locations within them, will be defined in the Local Plan.

Where circumstances show the need, the Board will seek to regulate the impact of recreation visitors to the park and resolve conflicts through, for example, the local plan or visitor management schemes or plans.

Issue 2: Accommodation for Staying Visitors.

Policy Background

7.26 The only reference to tourist accommodation in Circular 4/76 states that caravans as second homes (i.e. statics) should be discouraged, but that suitable provision should be made for touring caravans.

7.27 The 1979 Structure Plan encouraged provision of increased staying visitor accommodation, particularly in certain areas, and favoured conversion of existing buildings. Policies dealt with camping and caravanning, with a presumption against static caravans for use as permanent homes. Chapter 17 of the National Park Plan includes detailed policies for different forms of holiday accommodation.

Reasoned Justification

7.28 The Peak District is not primarily a staying holiday area - only about 10% of visits to the Park are made by people staying on holiday in or close to the Park (1986/87 Visitor Survey). The Tourism Action Programme²⁹ estimated that, in 1986, almost 1.25m visitor nights were spent in the Derbyshire and Staffordshire Rural Development Areas. The majority of these were second holidays rather than main holidays. Over 85% of staying visits occur in the summer, with consequent problems of seasonal jobs and services. The trends in the holiday industry described earlier suggest that the number of staying visitors will continue to grow, and with it the pressure for providing tourist accommodation. The Park has seen the development of a substantial number of small self-catering units, often by conversion of redundant buildings. In some areas of the country there now appears to be a surfeit of provision, leading to a reduction in occupancy rates and lower financial viability. The Regional Tourist Boards advise that, as yet, this does not appear to be the case in the Peak District, and that there would still appear to be consumer demand for further growth. However, the capacity of some areas has already been reached.

7.29 The 1979 Structure Plan favoured increased accommodation provision, particularly in the moorlands, valleys and foothills and the south west. However, this has not proved particularly successful in directing the provision of accommodation to any individual part of the park. It is not proposed to repeat this approach.

7.30 The Board wishes to allow the provision of appropriate additional tourist accommodation. Because day visitors far outnumber staying visitors, it is not expected that increases in accommodation will significantly affect the total number of visits to

the National Park. Staying visitors spend proportionately much more than day visitors. The provision of tourist accommodation generates jobs, even though many are only part-time or seasonal.

7.31 The Board believes that farm tourism (camping and caravans, bed and breakfast, self catering or camping barns) is particularly appropriate where it supports the income of a working farm. The benefits of farm tourism can be 4-fold; - it is a useful supplementary source of income to farmers, traditional buildings may be renovated; visitors enjoy interesting, good value holidays; and farming families enjoy the contact. The Board encourages and supports co-operative groups such as Peak District Farm Holidays, and promotes the camping barn network. The conservation chapter contains policy for farm diversification, which is compatible with the development of tourist accommodation (Policy C7).

7.32 In recent years there have been a number of planning applications for conversion to holiday use of complete ranges of farm buildings in separate ownership from the farmland. Acceptance of the principle that the majority of redundant traditional buildings at any one farm can be used for tourist accommodation would inflate the value of the buildings and provide further incentive for the separate sale of farm houses and buildings from their land. The Board believes that the farming side of the business should remain dominant, to reduce the risk that farmsteads are sold separately from their land (see policies C5, 6 and 7).

7.33 There is sufficient scope for providing additional holiday accommodation in existing buildings in the Park, without the need for new buildings. Small scale bed and breakfast provision does not normally require planning permission. In some cases, extensions to existing buildings may be appropriate to provide extra facilities or to upgrade existing accommodation. The general criteria which might limit conversion of buildings to other uses, including tourist accommodation, are considered in the Conservation chapter. Where it is necessary to control occupation, planning conditions can limit use to holiday accommodation.

7.34 The criteria for considering proposals for different types of staying visitor

accommodation (e.g. self-catering, guest house, B&B, hotel and inn, hostel and residential field study centres) are not sufficiently different to require separate policies for each. The management of holiday accommodation on a timeshare basis is in itself not a factor of concern to the Board, or

one which can be controlled through the planning process. It is the large scale of some proposals, and the additional, unrelated recreation facilities which may be unacceptable in the Park. Only camping and caravanning merit separate policy consideration.

Recreation and Tourism Policy 3: Tourist Accommodation

RT3

- (a) Development which provides tourist accommodation will normally be permitted provided that it involves extension or improvement of existing built accommodation, or acceptable conversion of traditional buildings. The construction of separate new buildings to provide tourist accommodation will not normally be permitted unless as an extension of existing accommodation.**
- (b) Where the proposal is on a farm, Policy C7 also applies. Change of use to a camping barn will normally be permitted, provided that the character and setting of the barn will not be adversely affected.**

Issue 3: Camping and Caravanning

7.35 The Joint Study on Camping and Caravanning was set up in 1978 to resolve problems of camping and touring caravanning in and around the Peak District. The Study involved 26 private and public agencies which, with one exception, subscribed to the conclusions in the Study Report published in 1980. The Joint Study resulted in adoption of a co-ordinated approach to the provision of new sites, establishment of guidelines for site standards, and alleviation of problems at peak periods. The Study Group was wound up at the end of 1989, when it was felt there was little further work to be done. Policies in the Joint Study Report are still used to assess new proposals both inside and on the fringe of the Park, in conjunction with Structure Plan policies.

7.36 In 1990, there were over 3,000 pitches for caravans and tents on the Park's 114 authorised sites, almost three times as many as there were in 1978. Although the worst problems of unauthorised sites, rallies, and danger to public health of the 1970s and 1980s seem to have been settled, estimated numbers of caravans during the summer months are higher than in the early 1980s. The estimated

number of tents is lower than early 1980s levels. In summer 1986, 56% of visitor nights spent in the Park were on camping or caravanning sites (1986/87 Visitor Survey). Since camping and caravanning is the most popular type of accommodation, policies should make suitable provision, in line with other National Park objectives.

7.37 There is still scope for new small farm-based sites. Where there is pressure for sites to be open all year, the implications for visibility of caravans and tents in the winter will need to be assessed. Further large sites are not considered appropriate in the Park because of their impact on the landscape. This represents an important change of policy since the National Park Plan, which recommends acceptance of larger sites in recreation zones IV and V.

7.38 Static caravans are not considered appropriate. This follows the view of the Joint Study which gives priority to touring caravans, providing opportunity for more people to enjoy the area. In the Park, statics are largely used as weekend cottages and are often under-occupied. Where static caravans are accepted, it is important that their colour does not draw attention to their location in the landscape. The conversion of static caravan pitches to chalets which fall within the legal

definition of caravans can be even more intrusive and permanent in the landscape, but may be beyond the scope of planning control.

Such chalet developments are not considered appropriate in the National Park.

Recreation and Tourism Policy 4: Camping and Caravans

RT4

(a) The development or improvement of touring camping and caravan sites will normally be permitted within the recreation and tourism zones as follows:

Zone 1 Where only small well-screened backpack campsites are appropriate

Zones 2 & 3 Where small sites may be appropriate provided that they are well screened and close to existing farmsteads

(b) Sites which would be out of keeping with their surroundings, for example because they are too large, will not normally be permitted

(c) Proposals for static caravans will not normally be approved. The conversion of existing static pitches to touring pitches will normally be supported

Issue 4: Other Visitor Facilities

Policy Background

7.39 PPG21 draws attention to the social contribution that tourism can make in supporting a wider range of amenities and services than would otherwise be viable, but also to the severe pressure on some services. The 1979 Structure Plan referred to traffic management schemes, including car parks, as a means of relieving congestion. In 1982 a policy approach towards mobile vendors was agreed by the Board. This considered that mobile vendors would only be acceptable at recreational sites with adequate parking, access and screening, and where permanent buildings were impractical, undesirable or not available nearby. The National Park Plan in Chapter 14 deals with car parking, picnic areas, toilets, etc. with the objectives of providing facilities to enable visitors to enjoy the Park, while minimising the impact on the environment and local people. Detailed factors are given, which are to be considered in selecting car park sites.

Reasoned Justification

7.40 The Visitor Survey suggests that over

60% of the increasing number of visitors to the Park use a car park, over half use a public convenience, and 18% use a picnic area during their visit. At peak periods, particularly Sundays and Bank Holidays, demand for all types of facility can outstrip their provision. There is likely to be a further increase in demand, particularly for additional car parking, if expectations on increased outdoor recreation and car use materialise. The Board has developed car parks itself, or with its partners in accordance with Area Management Plans. However, the principal responsibility for town and village car parks, as opposed to rural car parks, lies with District Councils. The Board is able to provide toilets and shelters related to camp sites and car parks, and offers grant aid to bodies which provide public toilets catering primarily for visitors. Picnic areas have been provided by the Board in appropriate sites close to car parks, and it can grant aid their provision by others.

7.41 An increase in informal roadside car parking is in many places intrusive and unsafe. Consideration as to whether additional car parking facilities should be provided, must bear in mind overall assessments of capacity in different parts of the Park. However, a specific strategic policy for recreational car parks is not required. Proposals should be judged against policy RT1 and transport policies (especially

T8). Proposals for the provision of picnic sites and permanent buildings, including toilets, will be considered within the context of Policy RT1 and all other policies in the Development Plan. They do not require an additional strategic policy.

7.42 The Board licences mobile vendors at Board-owned sites, and has acted to enforce restrictions where unlicensed vendors cause problems. In addition, the District Councils are also able to prohibit trading in laybys, as has

been done on the A57 and A628. The Board will work jointly with District Councils and Highway Authorities to resolve any problems which emerge in relation to mobile vendors.

The Board's approach to roadside vending

7.43 Where roadside vendors create problems, District Councils or Highway Authorities will be asked to use their powers to direct vendors to acceptable locations.

Recreation and Tourism Policy 5: Mobile Vendors

RT5

Proposals by mobile vendors to use sites within the Park will not normally be approved unless it is accepted that an exceptional and compelling need exists and permanent facilities are impracticable, undesirable, or not available nearby. Sites will normally be in car parks or picnic sites.

8 MINERALS AND WASTE DISPOSAL

Introduction: Previous Policies

8.1 Previous policies for mineral working were set out in Chapter 12 of the 1979 Structure Plan. They can be summarised as:

Policy 12.22 No new provision for mineral workings or extensions.

Policy 12.24 All proposals were subject to rigorous examination by reference to 4 criteria:

- (a) Need to conserve the environment of the Park and the extent to which a proposal would be damaging.
- (b) Effect of traffic on the safety and character of the Park.
- (c) Need, nationally and locally, for the minerals to be worked.
- (d) Lack of practicable alternative sources.

Proposals which would be a major intrusion were to be resisted.

Policy 12.25 If permission were given, conditions would be attached to minimise the impact by landscaping, restoration, after-use, etc.

Policy 12.40 Where further land was needed for limestone extraction, extensions were preferable to new workings.

Policy 12.45 For fluorspar working, the least damaging methods of operation were required.

Policy 12.53 Alternative employment opportunities were encouraged.

Policy 12.54/55 Proposals for mineral exploration were to be considered on their own merits, without prejudice to subsequent proposals for mineral working.

The Board's previous policies did not specifically refer to waste disposal, ancillary mineral processing activities, or oil and gas operations.

