

NEW FOREST NATIONAL PARK AUTHORITY

Local Development Framework MONITORING REPORT

2014

December 2014



Contents

Page Number

	Executive Summary	3
1.	Introduction	4
2.	National Park profile	7
3.	Local Development Scheme	8
4.	Protecting and Enhancing the Natural Environment	10
5.	Protecting and Enhancing the Built Environment	12
6.	Vibrant Communities	14
7.	A Sustainable Local Economy	19
8.	Conclusions	22
Appendix 1	Key Core Strategy Indicators	23
Appendix 2	5 year housing land supply	26

Executive Summary

The Planning and Compulsory Purchase Act 2004, as amended by the Town and Country Planning (Local Planning) (England) Regulations 2012, requires local planning authorities to produce a monitoring report each year which should contain details of:

- the timetable and progress of the documents set out in the Authority's Local Development Scheme;
- numbers of net additional dwellings and affordable dwellings;
- the Authority's co-operation with another local planning authority or relevant body during the monitoring period.

This is the eighth annual Monitoring Report produced by the New Forest National Park Authority. It covers the period 1 April 2013 to 31 March 2014, and focuses on assessing the effectiveness of the planning policies in the adopted Core Strategy. This year it focuses explicitly on planning statistics and related issues. It does not seek to replicate data and information that is covered elsewhere, in particular in the Authority's State of the Park Report. That report is updated on an annual basis and covers topics such as water quality, animal accidents and sustainable transport which were previously discussed in this Monitoring Report.

The Authority's Local Development Scheme (LDS) was brought into effect on 26 April 2011 and a number of the documents identified therein have now been adopted, together with a number of other documents now adopted including several Village Design Statements.

Assessment of the Core Strategy's policies in this report indicates that many of the policies are performing effectively, and continue general trends of protection and enhancement of the area. The communities in the National Park continue to be supported through the provision of appropriate levels of housing and employment as well as community facilities.

However, the report also highlights some of the recent changes to the planning system, in particular where some development no longer requires planning consent but can be undertaken as permitted development. These changes will be monitored where possible and any longer term trends and implications noted. The forthcoming review of the Authority's Core Strategy will take these into account, together with any other recent changes in national planning policy.

1. Introduction

- 1.1 The Authority is responsible for spatial planning, minerals and waste planning, development control and enforcement, and other related regulatory functions within the National Park.
- 1.2 The Planning and Compulsory Purchase Act 2004, as amended by the Town and Country Planning (Local Planning) (England) Regulations 2012 requires every local planning authority to produce a monitoring report each year. This should contain information on issues including the progress of the documents in the Authority's Local Development Scheme and general monitoring data including net additional dwellings.
- 1.3 The monitoring data set out in this report relate to the period 1 April 2013 to 31 March 2014, and, unless otherwise stated, refers to the whole of the National Park. The basis for the monitoring data are the indicators set out in the Authority's adopted Core Strategy, in order to assess the effectiveness of the planning policies. A summary of these indicators and the monitoring results is set out in Appendix 1.

Development Plan

- 1.4 During the period of this monitoring report the Development Plan for the National Park comprised the following:
 - New Forest National Park Core Strategy and Development Management Policies (2010)
 - Hampshire Minerals and Waste Core Strategy (2007) – *up to October 2013*
 - Hampshire Minerals and Waste Local Plan (2013) - *from October 2013*
- 1.5 The Hampshire Minerals and Waste Local Plan was formally adopted by the Authority and partners in October 2013, and now replaces the 2007 Minerals and Waste Core Strategy. It covers the whole of the New Forest National Park.

Duty to cooperate

- 1.6 The Localism Act 2011 introduced a 'duty to cooperate' on strategic planning matters (defined as those affecting more than one planning area) applying to local planning authorities and a range of other organisations and agencies. The evidence provided below, of activities undertaken in 2013/14, demonstrates the Authority's commitment and actions in respect of its 'duty to co-operate' during the monitoring period.

Joint working on Minerals and Waste issues

Following the adoption of the Hampshire and New Forest Minerals and Waste Plan in October 2013 the Authority continues to work with Hampshire County Council and Portsmouth and Southampton City Councils to monitor and implement the Plan. This includes work on drafting two supplementary

planning documents on oil and gas issues, and safeguarding mineral and waste infrastructure and sites.