8.2 The main changes introduced in this Plan are:

- (i) to include oil and gas, waste disposal and ancillary operations;
- (ii) to have regard to the national requirement to maintain a landbank for aggregate minerals appropriate to the whole Park;
- (iii) to approve only proposals that are in the public interest where there is no reasonable alternative site.
- (iv) not to approve major development proposals other than in exceptional circumstances;
- (v) to safeguard known mineral reserves, especially high quality limestone for special uses.

The Board's objective for Minerals and Waste Disposal Control

8.3 To provide comprehensive land use policies which provide a framework for dealing with applications for mineral working or waste disposal and related matters so as to conserve and enhance the valued characteristics of the National Park.

National & Regional Policy Context

8.4 The Government's policy advice on mineral working is set out in Minerals Planning Guidance Notes (MPGs) and PPGs, e.g. PPG7. The latest advice (covering all mineral proposals) is set out in MPG6, published in April 1994. The Board's policies have been developed to take account of the national policy advice, and have been derived from previous policy statements such as Circular 4/76; the "Waldegrave statement" of April 1987³⁰, the Government's response to the "Fit for the Future" report (HMSO January 1992) on National Parks; and PPGs 1 and 7.

8.5 MPG1 sets out basic minerals guidance while MPG6 (published in April 1994) sets out the national "Guidelines for Aggregates Provision" in England. MPG6 takes into

account the work of the Regional Aggregate Working Parties. The 1989 Guidelines recorded a very substantial reserve of aggregate minerals (especially hard rock) within the East Midlands region. The current approved reserve of aggregate minerals ("the landbank") within the National Park considerably exceeds the current guideline provision "apportioned" to the Peak National Park in accordance with latest MPG6 forecasts. There is however still concern that overall national demand for aggregate minerals will continue to increase, with consequent pressure for workings in sensitive countryside areas. Several Department of the Environment research projects are therefore investigating "demand management" issues including recycling and re-use of minerals, and alternative or additional sources of aggregates such as coastal quarries and marine resources.

8.6 Regional Planning Guidance for the East Midlands Region (RPG8) confirms the Government's commitment that minerals development in the Park should not take place other than in exceptional circumstances. Approval for the limestone required for flue gas desulphurisation should not normally be granted.

Changes since 1980

8.7 There have been numerous legislative changes since 1980 affecting minerals planning and pollution prevention. This reflects the growing public concern about environmental issues. The 1981 Minerals Act introduced a standard 60 year time limit on all existing minerals permissions, aftercare conditions on restored sites and Minerals Review powers. The 1990 Environmental Protection Act introduced new Integrated Pollution Control powers. The 1991 Planning and Compensation Act further strengthens the importance of policy and provides new powers to enforce compliance with conditions. New registration procedures for Interim Development Order consents (dating from 1943-48) came into force in September 1991.

8.8 In the quarrying industry, investment is generally concentrating in fewer, larger quarries. The Board has established closer, technical contact with the minerals operators. Environmental issues have been given more

attention by operators and, in most cases, the general standard of environmental management has been improved. Output from many quarries has risen while employment has fallen.

Limestone Quarrying

8.9 The Peak National Park remains a major source of hard rock, especially limestone, with 10 major active quarries. Many of these sites originally started before control under the Planning Acts came into force in 1948, and some still operate under consents granted in the early 1950s. By far the largest single quarry development since 1980 has been the extension of Tunstead Quarry into the National Park near Buxton. This was approved on appeal in 1980 because the national need for the high purity limestone for chemical use was deemed to outweigh the environmental impact on the Park. The quarry came into production in the mid 1980s and the output of both chemical stone and the by-product, aggregate, has been steadily increasing. Ultimately, this one quarry could have an output of up to 10 million tonnes per year over a period of 60 years. Five other quarry extensions have been approved and two have been refused since 1980.

8.10 During the 1980s the Regional Aggregates Working Party carried out monitoring surveys of rock production. Total sales from the Peak National Park rose from 3.9 million tonnes to 8.6 million tonnes over that period. The Park now produces about 33% of the East Midlands total. However, with the development of the Tunstead/Old Moor quarry, the output of both aggregate and non-aggregate stone has increased considerably since the mid 1980s (and will continue to do so for the next few years). The non-aggregate figures include the use of limestone to produce cement from the Blue Circle works at Hope, which was generally maintained throughout this period at around 1.3 million tonnes p.a. of stone. The total stock of rock reserves

with planning permission rose in the early 1980s (partly due to new extensions approved and partly due to a re-assessment at one major site) and have since declined slowly. Permitted reserves remain at a high overall level and represent a sufficient 'landbank' (the stock of permitted reserves) for many years, certainly well beyond the life of this Plan.

8.11 Some of the active limestone quarries in the Park operate under planning consents granted in the early 1950s or 1960s. These consents do not normally include conditions which specify an end date or require restoration. Where opportunities occur, a new quarry development plan, normally incorporating progressive landscaping, restoration and other modern planning and environmental controls is negotiated and old consents are revoked. One major example of this sort of application was at the limestone quarry for the Hope Valley cement works, where a new permission was granted in May 1990 with major changes of operational and environmental benefit. The Department of the Environment is investigating how rock blasting techniques can be adapted to leave final rock faces in a form which will merge more quickly into the landscape and simulate as closely as possible the natural rock faces which are typical of limestone dales.

8.12 During the early 1980s, a legal test case at Hartshead Quarry resulted in a House of Lords ruling which established that old mineral consents are not invalidated by not being worked.

Gritstone Quarrying

8.13 During the 1980s there was a considerable revival of interest in gritstone quarrying for dimensional³¹ building stone. Several quarries were reopened or significantly enlarged, often within areas covered by pre-existing planning consents from the 1950s. This applied particularly in the Stanton Moor area, where lorry traffic on the steep and narrow lanes is a major problem. The disposal of quarry waste has resulted in some large and prominent tips. Sales of gritstone from the Peak Park amounted to about 35,000 tonnes in 1990.

8.14 Gritstone is still worked intermittently at two quarries for crushed aggregate and road

stone. The only other major gritstone quarry producing aggregate finally closed in 1986 and is now being restored to agriculture.

Vein Minerals

8.15 In the late 1970s and early 1980s, the vein minerals industry, particularly fluorspar and barytes, was very buoyant with two major fluorspar processing plants in operation in or near the Park. This resulted in numerous extraction sites of a range of sizes in various locations. These created considerable problems, particularly lorry traffic. There is now only one major fluorspar processing plant, operated by Laporte Minerals at Cavendish Mill. This processes about 300,000 tonnes of crude ore per year to produce about 80,000 tonnes of acid grade fluorspar - about 70% of the UK supply. The tailings (a slurry produced from the processing plant) are pumped to a lagoon and some are now backfilled underground.

8.16 Ore is supplied from both underground mines and opencast workings. Recent underground workings were based on the Longstone Edge vein, but these areas now have a limited life. An alternative underground mine was approved in 1986 on a different vein at Milldam Mine, Great Hucklow and is now in production. A new mining method, incorporating backfilled, cemented tailings from the processing plant, is being used in the mine. This has the dual benefit of reducing the risk of surface subsidence and ensuring that no further tailings disposal lagoons will be required.

8.17 The main opencast sites are now on Bradwell Moor, with the largest on Dirtlow Rake, where a new type of geological ore-bearing structure was found. Such open-pit workings result in large temporary heaps of waste rock, but cladding the sides with tailings allows a temporary growth of grass to minimise the visual impact. The waste rock is then available to refill the workings. On some vein mineral sites, there has been pressure from operators to allow crushing and sale of surplus limestone. It is a matter of judgement how

much limestone is ancillary to the primary purpose of vein mineral extraction - it should not become the primary purpose.

8.18 During the 1980s and early 1990s, there has been significant improvement in the overall standard of site working, backfilling and restoration. Some former working sites, left derelict by previous operators, have been tidied up or restored, - either for agricultural use, as a wildlife habitat or for alternative uses. In several cases footpaths, formerly obstructed by mineral workings, have been reopened or diverted onto appropriate routes.

8.19 Calcite is still worked at a number of opencast sites and processed at three sites. Two of these now process a range of decorative products using aggregates mainly imported from elsewhere. Imports have generated extra traffic impacts which have been partly overcome by traffic regulation orders.

Oil and Gas

8.20 During the 1980s, a number of exploration licences were granted by the Department of Energy within the Park. A detailed 'code of practice' was negotiated with the operator in several cases to minimise damage to the peat moorlands. A number of other enquiries were received but have not been pursued by the relevant operators.

Other Minerals

8.21 Silica sand was formerly extracted at several sites west of Youlgrave to serve the refractory brickworks at Friden. That works now imports all of its supplies. Some of the pits are now used for waste disposal. Some have become valuable wildlife habitats, while some can also be of geological or industrial archaeological interest.

8.22 Fireclay was formerly mined and quarried to serve various factories in Sheffield and Cheshire. All the mines have now closed and only one dormant quarry remains near Bradfield. Substantial surface restoration was done in the early 1980s.

Waste Disposal

8.23 The 1979 Structure Plan did not contain policies for this topic but it has since become an important land-use issue. There have been substantial changes in national legislation, under the Control of Pollution Act 1974 and the Environmental Protection Act 1990. The County Councils and Metropolitan Districts are currently the licensing authorities. Liaison will continue to be necessary to ensure that land-use planning and licensing controls are mutually compatible. The majority of the Peak District lies within Zone 2 of the National Rivers Authority's Aquifer Protection Policy where there are severe constraints on waste disposal, to prevent pollution of the ground water and local rivers. The stronger enforcement powers now available to licensing authorities against unauthorised waste tipping often provide a more effective means of control than planning enforcement procedures, but tracking down offenders can be a time-consuming task.

8.24 The main sources of waste arising within the Park and in the towns and cities immediately surrounding the Park are:

- (a) Household, Domestic & Commercial Waste is collected by District Councils and the relevant County Councils are responsible for disposal. Most sites in the Park have now closed.
- (b) Industrial Waste. Several businesses operate their own licensed sites in the Park, normally in disused pits or quarries. The disposal of sludge wastes and paper pulp waste are two examples currently under discussion with the relevant operators and authorities.
- (c) Construction and Demolition Waste is often collected by local skip hire firms, several of which operate their own waste disposal sites, often in former vein mineral workings. There is also an increasing demand for lorry depots to garage or repair the vehicles and for "transfer" depots where rubbish can be sorted, prior to tipping, so that as much material as possible can be recycled.

(d) Soil, Subsoil and Rock from construction sites and road widening projects. Sometimes this is transported directly to former mineral working sites for use in backfilling or restoration. However, increasingly material is being tipped, often without the necessary consents, in hollows on agricultural land, - ostensibly to improve the quality of the land. This often results in the loss of valuable habitats and traffic hazards at the access point and on approach roads. Some of this material is potentially suitable for screening and sorting, to recycle the soil for restoration work and the rock as hard core.

(e) Special Wastes need to be disposed of in accordance with the relevant specialist techniques and regulations in order to avoid pollution. One site has an outstanding planning permission and a waste disposal licence for the tipping of asbestos waste together with construction waste. The operation has been challenged by a group of neighbouring villagers on health grounds. There is still concern that former tip sites could be a pollution risk in certain circumstances, especially if later reworked or disturbed.

8.25 Overall, waste disposal is generating increasing traffic pollution, greater impact on amenity and an increasing risk or awareness of pollution and health hazards. Greater understanding of the problems is leading to additional control systems. Despite recent trends to increased use of recycling (and possibly incineration in the future), landfill is likely to continue as a predominant means of disposal. Once a landfill site has been filled and completed, technical constraints on the after-use or redevelopment of the area may remain.