Supplementary Plan Document production

The Authority has continued to work with a range of local community groups and Parish Councils to assist in the production of Village Design Statements, some of which straddle the boundary of the National Park and adjacent authorities. Hordle Parish Council is currently preparing a village design statement for Hordle, and the following have been adopted and are in use:

- Ashurst and Colbury VDS was adopted in June 2013
- Boldre Parish Design Statement was adopted in September 2013
- Sway VDS was adopted in September 2013

Commenting on and contributing towards the preparation of other authorities plans and development proposals

Officers have liaised with Christchurch Borough Council on the issue of proposed housing close to the National Park boundary. Discussions also took place with New Forest District Council on the issue of mitigation of their proposed housing on the New Forest Special Protection Area as part of the examination into their Sites and Designations Document. Comments have also been made on the draft plans and strategies of other authorities including the strategic and site specific minerals and waste documents of Dorset County Council and Wiltshire Council. The Authority has also liaised with Wiltshire Council over habitat mitigation measures to ensure that development in South Wiltshire does not impact on the integrity of the adjacent Natura 2000 sites in the New Forest.

In addition officers have responded to Test Valley Borough Council on their draft Green Infrastructure Strategy and Forest Park Implementation Plan, to Wiltshire Council on their Community Infrastructure Levy draft charging schedule, and to Dorset County Council on their Minerals Site Plan and their Waste Plan issues consultation.

Participating in sub and regional groups such as the Local Economic Partnerships

The Authority has engaged with the Enterprise M3 Local Economic Partnership looking at various cross-boundary economic issues by attending regular officer meetings. Officers have also responded to the consultation on the Enterprise M3 LEP 'Strategy for Growth' in June 2013, and attended workshops on low carbon economy and sustainable development.

Joint Working with Neighbouring District Authorities and other bodies

Officers regularly attend the Hampshire Development Plans Group with representatives of all local planning authorities in Hampshire to discuss relevant issues, many being cross-boundary issues. Regular liaison with planning officers at other UK National Park Authorities is also undertaken both on a formal and informal basis.

Liaison with other statutory organisations

Engagement with a range of statutory organisations, including Natural England, English Heritage and the Environment Agency has been undertaken, in relation to specific planning applications and also other strategic projects where appropriate. Officers have also attended workshops run by the Marine Management Organisation in relation to the preparation of the South Marine Plan.

Format of this report

- 1.7 This report covers the entirety of the National Park and assesses the effectiveness of the Authority's planning policies by analysing the monitoring indicators set out in Chapter 10 of the adopted Core Strategy. However, this year's monitoring report focuses explicitly on planning statistics and related issues. It does not seek to replicate data and information that is covered elsewhere, in particular in the Authority's State of the Park Report. That report is updated on an annual basis and covers topics such as water quality, animal accidents and sustainable transport which were previously discussed in this Monitoring Report.
- 1.8 This document, and previous years' monitoring reports, can be viewed on the Authority's website. Any comments and queries on this Monitoring Report should be addressed to the Policy Team at the National Park Authority:

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2. National Park Profile

- 2.1 The New Forest covers a geographical area of 56,658 hectares. It includes the Open Forest, which most people identify as the heart of the Forest, together with a wider area of enclosed farmlands. The handful of large villages house the majority of the population of around 35,000 people. Much of the area is sparsely populated, with villages and hamlets set in countryside of exceptional quality and natural beauty. Traditional land management, such as the ancient system of commoning, is still practised in much of the Forest, and the cultural landscape and natural habitats are recognised to be of international importance.
- 2.2 However, the National Park is fringed by the expanding residential and industrial areas of the Bournemouth / Poole / Christchurch and Southampton / Portsmouth conurbations in addition to Salisbury to the north, creating continual pressure for new development. It is easily reached by road from centres of population locally, and throughout southern England and attracts large numbers of visitors each year, with associated traffic problems and damage to the more fragile habitats.
- 2.3 More detailed statistics on the National Park are set out in the State of the Park report, which can be viewed on the Authority's website.

Issues and Challenges

- 2.4 In December 2010 the Authority adopted the first set of National Park-wide planning policies, which became operational immediately. The Core Strategy identified the main challenges for the New Forest National Park over the next 20 years to be:
- **Climate change**, which is likely to affect the character of large parts of the National Park, modifying landscapes, habitats and biodiversity;
 - **Local distinctiveness**, which is the sum of all the individual features of local landscapes and the built environment, but there has been a gradual and continuing loss of character;
 - **Traditional land management**, which has created the landscape of the New Forest over the last 1000 years but is now under threat from uncertainties facing agriculture and commoning;
 - **Economic growth** within the Park and surrounding areas which brings both pressures and opportunities. There is a continued demand for new development within and immediately adjacent to the Park.

3. Local Development Scheme

- 3.1 The Authority's Local Development Scheme (LDS) is a publicly available document setting out a schedule of what local development documents will be produced, and the timescales. The third revision of the LDS for the New Forest National Park Authority was brought into effect on 26 April 2011.

Implementation of the Local Development Scheme

- 3.2 Local planning authorities are required to prepare a monitoring report that sets out information on the implementation of their Local Development Scheme (LDS). An update on the progress of the various documents set out in the Authority's LDS is set out below.

Sites and Designations Development Plan Document

- 3.3 Upon adoption of the New Forest National Park Management Plan, as the higher order document for the National Park, the Authority will set out a timetable for the review of the Core Strategy. With the Government's National Planning Policy Framework (NPPF) signalling a return to a single 'local plan' it is now envisaged that the proposed contents of the Sites and Designations document will be wrapped up in an early review of the Authority's Core Strategy, and reviewed to reflect recent changes in national planning policy, and any new policy requirements.
- 3.4 Work is already underway in scoping out the potential content of a revised Core Strategy / Local Plan, with especial regard to the need to reflect any recently revised national planning policy, including those types of development that no longer require planning permission.

New Forest National Park Design Guide Supplementary Planning Document (SPD)

Standards Supplementary Planning Document (SPD)

- 3.5 As stated in last year's monitoring report, these documents have been adopted, and are being used to inform decisions on planning applications and appeals.

Statement of Community Involvement

- 3.6 The Authority first adopted a Statement of Community Involvement (SCI) in 2007 but since then there have been significant changes in the planning system and it was considered necessary to update the document. Consequently, following a period of public consultation in October and November 2013 the revised SCI was adopted on 12 December 2013. It revises the previous SCI which set out the details of how the Authority would undertake consultation on planning documents and details of the planning application process, but also now includes details of how the Authority will engage with organisations and local communities on non-planning documents.

Hampshire and New Forest National Park Minerals and Waste LDF

- 3.7 The National Park Authority together with Hampshire County Council, Portsmouth and Southampton City Councils and latterly the South Downs National Park Authority, have adopted the Hampshire Minerals and Waste Core Strategy, covering Hampshire and the whole of the New Forest National Park, and which incorporates strategic minerals and waste sites.

- 3.8 A revised Hampshire Minerals and Waste LDS was brought into effect on 9 September 2014. It includes timetables for the delivery of the monitoring report, the Local Aggregates Assessment, as well as two supplementary planning guidance documents on 'Oil and Gas development' and 'Minerals and Waste Safeguarding'.

4. Protecting and Enhancing the Natural Environment

Core Strategy Objective 1: Policies: **CP1, CP2, DP1, DP2, CP3, DP3**

Protect and enhance the natural environment of the National Park, including the natural beauty of the landscape and the range of habitats and species.

Core Strategy Objective 3: Policies **CP7, CP8, DP6**

Plan for the likely impacts of climate change on the special qualities of the New Forest and reduce the overall environmental footprint of the National Park.

- 4.1 The planning policies for the National Park in the adopted Core Strategy place a strong emphasis on protection of the natural environment. Additionally, in line with Government guidance, the Core Strategy seeks to plan for the impacts of climate change over the next 20 years. These challenges are enshrined in the objectives of the Core Strategy, and are reiterated above.
- 4.2 This report does not replicate updates to data that is covered in the annual updates to the Authority's State of the Park Report, which can be viewed on the Authority's website. This includes data on water quality.

Natural environment

Priority habitats and species

- 4.3 The amount of Biodiversity Action Plan (BAP) Priority Habitat in the National Park totals 30,677 hectares (as at 31 March 2014), which is an increase of 155 hectares from last year's monitoring period. Approximately 90% of these priority habitats fall within statutorily designated nature conservation sites.

Designated nature conservation sites

- 4.4 During this monitoring period there were no changes to statutory nature conservation sites in terms of numbers or size. However, there was one new Site of Importance for Nature Conservation (SINC) at Fry's Copse in Bramshaw, with some changes to the boundaries of existing SINC's during this monitoring period. This has resulted in a slightly increased total site area of all SINC's of 3,024 hectares, compared to 3,022 hectares in last year's report.