Issues

8.26 Consideration of existing policy and development pressures has led to replacement policies under the following issues:

1. New mineral workings and waste disposal sites (M1).

2. Rigorously examining and deciding major and other proposals and a landbank (M2 to M5)
3. Safeguarding known mineral resources (M6).
4. Minimising the impact of operations (M7).
5. Policies for oil & gas operations (M8).
6. Policies needed to control ancillary plant and activities (M9).
7. Intended action following any Minerals Review (M10).
8. Encouragement to recycle waste materials.

Issue 1: New Mineral Workings and Waste Disposal Sites

8.27 The policies tested and supported in two major planning appeals have since been generally supported by Government policy statements. There is a general increase in environmental awareness, of the importance of National Parks and of pressure to manage demand and find alternatives to primary sources. There is a significant local and regional landbank of permitted mineral reserves. Some alternative sources to inland quarries for aggregates are being developed or are in prospect. In these circumstances, the Board considers that no planned provision should be made for mineral extraction, waste disposal sites, or related activity.

The supply and demand characteristics for each mineral type and for waste disposal are as follows:-

Crushed Limestone for Aggregates:

8.28 In 1990 the National Park contained 341 million tonnes of approved reserves of which over 100 million tonnes are aggregates. The total limestone output level in 1990 was 8.6 million tonnes after a rising trend during the 1980s. The three year average figure for output between 1988 and 1990 was 7.3 million tonnes. Applying this figure to the 1990 reserves would suggest a landbank of over 50 years. It is not possible to predict future demand or its local impact. However, if a hypothetical future average total output of 10 million tonnes per year was considered against the 1990 reserves figure of 341 million tonnes, this would still represent a landbank of over 34 years - well in excess of the guidelines,

throughout and well beyond the planning period for this Plan.

8.29 The divisions by source, by market area and by end-use are variable and cannot be usefully predicted. A more than adequate quantity and variety of reserves is available to maintain a landbank for aggregate use throughout and beyond the Structure Plan period, even if aggregates demand rises above that forecast in the new MPG6 which has reduced the provision period to "longer than 7 years". No further provision for aggregate stone is proposed.

Cement

8.30 MPG 10 gives advice in the document "Provision of Raw Material for the Cement Industry". The cement works has been established in the Hope Valley since 1929 and is a major UK supplier, linked to the rail network. The consents for the limestone quarry were amended and consolidated by the new permission granted in May 1990. Within the currently approved quarry areas there is a landbank of limestone reserves (79 million tonnes) and shale reserves (14 million tonnes) for over 35 years. There is, therefore, no need to permit, make provision for, or allocate land for further mineral reserves for the cement works, since a sufficient landbank already exists.

Limestone for Non-Aggregate (chemical) Use

8.31 Much limestone is used because of its chemical purity. The Old Moor quarry consent (granted on appeal in 1980) released a total of 240 million tonnes of reserve, the majority of which lies within the Park. This will provide a source of high purity limestone to serve the lime based industries at Buxton and in Cheshire for the next 50 years. There is also a considerable approved reserve of high purity limestone at Ballidon Quarry. No further provision is necessary.

Limestone for Dimensional Stone

8.32 There are two specialist quarries producing dimensional stone. Others can produce it within existing consents. No policy or provision is considered necessary.

Vein Minerals

8.33 Vein mineral production and processing is likely to continue at a similar level for the life of this Plan. However, due to the unpredictable geology of the veins and market fluctuations, it is not possible to make specific provision for these minerals. Any proposal should be considered on its own merits in accordance with the general mineral policies.

Gritstone

8.34 There are still substantial unquantified reserves of gritstone with planning consent suitable for use as dimensional stone, especially in the Stanton Moor/Birchover area. A steady demand for dimension stone is likely to continue through the Plan period, although the quality and colour of stone can vary markedly and market requirements can change within a short time span. No further provision is considered necessary for dimensional stone. Only 2 quarries produce crushed gritstone for aggregate use and no further provision is considered necessary.

Other Minerals including Silica Sand and Fireclay

8.35 Extraction of these minerals has virtually ceased and no new provision is necessary. Oil and gas is dealt with under Issue 6.

Conclusions

8.36 There is a sufficient stock of permitted reserves of limestone for aggregates, non-aggregate and cement use to provide the landbank required by MPG1 and MPG6. At strategic policy level, no new planned provision is considered necessary for any mineral type.

8.37 The 1979 Structure Plan did not contain policies on waste disposal. The relevant criteria are similar to those which apply to mineral extraction. The National Park should only be used as a disposal point for waste arising in other areas if it is essential to meet a national or regional need, and no alternative is available. All disposal operations should be carried out in an environmentally acceptable manner which will not cause pollution or undue disturbance to local residents or visitors. It is

therefore considered appropriate that land-use policies M3-5 and M7, M9 and M10 should

apply to waste disposal.

**Minerals and Waste Disposal Policy 1:
No Land Allocation for New Workings or Extensions**

M1

Land will not be allocated in the local plan for new mineral workings, extensions of existing mineral workings, mineral processing, waste disposal sites, oil and gas operations, or other ancillary development.

Issue 2: Rigorously examining and deciding major and other proposals, and a 'land bank'

8.38 The Board's statutory duty is to conserve and enhance the National Park. Mineral working, waste disposal, and related operations are not normally compatible with that duty and major developments will only be acceptable in exceptional circumstances. In 1949, the Government Minister, Lewis Silkin, made a statement of intent during the debate on the 1949 National Parks and Access to the Countryside Act. He said that he would only be prepared to accept, with reluctance, any proposal to develop the mineral wealth of the National Parks if it could be shown to be "...absolutely necessary in the public interest. It must be clear beyond all doubt that there is no possible alternative source of supply, and if these two conditions are satisfied then the permission must be subject to the condition that restoration takes place at the earliest possible opportunity."

8.39 In the years since 1949, the Government has restated versions of its policy, expressed in appeal decisions and ministers' statements. In the process, Lewis Silkin's statement has gradually been weakened. The 1979 Structure Plan policies were themselves a modification by the Secretary of State of those put forward by the Board. Minerals policy, planning policy guidance and regional policy statements are the main current sources.

8.40 The general strategy as set out in Chapter 2 and policy GS1, and the circumstances set out in this chapter suggest that stricter policies are now appropriate in the National Park. The Board now considers that its minerals policies should be recast to ensure that all proposals are rigorously examined (the process); that the development is in the public interest (the balance of all material planning considerations); and that permission should only be granted if no reasonable alternative source is available. All developments should be strictly controlled. Major proposals should not be permitted other than in exceptional circumstances where there is a national need and no alternative. Other proposals should not normally be approved unless minor and/or short term.

8.41 The Board argued at consultation and deposit stages, at the EIP and in subsequent negotiations with Government, that in National Parks and in the Peak National Park, there should be no requirement to meet the national landbank policy. This view was widely supported, including reference to the existing 30 year landbank. The Secretary of State disagreed, and directed that a landbank policy should be included. The agreed wording however commits the Board only to the global landbank for aggregates appropriate to the National Park. The Board is not committed to meet demand in any specific geographical areas or market sectors.

**Mineral and Waste Disposal Policy 2:
Rigorous Examination and Strict Control of all Proposals**

M2

All proposals for mineral extraction, mineral processing, waste disposal, or ancillary development will be subject to the most rigorous examination and will be strictly controlled. For all proposals it should be demonstrated that:

- (a) the development will be in the public interest, and
- (b) no reasonable alternative source, site, or means of production or disposal is available that is, on balance, less damaging to the National Park.

Minerals & Waste Disposal Policy 3: Major Development Proposals

M3

Major development will not be permitted other than in exceptional circumstances in which the Board is convinced that it is essential to meet a national need which overrides the national policy to protect the National Park.

Minerals & Waste Disposal Policy 4: Aggregates Landbank

M4

In considering proposals for mineral extraction the Board will, unless exceptional circumstances prevail, have regard to the need to maintain a stock of permitted reserves of aggregates (a 'landbank'), appropriate for the National Park as a whole.

Minerals & Waste Disposal Policy 5: Other Development Proposals

M5

Other proposals will not normally be permitted unless:

- (a) it would be a small-scale operation
- or (b) it would result in the appropriate reclamation of land which is currently derelict or degraded which warrants treatment
- or (c) it is a small-scale variation to an existing operation, which would result in an overall environmental improvement
- or (d) it would involve small-scale and temporary mineral exploration operations.

Issue 3: Safeguarding known Mineral Resources

8.42 The Board recognises that certain mineral resources are a valuable national asset (MPG 1). Land is itself a scarce

resource to be protected as part of the environment (PPG 12). In this rural area, there is only a small risk of sterilisation by surface development. There is a greater risk that high grade mineral is extracted for low grade uses. High purity limestone is a valuable asset, of

importance to the nation as a whole for its chemical properties. It should not generally be used as crushed rock for construction aggregate, nor for industrial processes and specifically not for flue gas desulphurisation for electricity power generating stations (RPG8). Policy M6 has, therefore, been included to safeguard resources, particularly those of national importance, from other competing development. This objective will be met in part by refusing new development which is primarily intended for the general aggregates market. It

is not intended to prevent the sale of some low grade material from a high purity or rare mineral source, where the sales of low grade material are ancillary to the main purpose, provided they are not needed for restoration.

8.43 A chemical definition of high purity limestone is currently under debate, around 96-97% calcium carbonate content. This issue may be addressed in the Local Plan.

**Minerals and Waste Disposal Policy 6:
Safeguarding Known Mineral Resources**

M6

Development on, or in proximity to, land containing known mineral resources will not normally be permitted where it would conflict with the need to safeguard those resources. Stone suitable for building, roofing, restoration and conservation work will be safeguarded from sterilisation or extraction for other purposes. Extraction of limestone of a high chemical purity will not normally be permitted, except where the limestone produced is intended primarily for purposes for which high chemical purity limestone is essential. The extraction of limestone for flue gas desulphurisation purposes will not normally be permitted.

Issue 4: Minimising the impact of operations

8.44 Policy M7 deals with methods of working for those proposals which satisfy policies M2-6. It is adapted from the 1979 Structure Plan Policy 12.45 and has been updated to include a reference to restoration, environmental protection and land stability issues, based on advice in Planning and Mineral Policy Guidance Notes. These issues would be the subject of conditions or, in certain cases, planning obligations in legal agreements negotiated with the applicant.

8.45 The Board wishes to encourage the highest possible standards of and confidence in landscaping, operation, phasing, environmental controls and progressive restoration. Under present planning legislation,

financial guarantees of restoration cannot be insisted upon by planning conditions. The alternative course of action is to refuse permission. However, the Board wishes to encourage operators to make appropriate financial arrangements to ensure that promised restoration is indeed carried out, even in the event of a company ceasing to trade. The Board advocates this approach at paragraph 8.46 below. There are still substantial areas which are covered by old mineral working consents which do not include modern planning conditions requiring landscaping or restoration. In those cases the Board encourages operators voluntarily to work to modern environmental standards and to restore, or otherwise finally treat, sites in appropriate ways.