Open space

- 4.5 There has been no net loss of open space arising from a grant of planning permission during the monitoring period, in line with policy DP3 of the Core Strategy.

Renewable energy

- 4.6 A small number of planning applications for renewable energy schemes were permitted during the monitoring period. These have largely comprised solar panels, with a number for private residences, with some installed at community facilities including a youth hall. Additionally, a 2.5 megawatt extension to an existing solar farm at Langley was permitted. Other energy schemes permitted during the monitoring period comprised a ground source heat pump and a biomass boiler.

Performance of the Natural Environment policies

- 4.7 There continues to be a strong emphasis on the core objectives of protecting and enhancing the natural environment as set out in the Authority's Core Strategy.
- 4.8 In reviewing the Core Strategy it is likely that some aspects of these policies will need to be reconsidered, in part to reflect changes to national planning policy since the adoption of the Core Strategy.

5. Protecting and Enhancing the Built Environment

Core Strategy Objective 2: Policies: CP7, CP8 and DP6

Conserve and enhance the wealth of individual characteristics that contribute to the local distinctiveness of the built environment of the New Forest.

- 5.1 The Core Strategy emphasises the importance of recognising and protecting the distinctive character of the built environment of the National Park.

Design issues

Planning applications

- 5.2 Implementation of the Authority's Core Strategy continues to focus on the principles of good design in new development. The proportion of planning applications refused on the grounds of poor or inappropriate design during this monitoring period was similar to previous years. Where design issues led to a refusal of permission these consisted primarily of concerns regarding potential suburbanisation effects of the proposals, or erosion of the rural character and local distinctiveness of the area. The Core Strategy policies commonly cited in relation to design issues were CP8 Local Distinctiveness, DP1 General Development Principles and DP6 Design Principles, in addition to the Authority's detailed Design Guide Supplementary Planning Document.
- 5.3 However, other reasons for refusal of planning applications are associated with overarching design issues such as the over-enlargement of dwellings, and impacts on the historic environment, especially where proposed development would be located in a Conservation Area.

Appeal decisions

- 5.4 An application for the construction of a replacement dwelling and demolition of existing at Thorns Beach House at Thorns Beach, Beaulieu was refused by the Authority in October 2012 and was subsequently dismissed on appeal in October 2013. The Inspector stated that "*The quality of the design is not so exceptional or outstanding as to reflect the highest standards in architecture. As a result, the proposal cannot be seen as justifying an exception to the policy intention that new isolated homes in the countryside should be avoided*" (appeal ref APP/B9506/A/13/2195441, paragraph 35). In terms of the floor area of the proposed development the Inspector concluded that "*The increase in size is so great as to represent serious conflict with [policy] DP10, [of the Core Strategy] which is straightforwardly worded*" (paragraph 36). No pre-application advice had been sought. A further application for a replacement dwelling on the same site was subsequently refused by the Authority in October 2014, and there are currently no appeals pending.

Pre-application advice

- 5.5 The Authority provides pre-application advice to all applicants free of charge. Of the housing completions identified in this year's monitoring report over half of properties were the subject of pre-application advice much of which focused on issues comprising the appropriate scale of development, size, footprint and design details.

Village Design Statements

- 5.6 The Authority continues to support the production of Village Design Statements (VDS) by parish councils in order to provide a more locally specific document that will sit alongside the Authority's adopted Design Guide Supplementary Planning Document. These will be formally adopted by the Authority as Supplementary Planning Documents and will thus be a material consideration in the assessment of planning applications.
- 5.7 Individual Village Design Statements have been adopted for Wellow (2011), Landford (2011), Hyde (2012), Ashurst and Colbury (2013), Boldre Parish (2013) and Sway (2013). The local community in Hordle are also currently preparing a Village Design Statement.

Impacts on the Historic Environment

- 5.8 Since the adoption of the Core Strategy one of the main reasons cited most often in refusals of planning applications is the likely impacts on the historic environment.

Performance of the Built Environment policies

- 5.9 Design issues continue to be an area of importance for the assessment of planning applications and the Authority has recognised this in adopting the Design Guide Supplementary Planning Document to aid applicants and developers in achieving a level of design that is more locally specific to the National Park. This is complemented by Village Design Statements as they are adopted.
- 5.10 The future review of the Authority's Core Strategy will need to reflect the National Planning Policy Framework and other changes to national policy and guidance since the adoption of the Core Strategy. This will include consideration of the existing policies relating to the historic environment and heritage assets, in the context of the numerous important designated and undesignated features of the built environment of the New Forest National Park.