**Minerals and Waste Disposal Policy 7:
Minimising the Impact of Operations**

M7

Before planning permission is granted for any proposal the applicant will be expected to show, as far as practically possible, that:

(i) the intended methods of operation or working will minimise impacts on the valued characteristics of the area

and (ii) the site will be restored and used in an appropriate manner so as to achieve a beneficial afteruse of the site and appropriate maintenance

and (iii) any relevant land stability issues have been investigated and will be resolved.

The Board's practice on guarantees of operation and restoration

8.46 The Board will encourage operators to offer a planning obligation providing a financial guarantee to ensure that restoration, appropriate landscaping, and aftercare will be undertaken satisfactorily on completion of operations. This guarantee would normally be in the form of a financial bond, insurance policy or other contractual arrangement (with the Board and the relevant landowner) which should remain effective even if the original operating company ceased to trade for any reason.

Issue 5: Policies for Oil or Gas Operations

8.47 There is now a separate licensing system for oil and gas operations and specific Government Circular advice (DoE Circular 2/85). The 1979 Structure Plan contains no specific policies, but it is now highly desirable to include a policy as recommended in Circular 2/85. The new Policy M8 closely follows the wording of Circular 2/85 and sets out specific sensitive areas in which proposals would not be acceptable. These would include the Natural Zone shown on the Key Diagram, and other areas designated under specific legislation, e.g. Sites of Special Scientific Interest. In the rest of the countryside, general mineral policies M1-3, M5-7 and M9 apply.

Minerals and Waste Disposal Policy 8: Oil or Gas Operations

M8

- (a) In sensitive areas or in areas of international, national or regional importance, oil or gas operations (including exploration, appraisal, or production boreholes, or associated pipelines) will not be permitted other than in exceptional circumstances. The areas are :
- (i) The Natural Zone.
 - (ii) National or Local Nature Reserves.
 - (iii) Sites of Special Scientific Interest.
 - (iv) Scheduled Ancient Monuments.
 - (v) A Special Protection Area.
- (b) In other areas of the Park proposals for oil and gas operations will be considered in accordance with policies M1-3, M5-7 and M9.
- (c) The siting of gathering stations or gas processing plants will not normally be permitted within the National Park.

Issue 6: Policies Needed to Control Ancillary Plant and Activities

8.48 In many mineral workings, ancillary plant and activities can be a cause of as much harm as the mineral workings themselves. In some cases permitted development rights under the

General Development Order allow the erection of substantial items of plant. The 1979 Structure Plan policies did not refer to this topic. Government advice is in new MPG5. The general policies M1-3, M5-7 and M9 cover proposals for ancillary plant, and the following policy states the circumstances in which an Article 4 Direction might be proposed.

Minerals and Waste Disposal Policy 9: Withdrawing Permitted Development Rights

M9

In cases where development ancillary to mineral working poses a real or specific threat to the valued characteristics of the National Park, Directions will be made under Article 4 of the Town & Country Planning General Development Order 1988 to require the submission of a planning application.

Issue 7: Intended Action Following any Minerals Review

Planning Act 1990 when staff and financial resources are available. Government advice is set out in MPG4.

8.49 The Board will carry out a Review of mineral workings under the Town & Country

Minerals and Waste Disposal Policy 10: The Review of Existing Mineral Permissions

M10

Mineral sites will be reviewed under the terms of the Town and Country Planning Act 1990. Where appropriate, planning permissions will be updated to modern standards, so as to minimise any adverse effects. In the case of dormant sites, 'Prohibition' or 'Suspension' Orders will be made where appropriate.

Issue 8: Encouragement to Recycle Waste Materials

8.50 The re-use of quarrying and mining waste and the recycling of other waste materials, is highly desirable in principle, and is currently being actively encouraged by the Government (for example, in the White Paper on the Environment published in September 1990 and the proposed landfill tax). This may well result in increased pressure for waste recycling or 'transfer' depots where locally collected rubbish can be sorted. These depots can often be unsightly and a cause of nuisance if located too

close to houses. However, disused quarries sometimes offer appropriate screened locations for such activities. Any such proposals will be considered against policies M1-3, M5-7 and M9.

The Board's policy for recycling waste materials

8.51 The recycling of waste materials will generally be encouraged, where this can be shown to give overall environmental benefits on acceptable sites.

9 TRANSPORT

Introduction

9.1 The 1979 Structure Plan policies on transport can be summarised as:

- (a) resisting new cross-Park roads;
- (b) developing a hierarchy of routes for improvement and traffic management purposes;
- (c) countering the adverse effects of heavy goods vehicles and recreation traffic;
- (d) supporting public transport.

9.2 Although the basic direction of policy remains unaltered, changes are proposed in order to update the policies in the light of road traffic growth and to make them applicable to all forms of transport. New policies are proposed dealing with cycling, horse riding and pedestrians; people with mobility difficulties; road and rail infrastructure design and proposals; air transport; power lines, pipelines and conveyors.

The Board's objectives for transport

9.3 To manage the demands for transport in and across the Park; to seek to alleviate the problems caused by traffic, so as to protect and enhance the valued characteristics of the Park; to support the provision of public transport between the towns, villages and recreational areas of the Park and from the urban areas around the Park; and to improve conditions for non-motorised transport and for those transport users with mobility difficulties.

National and Regional Policy Context

9.4 The Department of Transport is responsible for the co-ordination of all transport policy including the development of road, rail and public transport. The Peak Park Joint Planning Board is a Structure Plan and Local Planning Authority. The transport policies in this Plan were developed in consultation with the seven highway authorities

covering the Park, the Department of Transport as the trunk roads authority, the three passenger transport authorities and various sectors of British Rail. The statutory responsibility for implementing many of the transport policies in this plan rests with these agencies. Policies in a Structure Plan must be taken into account by the Highway Authorities and the Department of Transport.

9.5 Circulars 4/76 and 125/77 indicate the Government's response to the 1975 review of National Parks. The circulars set out policies for transport in National Parks and forms the basis for the policies in this plan. Various other circulars on road design are mentioned later in this chapter. The Government's statement of policies "Fit for the Future" (January 1992), states that major developments, including roads, should not take place in the National Parks save in exceptional circumstances.

9.6 The Board's strategic policy stresses the need to conserve and enhance the natural beauty of the area. The Board sees a crucial interdependence between land use and transport policies. It believes that the need to travel should be reduced if possible and welcomes endorsement of this approach in PPG13. With these aims in view, the Board seeks to minimise the number of new road schemes in the Park. It also seeks to reduce the demands upon the Park of external transport developments. Where changes to the transport infrastructure of the Park are shown to be necessary, the Board expects the highest design standards. A public attitude survey carried out in 1989 indicated that the Board's stance on these issues was supported both by Park residents and by people living in the surrounding region. In a survey of Parish Councils, traffic and parking issues were raised more than any other issue. The Board has been pleased to work in partnership with all the relevant transport interests in the Peak District Transport Forum. This has improved mutual understanding. Regional Planning Guidance for the East Midlands (RPG8) states that the highest priority should be given to the Park's protection, notes the serious impact of road proposals and requires an assessment of need and impact.

Issues

9.7 Policies and proposals in this Plan are addressed under the following issues:

1. Reconciling transport demand with National Park objectives (Policy T1).
2. The road hierarchy (Policy T2).
3. Cross-Park traffic (Policy T3).
4. Abandoned road schemes (Policy T4).
5. New road proposals (Policy T5).
6. Public transport (Policy T6).
7. Freight transport, haulage depots and lorry parks (Policy T7).
8. Traffic management and parking (Policy T8).
9. Design of roads and other transport infrastructure (Policy T9).
10. Cyclists, horse riders and pedestrians (Policy T10).
11. Access to sites and buildings for people with a mobility difficulty (Policy T11).
12. Pipelines, conveyors and overhead lines (Policy T12).
13. Air transport (Policy T13).

Issue 1: Reconciling Transport Demand with National Park Objectives

9.8 This is the main transport policy issue and should be seen in the context of the Park's statutory duty to conserve and enhance the natural beauty of the area. The need to conserve and enhance the Park's valued characteristics will be the primary factor in determining whether or not a transport scheme is desirable. The policy statement on this issue in the 1979 Structure Plan was derived from Circular 4/76. With only slight modification to extend the scope of the policy to cover all types of transport, it is equally valid now.

9.9 New development in and around the Park could generate additional traffic needs which could lead to road improvements damaging to National Park qualities. All development proposals should be assessed taking into account the on-site and off-site transport consequences.

Transport Policy 1: Reconciling Transport Demands with National Park Objectives

T1

- (a) **In the National Park, environmental quality will be the primary criterion in the planning of the transport system, the design of alterations and the management of traffic, subject always to safety considerations.**
- (b) **New development proposals will not normally be permitted if the amount and type of traffic generated requires the alteration of roads that are not included in the Strategic Road Network as defined in T2, or if the road access to, or traffic circulation and parking arrangements associated with the development are inadequate.**

Issue 2: The Road Hierarchy

9.10 The 1979 Structure Plan (11.46) referred to the need to create a hierarchy of roads for routing and investment purposes. This is still a valid concept so the threefold division is retained:

- (a) a Strategic Road Network (SRN), comprising the majority of "A" roads;
- (b) a Secondary Network, comprising the links from the SRN to main industrial sites, settlements and recreation areas;
- (c) all other roads.

9.11 It is anticipated that investment in maintenance and alterations, other than traffic management, should concentrate on the SRN. These routes already carry the majority of traffic in the Park, in particular the goods vehicle movements. Some links to industrial sites, included in the secondary network, are by their nature temporary, e.g. accesses to mineral workings with a finite life. Similarly, some roads in the secondary network are used at present as diversionary routes for authorised vehicles with weights in excess of 38 tonnes. The Board would not wish to see these roads

develop into major lorry routes. The Board would prefer investment in external routes to take account of these requirements and avoid

the use of Peak Park roads by such vehicles. The SRN and the Secondary Network are shown on the Key Diagram.

Transport Policy 2: The Road Hierarchy

T2

- (a) For the purpose of routing the different kinds of road traffic and as a basis for investment decisions, the roads in the Park will be categorised as follows:**
- (i) The Strategic Road Network (SRN), comprising the trunk roads and the majority of other Class A roads. Highway investment, other than traffic management, should be concentrated on this network.**
 - (ii) The Secondary network, comprising link roads between the SRN and the main industrial sites, settlements and recreation areas.**
 - (iii) All other roads.**
- (b) Traffic which must enter or cross the Park will be directed first toward the SRN and only to the other two levels of the hierarchy as required locally. The third level of the hierarchy will generally be only for light traffic.**

Issue 3: Cross-Park Traffic

9.12 It is Government policy that investment in trunk roads should be directed to developing routes for long distance traffic which avoid National Parks. It has also been accepted that some routes pose particular difficulties. This is recognised in Circular 4/76 and in the 1979 Structure Plan, (11.37). The Board believes that road traffic should go round the Park rather than through it (unless convinced otherwise) and that full use should be made of the trans-Pennine rail routes. It also supports the reopening of the Woodhead and Millers Dale lines as alternatives to roads. The Board will normally support schemes for new or improved routes outside the Park, and also any traffic management schemes that would dissuade road traffic (when other routes can be used) from passing through the Park. It will normally oppose schemes which increase the amount of traffic on roads in the National Park. Regional Planning Guidance confirms Government's view that the A628/A616 will not be upgraded to dual carriageway through the Park.

9.13 The problem of cross-Park road traffic has been aggravated by the increasing use of very large and heavy lorries and by the closure of the Woodhead railway line. The concentration of traffic onto the Hope Valley

line has safeguarded this route's future and both passenger and freight traffic are buoyant. The Board welcomes the Government's desire to see more traffic carried by rail and the revised formula for grant aiding rail freight facilities.