6. Vibrant Communities

Core Strategy Objective 4: Policies CP9, DP7, DP8, CP10, CP12, DP9, DP10, DP11, DP12 and DP15

Strengthen the well-being, identity and sustainability of rural communities and the pride of local people in their area.

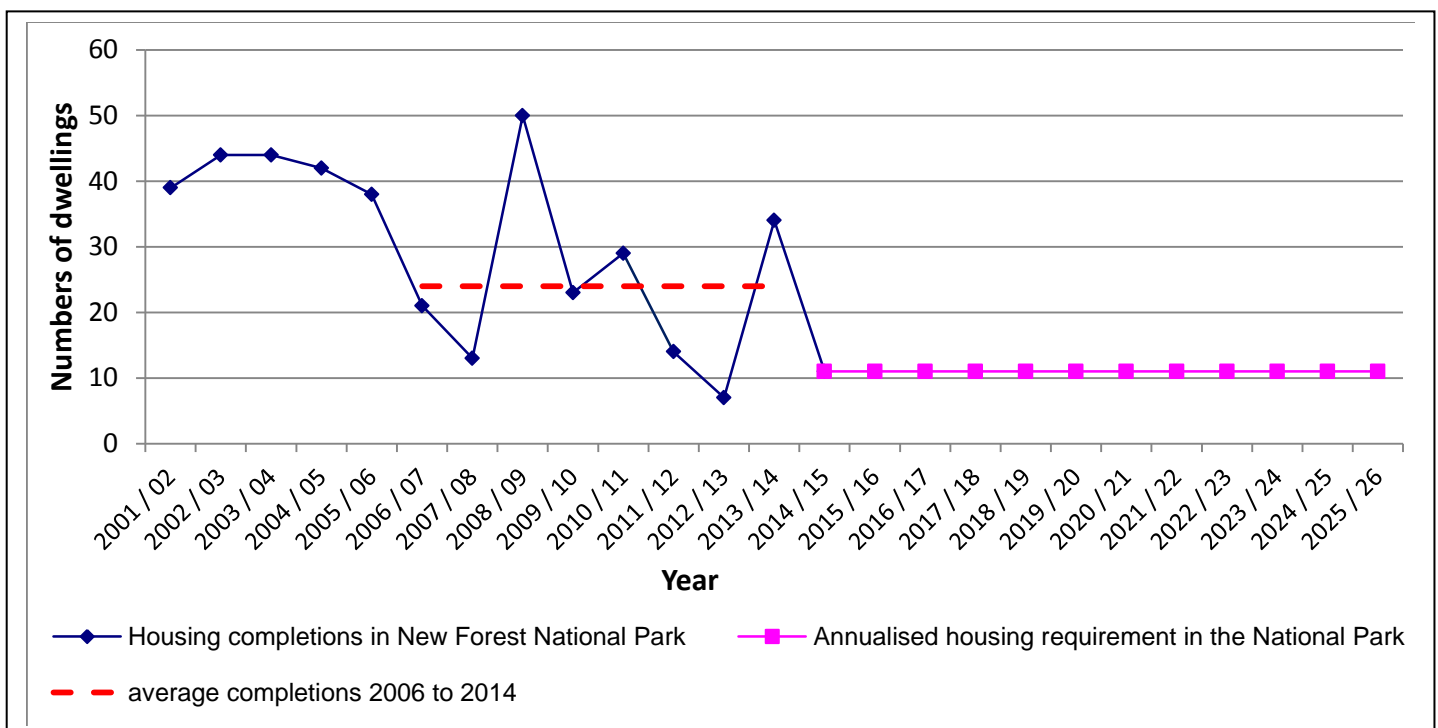
Core Strategy Objective 5: Policies CP11, DP13, DP14, and CP13

Promote affordable housing to meet local needs and maintain the vibrant communities of the National Park.

Housing

6.1 There was a net gain of 34 dwellings completed during the monitoring period, of which the majority have been built on previously developed land. Additionally, there are a significant number of dwellings under construction that are likely to be completed during 2014/15. The chart below illustrates completions in the National Park in previous years.