9.14 Government programmes have proposed increased road capacities both within and on the periphery of the Park. The 1989 road traffic forecasts implied increases in traffic on Peak District roads of up to 140% to 2015. The Board's view is that the National Park cannot cope with such increases, nor should it be expected to do so. In 1990 two studies were carried out into cross-Pennine traffic, examining rail, and road transport. The Rail Study recommendations are for investment in electrification on the Manchester to Leeds line, with new rolling stock and possible longer term electrification of the Hope Valley route through the Park. The Board supports the Rail Study findings. Work is continuing on both road and rail issues, following the Government's views on the Road Study findings. The Board's policies on cross-Park traffic concentrate on discouraging the upgrading of cross-Park Roads and the retention, improvement or reinstatement of cross-Park rail routes.

Transport Policy 3: Cross-Park Traffic

T3

- (a) Transport developments, including traffic management schemes, which reduce the amount of cross-park road traffic, will normally be supported.**
- (b) No new road for cross-Park traffic will be constructed and with the exception of those schemes referred to in policy T5 of this plan, no existing road will be subjected to major alteration, unless there is a compelling national need which cannot be met by any reasonable alternative means and which is demonstrated to be in the overall public interest, in accordance with policy GS1.**
- (c) Pending a decision on the trans-Pennine transport strategy the Woodhead tunnels will be safeguarded by the Board for transport use.**

The Board's approach to other transport investment

9.15 In assessing compelling national need and alternative means, in the preparation of the Park-wide Local Plan and in individual transport investment decisions, the Board and the transport authorities will have regard to the findings of the ongoing Trans-Pennine Road and Rail Studies.

The Board will normally oppose road schemes outside the National Park which would encourage more traffic on cross-Park roads.

Issue 4: Abandoned road schemes

9.16 The trunk and principal roads in the National Park carry less traffic than similar roads in the surrounding lowlands within the constituent Highway Authorities' areas. There has been significant traffic growth since 1979 and the 1989 traffic forecasts envisage even greater growth. The 1979 Structure Plan did not refer to individual proposals. As a result, the schemes which had been in the 1969 Development Plan First Review were carried forward into the 1979 Structure Plan by default and have been safeguarded ever since.

Because of the Park's overriding conservation duty and because the priority for new roads is greater outside the Park, some of these road schemes are no longer considered to be

appropriate by the Board, or by the relevant Highway Authorities. Safeguarding of the land for the following schemes is therefore abandoned.

Transport Policy 4: Abandoned Road Schemes

T4

The following road schemes, originally listed in the Peak District National Park Development Plan First Review, 1969, have been abandoned and will no longer be safeguarded:

- (a) A6 Rowsley By-pass.**
- (b) A623 Peak Forest Diversion.**
- (c) A619/623 Baslow By-pass.**
- (d) A6013 Bamford By-pass.**
- (e) B6001 (formerly A622), Grindleford By-pass.**
- (f) B6001 (formerly A622), Hathersage By-pass.**
- (g) B6012 (formerly A623), Beeley Bridge Diversion.**
- (h) C288 (formerly B5056), Youlgreave By-pass.**

Issue 5: New Road Proposals

9.17 Although, as mentioned in T4, most of the schemes which were carried forward from the 1969 Development Plan Review are abandoned, a few are retained, and some new schemes are thought necessary. Some of these are not in any Highway Authority's programme. **In addition, by law, schemes in the Department of Transport's (DoT) programme have to be included. Their inclusion does not mean that the Board agrees with either the principle or the detail of the schemes.** On the A628, the Board supports the principle of a Tintwistle local relief road and would greatly prefer a tunnel option at the eastern end of Longdendale (see T3). The Board supports proposals to upgrade the A52/523 route on the southern and western periphery of the Park and deplores the DoT's decision to abandon the Leek by-pass. It wishes to see the DoT's Waterhouses to Miles Knoll scheme extended to include a Waterhouses and Winkhill By-pass and the other schemes on the A52/523 given high priority. Pending completion of the additional

trans-Pennine Studies, it is not yet possible to include anything further on cross-Park routes. The Board would in any case resist further road schemes on cross-Park routes and would not include them in the Structure Plan without full prior public consultation. All the schemes mentioned in this section will be safeguarded by the Board. Safeguarding includes insertion in the Local Plan; refusal of competing planning proposals; consideration of purchase notices; and promotion of the schemes by the relevant agencies.

9.18 The successful implementation of other policies in this plan requires the construction of a small number of new roads. In all cases these are intended solely to give relief from local problems caused by traffic. They should be designed to be little better than the roads they relieve in terms of speed and capacity. These new roads should create opportunities for major enhancement works in the villages or areas relieved. In this way there will be significant environmental benefit, but the additional use of new roads, particularly for cross-Park traffic, will not be encouraged. The current methods of appraising the value of new

roads rely heavily on values of time and distance travelled. An alternative methodology is required for schemes with a major environmental and recreational benefit but a small or even negative travel benefit. This is especially relevant in National Parks where the valued characteristics are the resource on which a major tourist economy is based.

9.19 No further major alterations to the road network are envisaged. There may, however, be instances where minor schemes are required for safety purposes, or as a result of village or area management schemes.

Transport Policy 5: New Road Schemes

T5

- (a) The following trunk road schemes are programmed by the Department of Transport and will be safeguarded:**
 - (i) A628 Mottram Hollingworth Tintwistle By-pass.**
 - (ii) A628 Tintwistle to Salters Brook improvements.**
 - (iii) A616/628 Salters Brook to Stocksbridge improvements.**
 - (iv) A523 Miles Knoll to Waterhouses improvement.**
- (b) Derbyshire County Council is investigating road improvements to the A623 at Sparrowpit. Land in any agreed scheme will be safeguarded.**
- (c) Land for an A6-A619-A6 Bakewell Relief Road will be safeguarded by the Board.**
- (d) Road schemes required to implement village or area management plans, or to achieve minor improvements for safety purposes, will normally be permitted and will be safeguarded.**

The Board's approach to other road proposals

9.20 The Board will support appropriate proposals to upgrade the A52/523 and will encourage the early implementation of schemes on this route. The Board supports the use of the Woodhead Tunnels for road use in the event that the transport strategy requires increased road capacity in this corridor. The Board supports the Department of Transport's Waterhouses to Miles Knoll scheme and urges its extension to include a Waterhouses and Winkhill By-pass. The Board requests a new basis for assessing the benefit of new roads in which wider environmental gains are weighted and included.

Issue 6: Public Transport

9.21 Policies in the 1979 Structure Plan and the National Park Plan aimed to maintain public transport links for local purposes and to encourage its use as an alternative to the car, especially for recreation. The Board continues to regard improved public transport as a major part of its efforts to reduce car usage and as a vital part of life in the Park. Planning and management policies in the Park are designed to give public transport priority over the private car. Park and ride schemes will be encouraged, both to get visitors into the Park and as part of area management schemes. In new development, the developer will be expected to make the necessary provision for public transport.

9.22 Despite the rural nature of the Park, there are areas where public transport operation is seriously inhibited by congestion at peak times, including the Hope and Derwent Valleys, Chatsworth and Dovedale. To be

successful public transport needs to be able to perform its function unhindered by other traffic as much as possible. Proposals are made in this plan to investigate segregated public transport links in the worst affected areas. Such links will be safeguarded.

9.23 Proposals are also made for safeguarding the trackbeds of the former Woodhead and Matlock - Buxton rail lines so that both of these can be reopened. The Trans-Pennine Rail Study suggests improvements to the Hope Valley line including electrification in the long term. This is supported.

Transport Policy 6: Public Transport

T6

- (a) The Board will use its powers to retain and improve public transport infrastructure where practicable. In any village or area management scheme, or any new development, these powers will be used to encourage the appropriate physical provision for the continuation or introduction of public transport, including park and ride. The Board will encourage the authorities and agencies with statutory responsibility for public transport and highways to use their powers to the same ends.**
- (b) The route of the former railway between Hadfield and Dunford Bridge, especially the Woodhead tunnels, will be safeguarded for possible re-use as a railway.**
- (c) The reinstatement of the Buxton to Matlock railway line will be supported and the section of the route within the National Park will be safeguarded.**
- (d) The practicability of segregated routes for public transport will be investigated in the following corridors, and required areas of land will be safeguarded:**
 - (i) Hope - Castleton.**
 - (ii) Bamford - Ladybower.**
 - (iii) Baslow - Chatsworth/Bakewell.**
 - (iv) Ashbourne - Dovedale.**

The Board's support for railways

9.24 The Board will support improvements to and the electrification of the Hope Valley railway line.

Issue 7: Freight Transport, Haulage Depots and Lorry Parks

9.25 The 1979 Structure Plan sought to minimise the impact of lorry traffic on the Park and to encourage rail freight. Freight traffic generation was also used as a determinant in considering industrial or mineral applications. Criteria have been adopted by the Board

against which it determines planning applications for vehicle parks and depots and its response to licence applications. These criteria and the 1979 policies, suitably strengthened, form the basis for the policies in this plan. The continuing increase in size and weight of lorries is viewed with alarm by the Board. The road system, largely a product of the 18th and 19th century turnpikes, is not designed to carry such vehicles. Nor should it be expected to do so, especially in a National Park. RPG8 confirms the 'considerable capacity' of heavy goods vehicles to cause

environmental nuisance particularly in small towns and areas of special environmental quality. It has been proposed that after 1999,

the weight limit for lorries be raised to 44 tonnes.

Transport Policy 7: Freight Transport, Haulage Depots and Lorry Parks T7

- (a) Appropriate highway and planning powers will be used to encourage rail freight, restrict the use of unsuitable roads by heavy commercial vehicles and limit the size and weight of lorries in order to protect the environment, improve road safety and minimise structural damage to the road network. Priority will be given to the use of traffic management measures on roads passing through villages and areas of international, national or regional importance including:**
 - (i) The Natural Zone as set out in Policy C1.**
 - (ii) SPAs, SSSIs, National or Local Nature Reserves.**
 - (iii) Designated Conservation areas and areas worthy of designation.**
- (b) The installation, retention or improvement of rail freight facilities to quarries and other industrial sites will be supported where practicable.**
- (c) Other than in exceptional circumstances, new or enlarged road haulage operating centres will not be permitted within designated Conservation Areas.**
- (d) New or enlarged road haulage operating centres will normally be permitted elsewhere provided that:**
 - (i) the site is outside residential areas****and (ii) it is accessible to the Strategic Road Network**
and (iii) the access routes are not subject to a weight restriction order.
- (e) Planning action will be taken to relocate or discontinue road haulage operating centres which do not comply with the above criteria.**

Issue 8: Traffic Management and Parking

9.26 The Development Plan Review of 1969 contained a list of proposed car park and layby sites. There were no general policies on traffic management in the 1979 Structure Plan, nor on parking provision, residents' parking and signing. Most of the car parks remain unbuilt and are abandoned in this Plan. New proposals will be brought forward as part of the Local Plan of area management plans or of village schemes.

9.27 Road building is not the only, or even the best solution to transport problems in the Peak National Park. Traffic volumes are growing steadily, along with associated environmental and congestion problems. The foremost method of dealing with predicted traffic growth, especially that of lorry and visitor traffic, must be traffic management in some form, using, for the most part, the existing road network. It follows that measures must be taken to manage the demand for travel to match the road space and parking facilities available. This will improve road safety, enhance environmental conditions, use the road network more efficiently and reduce the conflicts between road users to a minimum.