Figure 1: New Forest National Park Housing Trajectory 2013 / 14

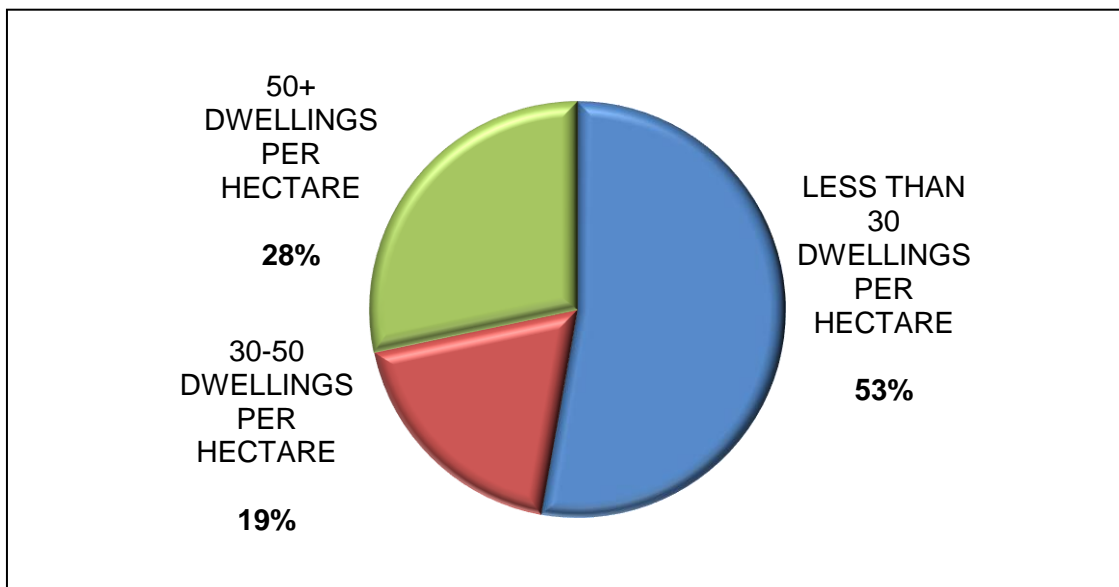


6.2 In terms of the locations of the housing completions the majority of houses are located in the defined villages, with some completions in all four defined villages, as was seen in last year's monitoring report. The higher completions rate this year reflects the completion of housing on a number of relatively larger sites in the National Park. These include 8 dwellings at Knightwood Lodge Hotel in Lyndhurst, 7 at Foxhills in Ashurst, 7 at South View Hotel in Lyndhurst and 5 at Forest Heath Hotel in Sway.

Housing densities

- 6.3 The Authority's Core Strategy aims to ensure that the general pressure for development in the National Park does not lead to inappropriate and high density development, especially as the residential areas in the four defined villages are spacious in character with mature trees and larger gardens.
- 6.4 The figures for the monitoring period indicate that just 53% of all (gross) dwellings completed during that time were built at a density of less than 30 dwellings per hectare. This compares to a figure of 83% from last year's report, and 88% from the previous year.
- 6.5 A higher proportion of dwellings built at a higher density is notable this year due to the completion of dwellings on a number of sites comprising former hotels that have been converted to flats. These developments represent an efficient use of brownfield land and make a useful contribution towards meeting local housing need.

Figure 2: Densities of housing completions in the National Park



Source: Hampshire County Council, 2014

Location of new housing

- 6.6 The majority of new housing completions are located within a defined village, with some completions during this monitoring period in all four defined villages.
- 6.7 Policy CP1 of the Core Strategy requires any new dwellings proposed to be located within 400m of the boundary of the New Forest Special Protection Area (SPA) to demonstrate that adequate mitigation measures are put in place to avoid any potential adverse effects on the ecological integrity of the SPA. Analysis of the schedule of sites with outstanding planning permissions for housing shows that 12 new dwellings fell within that boundary. Where appropriate Natural England confirmed that they either had no objections to

the proposed development or that it was not likely to have a significant or detrimental effect on the designated site. The Authority routinely seeks developer contributions towards habitat mitigation measures where new residential development is permitted close to protected habitats.

- 6.8 However, there were three cases that warranted an objection from Natural England to the likely impact on the New Forest Special Protection Area but these related to prior approvals and, unlike a full planning application, could not be refused on such grounds. However, the applicants were advised that *“the proposal is not considered to be lawful development as it is considered that it would result in in-combination likely significant effects which means that approval is still required from the Local Planning Authority in accordance with Sections 73-76 of the Conservation of Species and Habitats Regulations 2010 (as amended). Planning permission would therefore be required for this proposal”*.