Transport Policy 8: Traffic Management and Parking

T8

- (a) Traffic management measure will be introduced in order to make the best use of the road network, to improve road safety, environmental and traffic conditions and to reduce conflicts between various user groups. New or improved village or area traffic management schemes will be investigated and implemented.**
- (b) Where appropriate the following measures will be used in the pursuit of the policy in T8(a):**
 - (i) Provision of off-street parking and a reduction in on street parking.**
 - (ii) Controls on the movement of heavy lorries.**
 - (iii) Segregated public transport routes and other public transport priority measures.**
 - (iv) Park and ride schemes.**
 - (v) Restraint of traffic in shopping, business, residential and recreational areas.**
 - (vi) Provision of safe and convenient facilities for non-motorised road users especially alongside roads without a footway or verge.**
 - (vii) Restraint on volumes of traffic entering the Park by methods including signing, parking provision and pricing.**
 - (viii) Residents' parking schemes.**
 - (ix) Speed reduction measures, and other forms of traffic calming.**
- (c) Parking spaces will be rigorously examined and controlled as follows:**
 - (i) Operational parking (ie parking for service and delivery vehicles), and residential parking, will be kept to the minimum required for operational purposes, having regard to future requirements.**
 - (ii) Non-operational parking will be restricted in order to discourage car use. The Board will normally expect the provision of new non-operational car parking to be matched by a reduction in parking provision elsewhere, either on or off-street.**
- (d) The following car park and lay-by proposals from the Peak District National Park Development Plan First Review 1969 are abandoned and will no longer be safeguarded: Bamford (209836), Bradfield (268925), Bradwell (172813), Chunal (035910), Eyam (218765), Ilam (138509), Over Haddon (205665), Thorpe (157502), Goyt Valley (013724), Conksbury Bridge (212657), Danebridge (965652), Archford Moor (113577), Dovedale (145505), Stanton Moor (253635), Longshaw (260802), Blacka Track (295804), Pott Shrigley (945792), Robin Hood's Stride (225623).**

Issue 9: Design of Roads and other Transport Infrastructure

9.28 The 1979 Structure Plan infrastructure policy referred only to roads and the need for highway design to be tempered to fit into the landscape. The White Paper, "Trunk Roads England: Into the 90s", also makes the same point. It is logical to extend this policy to cover all forms of transport infrastructure. However, the policy should take into account particular aspects of design which affect the environmental impact of any new scheme.

9.29 The engineering and landscaping treatment of any new scheme is vital to ensure that it blends into the landscape of the Park and does no harm to other valued characteristics. The nature of roads is an important feature of the Park's character. Owing to the terrain, Peak District roads tend to be narrow, steep and twisting. They are often enclosed by ancient walls or hedgerows, or (on open moorland) they run unfenced. Major changes in alignment or width; the introduction of urban features such as kerbing, lighting; and over-generous signing can have detrimental effects on the valued characteristics of the National Park.

9.30 Various Circulars have been issued on road design often with particular reference to the countryside and to National Parks. DoE Circular 4/76, DoT's Design Manual for Roads and Bridges and DoT Circular 9/93 are particularly relevant. The Park's policies on design of transport infrastructure are based on these. The Board takes the view that new roads in the Park are a last resort, acceptable only when the alternatives have been explored thoroughly and rejected. Any scheme which has to be built should be constructed in a manner and to a design which respects the valued characteristics of the Park. To that end, the Board will expect the developer to design the scheme in such a way as not to increase the capacity or speed of the road. In making such a statement, the Board makes no distinction between types of road. Indeed, bearing in mind stated Government policy that routes for long distance traffic should be developed to avoid National Parks and the exhortation in PPG13 to reduce car travel, the Board specifically intends that this policy applies to the major cross-Park routes. Detailed design criteria are a matter for the Local Plan.

Transport Policy 9: Design Criteria for Transport Infrastructure

T9

Transport infrastructure, including lighting, signing and other street furniture, will be carefully designed to take full account of the valued characteristics of the National Park.

Issue 10: Cyclists, Horse Riders and Pedestrians

9.31 The 1979 Structure Plan did not contain policies for cycling, horse-riding or walking. The 1989 National Park Plan has policies for these issues, though walking is considered in a recreational context and not as part of mainstream transport. Bearing in mind that most journeys start or finish by walking, the

inclusion of a policy on walking is desirable. The growth in motorised traffic since 1979 makes it more urgent that policies should be developed which would encourage the improvement of conditions for non-motorised user groups. The emphasis should be on a partnership approach, encouraging safety and ease of use, with greater reliance on segregation of motorised from non-motorised users.

Transport Policy 10: Cyclists, Horse Riders and Pedestrians

T10

- (a) The Board will use its powers to make provision for new or improved routes for cyclists, horse riders and pedestrians, within and to the Park, with the emphasis on safety and the segregation of different user groups. Highway Act and other powers should be used to similar ends.**
- (b) Development which would adversely affect cycling, horse riding and/or pedestrian interests will not normally be permitted.**
- (c) Irrespective of any future use the former Woodhead railway line between Hadfield and Dunford Bridge for road or railway purposes, the continuity of the trans-Pennine Trail will be retained, by realignment if required.**

Issue 11: Access to Sites and Buildings for People with a Mobility Difficulty

9.32 The 1979 Structure Plan did not contain policies related to this issue. The National Park

Plan has a policy which seeks to ensure that provision for people with a mobility difficulty is made wherever possible. It is considered that a similar policy is appropriate in this Structure Plan.

Transport Policy 11: Access to Sites and Buildings for People with a Mobility Difficulty

T11

New development shall ensure reasonable access to all sites and buildings for people with mobility difficulties.

Issue 12: Pipelines, Conveyors and Overhead Lines

9.33 The 1979 Structure Plan and the National Park Plan did not contain policies related to this issue. There have been a number of proposals for pipelines, conveyors and overhead lines. Whilst the Board supports the electrification of the Hope Valley railway line, it advocates the undergrounding of most overhead power lines and pipelines, (e.g. the main trans-Pennine power line at Woodhead) and would normally press for this type of solution. If there are

compelling engineering reasons, or if undergrounding would have serious adverse effects on ecological or archaeological sites, overground solutions may be the least harmful alternative.

9.34 The Board expects any conveyor to be confined to a working mineral site. An application for a conveyor away from a mineral site would not normally be permitted unless it were part of a scheme to reduce the impact of lorry traffic and is well screened.

Transport Policy 12: Pipelines, Conveyors and Overhead Lines **T12**

- (a) New overground pipe lines or overhead lines will not normally be permitted.**
- (b) New Conveyors will not normally be permitted, other than in working mineral sites, unless well screened and part of a scheme to reduce lorry traffic.**

Issue 13: Air Transport

9.35 The 1979 Structure Plan and the National Park Plan do not contain policies related to this issue. The Board has commented previously on problems caused by low flying and overflying, both of which are regarded as inappropriate to a National Park. However, neither of these issues can be addressed by land use policies (the use of airspace is not development requiring planning permission). As a land use issue, air transport in the Park is almost entirely confined to take-off and landing sites for helicopters, gliders

and hang gliders. Sites used by powered aircraft often generate unacceptable noise nuisance and are incompatible with the general aims and objectives of a National Park. There are instances of regular but limited use of sites as landing pads for helicopters, which would fall within the 28 days permitted by the General Development Order. These could, where necessary, be dealt with by an Article 4 direction. The only exception to this would be a landing site for the emergency services. Glider and hang glider launching sites will be dealt with under recreation policy and other transport policy.

Transport Policy 13: Air Transport

T13

Aircraft landing sites will not normally be permitted.

The Board's approach to air transport and military training

9.36 Low flying or audible overflying of the National Park will be discouraged, particularly military training and pleasure flights.

10 NEXT STEPS

Introduction

10.1 The preparation and publication of a Structure Plan takes between 3 and 4 years on average. The **process** is instructive in itself. The **product** should have a meaningful useful life of about 15 years, measured from the year of its main databases. This will probably carry this Plan forward to 2006. In current practice, a Structure Plan can be formally **altered** at any time, in part or in whole. It should be **reviewed** every 5 years to check, publicly, that its policies are still right and working. Review does not necessarily lead to alteration. This Plan is thus part of an ongoing cycle. Given that the main database date for the Plan was 1991, and given that the Plan was first written in 1992, the first **review** should be in 1996. However, such an early review is not likely to result in an alteration or replacement and will probably coincide with Local Plan work. The next two reviews will be 2001 and 2006.

Planning Decisions

10.2 According to the Planning Acts, the policies in the Plan are a primary consideration in deciding planning applications. The Board suggests they should also be the basis for other planning and investment decisions by the private, voluntary and public sectors. There can be other material planning considerations, which can exceptionally override Plan policies but **there is a presumption in favour of the land use policies in the development plan.**

Monitoring

10.3 The Board is committed to annual monitoring and review, and commissions other surveys according to need. (See paragraphs 2.24 and 4.36). The Government's Regional Office has decided that it will fulfil its commitment to monitor the new housing policies by examining the Board's Annual Housing Review (published in July each year).

The Local Plan

10.4 The Development Plan for the Peak National Park will be completed by the preparation of a Local Plan. Broadly, the Local Plan converts the strategic policies of the Structure Plan into site-specific proposals within a programme life of about 10 years and adds detail to policies. During the preparation of the Structure Plan, several issues were referred to the Local Plan. These were logged, and will be taken up. The Local Plan's agenda is being prepared in 1994/95 for consultation in 1995. The Board hopes to adopt its preferred Plan in 1996. The Plan will probably be examined in a public local inquiry before being finalised, in 1996 or 1997.

Supplementary Guidance

Planning Guidance

10.5 Because Structure and Local Plans are very formal and take some time to complete, Government, local authorities and other users are often tempted to produce or ask for extra detail - such as Design Guides or practice notes. These are described generically as Supplementary Planning Guidance (SPG), and are referred to in national planning policy guidance, especially PPG12.

10.6 The Board will continue to prepare any necessary supplementary guidance both at the same time as the preparation of the local plan and thereafter, in consultation with the Government Office for the East Midlands.

10.7 The Board's development control practice statements, which were included in the body of the Deposit Plan, will be published separately.

The National Park Plan

10.9 The sister document to this land use plan is the Board's land management plan, the National Park Plan. The 1989 National Park Plan is being reviewed in 1994 and will probably be replaced in a process beginning in 1997. The contents list is printed in Appendix 3.

Under the Town and Country Planning Act 1990 the Secretary of State has powers to call in Structure Plan proposals for his own decision or to direct the local planning authority to modify their proposals. As explained in Planning Policy Guidance Note 1 the Secretary of State examines development plans "to identify whether there appear to be conflicts with national or regional policy guidelines".

After lengthy negotiation the Secretary of State directed modification of the policies on minerals and, by implication, accepted the remainder of the policies. Following the Board's modification of the mineral policies the Secretary of State confirmed in writing that the changes conformed with his direction. His letter is set out below.

Introduction

1. The development control system gives the planning system power over works or activities defined as 'development' in the Town and Country Planning Act 1990. The Secretary of State for the Environment has charge of the planning system at the national level.

2. The Secretary of State has the power to give general permissions covering classes of development which may apply to the whole country or particular areas. These permissions are known as 'permitted development' and are specified in the General Development Order, as amended from time to time. They include various types of alteration to dwelling houses and certain agricultural work. In some cases, notification to the local planning authority is needed but not a full planning application.

3. Development is defined at Section 55 of the Town and Country Planning Act 1990. An extract is printed below for the convenience of users of this plan. If in any doubt about the effect of any of these rules, the owner or occupier is invited to consult the local planning authority and/or a solicitor before entering any commitment.

Definition of Development

(From Section 55 of the Town and Country Planning Act 1990)

(1) Subject to the following provisions of this section, in this Act, except where the context otherwise requires, "development", means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.

[(1A) For the purposes of this Act "building operations" includes -

- (a) demolition of buildings;
- (b) rebuilding;
- (c) structural alterations of or additions to buildings; and
- (d) other operations normally undertaken by a person carrying on business as a builder.]

(2) The following operations or uses of land shall not be taken for the purposes of this Act to involve development of the land -

(a) the carrying out for the maintenance, improvement or other alteration of any building of works which -

- (i) affect only the interior of the building, or
- (ii) do not materially affect the external appearance of the building, and are not works for making good war damage or works begun after December 5, 1968 for the alteration of a building by providing additional space in it underground;

(b) the carrying out on land within the boundaries of a road by a local highway authority of any works required for the maintenance or improvement of the road;

(c) the carrying out by a local authority or statutory undertakers of any works for the purpose of inspecting, repairing or renewing any sewers, mains, pipes, cables or other apparatus, including the breaking open of any street or other land for that purpose;

(d) the use of any buildings or other land within the curtilage of a dwellinghouse for any purpose incidental to the enjoyment of the dwellinghouse as such;

(e) the use of any land for the purposes of agriculture or forestry (including afforestation) and the use for any of those purposes of any building occupied together with land so used;

(f) in the case of buildings or other land which are used for a purpose of any class specified in an order made by the Secretary of State under this section, the use of the buildings or other land or, subject to the provisions of the order, of any part of the buildings or the other land, for any other purpose of the same class.

[(g) the demolition of any description of building specified in a direction given by the Secretary of State to local planning authorities generally or to a particular local planning authority.]

(3) For the avoidance of doubt it is hereby declared that for the purposes of this section -

- (a) the use as two or more separate dwellinghouses of any building previously used as a single dwellinghouse involves a material change in the use of the building and of each part of it which is so used;

- (b) the deposit of refuse or waste materials on land involves a material change in its use, notwithstanding that the land is comprised in a site already used for that purpose, if -
 - (i) the superficial area of the deposit is extended, or
 - (ii) the height of the deposit is extended and exceeds the level of the land adjoining the site.
- (4) For the purposes of this Act mining operations include -
 - (a) the removal of material of any description -
 - (i) from a mineral-working deposit;
 - (ii) from a deposit of pulverised fuel ash or other furnace ash or clinker; or
 - (iii) from a deposit of iron, steel or other metallic slags; and
 - (b) the extraction of minerals from a disused railway embankment.

[(4A) Where the placing or assembly of any tank in any part of any inland waters for the purpose of fish farming there would not, apart from this subsection, involve development of the land below, this Act shall have effect as if the tank resulted from carrying out engineering operations over that land; and in this subsection -

"fish farming" means the breeding, rearing or keeping of fish or shellfish (which includes any kind of crustacean and mollusc);

"inland waters" means waters which do not form part of the sea or of any creek, bay or estuary or of any river as far as the tide flows;

and

"tank" includes any cage and any other structure for use in fish farming.]

(5) Without prejudice to any regulations made under the provisions of this Act relating to the control of advertisements, the use for the display of advertisements of any external part of a building which is not normally used for that purpose shall be treated for the purpose of this section as involving a material change in the use of that part of the building.

NATIONAL PARK PLAN CONTENTS LIST

Appendix 3

This is the contents list of the 1989 National Park Plan. It is included in this Structure Plan to give an overall impression of the wealth of material evidence of the valued characteristics, which the Development Plan proposes to conserve and enhance.

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1. The formal and legal title of the designated area is the Peak District National Park. This is shortened elsewhere in the document to Peak National Park; the National Park and the Park, for style and brevity.
2. The Hobhouse Report (1947 HMSO) sets out the justification for National Parks and the selection of the Peak District as one of them.
3. The Sandford Report (HMSO) is the evidence given to Government in 1975 by the National Park Policy Review Panel. Government's response is in Circular 4 of 1976.
4. The Edwards' Panel was asked to review National Park Policy in 1989.
- 5.&6. The Edwards' Panel's report is titled Fit for the future (1990). The Government's response which is the most recent policy statement on national Parks, is also called Fit for the Future (1991 HMSO).
7. During the Structure Plan process, the Department of the Environment became part of the Government Office for the East Midlands. Correspondence was with the Regional Director and his staff.
8. The Rio Conference of the world's national governments addressed issues related to sustaining life on earth. National governments were set an agenda to carry out the agreed action nationally and locally, called Agenda 21.
9. RPG8 is the Regional Planning Guidance for the East Midlands Region 1994 (HMSO) published after the EIP. This Plan was based on objectives and policies in the preceding Regional Strategy, updated to refer to RPG8.
10. There are many definitions of the concept of sustainability and sustainable development. In 1988, the Board favoured the late Brian Redhead's words "Not ours, but ours to look after". It is still the shortest.
11. The European Union pursues its objectives through various grant schemes. Objective 5b is to counter rural, especially agricultural decline and deprivation. The area is mainly within and partly outside the southern Peak District. The grant scheme is administered by the Government Office.
12. The Peak Tourism Partnership was established as part of a national scheme, and is managed by the East Midlands Tourist Board. It is investigating the best management of tourism pressures.
13. See paragraph 8. The Board has linked its efforts to the work of the constituent local authorities, especially Derbyshire County Council.
14. Integrated Rural Development is the title given by the European Commission to a research programme, which included projects at Monyash, Longnor and Derwent Parishes in the Peak National Park. The project established the now well-accepted principles of benevolent links between conservation, agricultural, social and commercial objectives at local level. See "Two Villages, Two Valleys" (PPJPB).
15. Environmentally Sensitive Areas is the Government's process for investment in the environment by grant aid to farmers and other land managers. There are two areas in the Peak National Park.
16. ETSU stands for Energy Technology Support Unit, which is focussing on alternative energy research. Contracts have been let in the East Midlands and Yorkshire.
17. The Board produced a series of Factsheets to support the deposit edition. Factsheet 17 dealt with population and households.
18. The Sneyd appeal (Planning Inspectorate) supported the Board's case that one site in Bakewell should be developed before another site should be approved, in accordance with a phasing policy in the District Plan.
19. Alison Gee of Derby College studied council house sales inside and outside the Park (unpublished).
20. The Rural Housing Trust, grant aided by the Rural Development Commission, concluded that the value which might encourage landowners to sell land (mainly farm, estate or garden land) whilst not making the houses unaffordable, would be 4 to 5 times agricultural value (RHT).

21. The survey was carried out by the Countryside Commission in the Peak District and Yorkshire Dales National Parks (Co.Co.).
22. The Board and the Derbyshire Rural Community Council surveyed services in most villages in the Derbyshire Peak District (PPJPB).
23. European funds applied through Objective 5b (see 11 above) include ERDF (the regional development fund) ESF (the social fund) and EAGGF (the agriculture fund).
24. Leader 2 is the second EU programme standing for (in French). Links between Actions for the Development of the Rural Economy. It is based in part on the lessons from IRD (see 14 above).
25. The study report Hidden Deprivation in the Countryside (Peak Park Trust) carried out in-depth social and economic research in 3 Peak District locations.
26. The report (HMSO) was a Department of Employment initiative which included evidence from the Peak District.
27. Principles for Tourism in National Parks (Countryside Commission).
28. The assessment of 'carrying capacity' - a resource-led approach - in the National Park Plan is by reference to special characteristics, physical capacity and current levels of use, assessed by skilled observers (1989 National Park Plan 10.25-10.26 PPJPB). (Now updated by some people as "limits of acceptable change").
29. Tourism Action Programmes were prepared by regional tourist boards for selected tourist areas (EMTB).
30. William Waldegrave answered a question in the House on the Government's view, in 1987, of the policy on minerals set out in Circular 4/76 (see para. 3). He offered a new description of 4 tests.
31. Dimensional stone is short-hand for stone quarried and shaped for building construction or monumental use.

STATEMENT OF PUBLICITY & CONSULTATION

Introduction

1. This statement describes the measures taken by the Peak Park Joint Planning Board to publicise, and invite public comment upon, the Review & Replacement of the Structure Plan for the National Park, and the consultations which have been undertaken.

2. The content of the comments has been taken into account in amending the Plan for approval by the Board as its preferred Plan for public deposit.

The Consultation Programme

3. The draft Structure Plan Replacement was published for public consultation on 20th May 1991. The consultation period ended officially on 12th July 1991. However, responses continued to be received until well after this date. Wherever possible, these late responses have received equal consideration.

Extent of Consultations

4. Approximately 360 complimentary copies of the draft plan were distributed to 284 consultees, comprising 17 Local Authorities in and around the Park; 115 Parish Councils located either wholly or partially within the Park; Rural Community Councils; land and conservation interest groups; sport and recreation interest groups; police forces; privatised and public bodies; government departments and statutory undertakers; disability groups; interest groups concerned with tourism, transport, commercial and employment issues; housing and mineral extraction, together with the other 10 National Park Authorities and the 10 members of Parliament with constituencies wholly or partly within the Park.

5. Copies of the draft Plan were lodged in 41 libraries in and around the Park for public inspection, and also at 13 local authority offices. Approximately 240 copies of the Plan were sold at £2 each, the price being set below cost to encourage people to purchase the document and comment upon it, whilst discouraging the wasteful use of resources.

6. The Summary Leaflet was distributed by post to virtually every address within the Park, and also to many addresses outside the Park. Leaflets were widely distributed with all publicity, handed out at public meetings and sent to more than 80 libraries. In total, over 34,000 leaflets were distributed.

7. A Press Launch was held on 20th May 1991, and this generated considerable interest. Media coverage included local and national newspaper

articles, together with local radio and television reports.

8. Public meetings were held in 9 separate locations during June and July 1991, in order to provide a forum for public debate upon the Plan. The programme of meetings sought to try and provide an opportunity for all Park residents and other interested parties to attend a meeting, still making efficient use of Members' and Officers' time. Approximately 385 people attended the meetings, those held in the Park being significantly better attended than those held outside. The meetings were publicised via the summary leaflet, press releases to local newspapers and radio stations, distribution of posters to all parish councils, and posters in the local vicinity of the meeting. Free public transport was offered for the meetings held at Bakewell, Hope and Warslow, advertised via posters and the local press.

Response to Consultations

9. Responses were canvassed and accepted either in written form or by telephone. A total of 140 responses were received, 61 of these from private individuals and businesses. Over 90% of these responses were in written form. In addition, a total of 136 comments were made at the public meetings. These were all logged and were taken into consideration in redrafting the Plan.

10. A total of 284 formal consultees were approached, of which 115 were parish councils or meetings lying either wholly or partially within the Park. Of the remaining 169 formal consultees, responses were received from 16 local authorities, 7 government departments, 3 statutory undertakers, 15 other public agencies and 26 private organisations and interest groups, a response rate of approximately 40%. Of the parish councils and meetings, only 12 responded, a disappointing response rate of only some 10%. (There had been a better response to an earlier survey of Parish Council's, inviting their views on the main issues.)

11. Each response was separated into comments on specific policy areas in the draft Plan, was summarised and logged onto a computer file. Each comment received individual consideration, and taken into account in modifying the Plan. The reaction to each comment was summarised on the log.

12. The main issues arising from the public consultation process were reported to the Board, together with the action taken. The Members' Development Plan working party received the full log of comments. In addition further consultations were carried out with the constituent local

authorities and selected organisations. Where necessary, reference can be made to the Draft Plan, the computer log and to interim editions of the Plan referred to in committee papers. These are available for public inspection at the Bakewell offices of the Planning Board.

The Statutory Framework

13. At the time at which the Public consultation exercise was carried out (May-July 1991), proposals for the alteration or replacement of Structure Plans were as set out in the Town & Country Planning Act 1990 (sections 33 (1):

When preparing proposals for the alteration or repeal and replacement of a Structure Plan for their area, and before finally determining their content for submission to the Secretary of State, the local planning authority shall take such steps as will in their opinion secure:

- (a) that adequate publicity is given in their area to the matters which they propose to include in the proposals and to the proposed content of the explanatory memorandum relating to each such matter;
- (b) that persons who may be expected to desire an opportunity of making representations to the authority with respect to those matters, are made aware that they are entitled to an opportunity of doing so; and
- (c) that such persons are given an adequate opportunity of making such representations.

14. The Town & Country Planning (Structure and Local Plans) (Amendment) Regulations 1984 further prescribed a single six week period for this publicity and public participation although further publicity work may be undertaken if considered necessary. Representations are expected to be made during the six week period, but late representations may also be considered. The

Regulations require that a general invitation for the submission of written comments should be issued when draft proposals for the alteration or replacement of a Structure Plan are publicised, and that attention should be drawn to the period available for comment. It is also recommended that during the prescribed six weeks period, copies of the draft document(s) should be made available for inspection at convenient locations such as council offices and public libraries.

15. This Statement of Publicity and Consultation is published for deposit under the latest provisions of the Town & Country Planning (Structure and Local Plan) Regulations 1991, Planning Policy Guidance Note 12, and the relevant provisions of the Planning & Compensation Act 1991 (Schedule 4).

The 1991 Planning and Compensation Act states that: (para 33 (1) Schedule 4)

When preparing proposals for the alteration or replacement of a Structure Plan for their area and before finally determining their contents, the Local Planning Authority shall:

- (a) Comply with:
 - (i) any requirements imposed by Regulations made under Section 53 (of the 1990 Town and Country Planning Act).

These regulations are contained in the Town and Country Planning (Structure & Local Plan) Regulations 1991 and state that:

"The local planning authority shall prepare a statement of any other persons they have consulted when preparing their proposals, in addition to those listed in paragraph (1), [statutory consultees] and of any steps they have taken to publicise their proposals and to provide persons with an opportunity of making representations in respect of those proposals."

16. The Plan was considered at an Examination in Public, then negotiated with the Secretary of State for the Environment. It was adopted after due process on 1 April 1994.

LIST OF CONSULTEES

[statutory consultees = *]

*Local Authorities

Derbyshire County Council
Staffordshire County Council
Cheshire County Council
Derbyshire Dales District Council
High Peak Borough Council
Macclesfield Borough Council
Staffordshire Moorlands District Council
North East Derbyshire District Council
Sheffield City Council
Kirklees Metropolitan Borough Council
Oldham Metropolitan Borough Council
Barnsley Metropolitan Borough Council
East Staffordshire District Council
Stockport Metropolitan Borough Council
Tameside Metropolitan Borough Council
Rotherham Metropolitan Borough Council
Doncaster Metropolitan Borough Council

Parish And Community Councils

All Parish Councils and Meetings whose areas lie partly or wholly within the Park (115)
Derbyshire Rural Community Council
Yorkshire Rural Community Council
Rural Community Council of Staffordshire
Cheshire Rural Community Council

Land And Conservation Interests

National Farmers Union:
London Office
Midlands Region
Leek
Bakewell
High Peak
Country Landowners' Association
Forestry Commission
*English Nature
*English Heritage
National Trust
Council for the Protection of Rural England:
London
Sheffield
Council for National Parks
County Wildlife Trusts:
Yorkshire (2)
Cheshire
Derbyshire
Staffordshire

Civic Societies:

Blackbrook
Bakewell & District
Eyam
Holme Valley
Longdendale
Youlgreave
Peak Park Trust
Friends of the Earth
Chatsworth Estate
Derbyshire Historic Buildings Trust
Hallamshire Historic Buildings Trust
Staffordshire Historic Buildings Trust
Open Spaces Society
RSPB (Midlands and NW Regions)

Sport And Recreation Interests

Greater Manchester Countryside Unit
Sports Council and Regional Council for Sport & Recreation:
East Midlands
West Midlands
Yorkshire & Humberside
North West
Ramblers' Association:
National
South Yorks. and NE Derbyshire
Stockport
Staffordshire
Derbyshire

Police

Derbyshire
South Yorkshire
West Yorkshire
Staffordshire
Cheshire
Greater Manchester

Privatised And Public Bodies, Government Departments And Statutory Undertakers

*Departments of the Environment and Transport,
East Midlands Regional Office
*Department of Transport:
West Midlands
North West
Yorkshire and Humberside
*Countryside Commission
Cheltenham
Manchester

MAFF
Rural Development Commission - East Regional
Office
English Estates
Ministry of Defence
East Midlands Electricity
Yorkshire Electricity
Midlands Electricity
NORWEB
British Telecom (3 offices)
National Power
Powergen

Department of Energy
Severn Trent Water
Yorkshire Water
North West Water
Department of Trade & Industry
*National Rivers Authority
 Solihull Office
 Upper Trent Region
 Lower Trent Region
British Gas
Arts Council
Royal Mail

Disabled Persons Groups

Derbyshire Centre for Integrated Living
Derbyshire Association for the Disabled
Derbyshire Coalition of Disabled People
British Sports Association
for the Disabled
Fieldfare Trust

Tourism And Accommodation Interests

Caravan Club
Camping and Caravanning Club
YHA (Peak Region)
East Midlands, Yorkshire & Humberside,
North West and West Midlands Tourist Boards

Transport Interests

British Rail:
 Trainload Construction
 Regional Railways
South Yorks PTE
West Yorks PTE
Greater Manchester PTE
AA
RAC
NCIT
Transport 2000

Commerce And Employment Interests

Training & Enterprise Councils:
 Stockport & High Peak
 Staffordshire
 North Derbyshire
 South Derbyshire
 South & East Cheshire
 Calderdale & Kirklees
 Sheffield
 Oldham
North Derbyshire (Chesterfield) Chamber of
Commerce and Industry
Derby and Derbyshire Chamber of Commerce
and Industry
Bakewell Chamber of Trade
West Derbyshire Employers Association
North Derbyshire Enterprise Agency

Housing Interests

House Builders Federation:
 Midlands
 North West
 Yorkshire and Humberside
Housing Corporation:
 East Midlands
 CCHA Housing
 Northern Counties Housing Association
 Peak District Rural Housing Association
 Rural Housing Trust

Minerals Interests

British Aggregate Construction Materials Industry
(BACMI)
Laporte
UKOOG
National Association of Waste Disposal
Contractors
Sand and Gravel Association

National Park Authorities: (10)

MPs:

P. McLoughlin
D. Knox
C. Hawkins
G. Dickens
G. Riddick
A. McKay
I. Patnick
M. Flannery
H. Barnes
N. Winterton

LIST OF ORGANISATIONS WHICH MADE REPRESENTATIONS

Statutory Undertakers

Midlands Electricity
Severn Trent Water
Yorkshire Water

Private Organisations

Bradwell Residents Against the Dumping
of Deadly Asbestos
British Aggregates Construction Materials
Industries
Bakewell & Eyam Community Transport
Barnsley Chamber of Commerce
Blackbrook Conservation Society
Country Landowners' Association (Worksop)
Caravan Club
CPRE
Derbyshire Rural Community Council
Freight Transport Association
House Builders Federation
High Peak Green Party
Land Rover Club
National Trust - East Midlands
National Farmers Union - West Midlands
Open Spaces Society
Peak Rail
Ramblers - Derbyshire
Ramblers - Staffordshire
Ramblers - South Yorkshire & NE Derbyshire
Royal Society for the Protection of Birds
Sheffield Chamber of Commerce
Youth Hostels Association
Yorkshire Naturalists Union
West Derbyshire Employers Association

Local Authorities

Barnsley Metropolitan Borough Council
Cheshire County Council
Derbyshire County Council
Derbyshire Dales District Council
Doncaster Metropolitan Borough Council
Greater Manchester Minerals & Waste Planning Unit
High Peak Borough Council
Kirklees Metropolitan Borough Council
Macclesfield Borough Council
North East Derbyshire District Council
Rotherham Metropolitan Borough Council
Sheffield City Council
Staffordshire County Council
Staffordshire County Council Transport
Sub-Committee
Staffordshire Moorlands District Council
Tameside Metropolitan Borough Council

Parish Councils As Follows:

Alstonefield
Bakewell Town Council
Bradwell
Calver
Chinley, Buxworth & Brownside
Edale
Heathylee
Hope with Aston
Quarnford
Stanton-in-Peak
Stocksbridge Town Council
Winster

Government Departments

Department of Employment
Department of Environment
Department of Trade & Industry
Department of Transport
Department of Transport - W. Midlands
Ministry of Agriculture, Fisheries & Food
Department of Transport - E. Midlands
Ministry of Defence

Other Public Bodies

Cheshire Constabulary
Countryside Commission (NW)
Derbyshire Constabulary
English Heritage
English Nature
Greater Manchester Police
National Rivers Authority
North West Council for Sport & Recreation
Powergen
Rural Development Commission
Regional Tourist Boards
South East Cheshire Training
& Enterprise Council
South Yorkshire Passenger
Transport Executive
Sports Council
Staffordshire Police

Private Individuals & Businesses

55 private individuals
6 private businesses
also made representations
87% were from addresses within
the Park

ADDITIONAL CONSULTEES

The Town and Country Planning (Structure and Local Plan) Regulations 1991 contain a list of those organisations which Local Planning Authorities may wish to consult on their proposals and the following organisations will be sent copies of the Plan at the deposit stage.

British Waterways Board
Church Commissioners
Civil Aviation Authority
Commission for Racial Equality
Crown Estate Commissioners
Equal Opportunities Commission
Health and Safety Executive
HM Inspectorate of Pollution
Regional Health Authority
Manpower Services Commission
Department of Education and Science

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Pete Abbott, John Youatt - February 1995

Captions to photographs:

- P5 Abandoned millstones below Stanage Edge
- P11 Monyash
- P19 Langsett Barn, now a Village Hall, Ranger Briefing Centre and Visitor Centre
- P39 Housing Association development at Earl Sterndale
- P51 National Park Information Point in village shop
- P57 Telebusiness Centre, Eccles House, Hope
- P65 Monsal Dale
- P77 Eldon Hill Quarry
- P89 A628 Woodhead Road
- P103 The 1994 National Parks Conference at Buxton

Whilst every effort has been made to ensure that the information contained within this Plan is accurate at the time of going to press, the Board does not accept responsibility for any errors or omissions.

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