Affordable housing

- 6.9 There were four affordable housing completions during the monitoring period, with two each located in the defined villages of Ashurst and Lyndhurst. A further three are under construction in Lyndhurst and are likely to be completed during next year's reporting period.

Five year housing supply

- 6.10 Government planning policy requires local planning authorities to identify a stock of five years worth of housing supply, with an additional 'buffer' of 5% of that requirement as set out in the National Planning Policy Framework. Given the nature of the New Forest and the statutory National Park purposes the Authority does not allocate land for housing but relies on 'windfall' sites of which there has been a steady and constant supply to date. The Authority currently has a stock of outstanding planning permissions for 76 dwellings, which is in excess of the requirement of 58 dwellings as the five years supply. The details of the sites making up the five year supply are set out in Appendix 2 of this document.

Defined villages

Retail

- 6.11 The Authority's officers carried out the latest survey of the proportion of A1 retail uses in the defined shopping frontage within the four defined villages in June 2014. This identified little change from the last monitoring period. The proportion of retail units in the identified shopping frontages of Ashurst, Brockenhurst and Lyndhurst remain above the recommended minimum of 40%, 50% and 50% respectively.
- 6.12 However, in Sway the proportion of A1 retail units remains at 36% and therefore falls 4% below the recommended threshold of 40% established in

Policy DP7 of the Core Strategy. This remains the same proportion as identified in last year's monitoring report.

- 6.13 It should be noted that the changes to permitted development rights in 2013 now include changes from A1 (shop) to A2 (financial and professional services) without the necessity of a planning consent. However developers are required to apply to the Authority to determine whether prior approval in relation to flooding, highways and contamination matters is required. The Authority will continue to monitor uses within the shopping frontages of the defined villages, in order to identify any trends arising from the aforementioned changes to the permitted development rights.

Community facilities

- 6.14 Throughout the last year a number of planning applications have been permitted for a range of community facilities, spread throughout local communities across the National Park. Such applications included improvements to existing facilities including a burial ground, a post office, and parish and church halls.

Developer contributions

- 6.15 Policy DP15 of the Core Strategy states that “*Development proposals shall make provision, through planning contributions, for the infrastructure necessary to secure that the development is acceptable in planning terms*”. The Development Standards Supplementary Planning Document, adopted in September 2012, sets out more detail on the financial contributions expected of developers where appropriate.
- 6.16 The monies received and released by the Authority during the monitoring period are set out in the table below. The open space contributions are released to the relevant parish council to be spent on appropriate schemes such as children’s play equipment or more informal greenspace provision. More details are set out in the Developer Standards Document. Active discussions are taking place with both parish councils and affordable housing providers to ensure that developer contributions are spent locally. The Authority has also met with Natural England to prioritise schemes towards which the ecological mitigation contributions will be directed.

Figure 3: Developer contributions 2013/2014

Type of Contribution	Amount received (01/04/13 – 31/03/14)	Amount released (01/04/13 – 31/03/14)
Affordable housing	£21,090	£60,000
Public open space	£18,405.53	£0
Transport	£4,232	£0
Ecological mitigation	£2,500	£0

- 6.17 In November 2014 the Government brought into effect new guidance which exempts developments of 10 dwellings from affordable housing contributions and ‘tariff’ style planning contributions. However, National Park Authorities can reduce that threshold to five instead of 10 dwellings. The Authority’s

Planning Development Control Committee resolved, in December 2014, to implement the lower five dwelling threshold, and therefore the Authority can continue to seek financial contributions towards affordable housing, open space and transport from developments of between six and ten dwellings (net) within the Park. These changes do not apply retrospectively. However, if a permission has yet to be implemented an applicant could seek a new permission based on the updated guidance, or renegotiate existing Section 106 agreements. The Authority can continue to seek contributions towards habitat mitigation measures from all new residential developments.

Neighbourhood Plans

6.18 Local Planning Authorities are now required to set out the details, in the monitoring report, of any neighbourhood plans in the area. No neighbourhood plans have yet been adopted in the National Park. Neighbourhood Plan Areas for both Milford-on-Sea (in April 2013) and Totton and Eling (in November 2014) have already been formally designated by the Authority, as they relate to each council's administrative area within the National Park. In addition, there is currently an application to designate New Milton Town Council area as a Neighbourhood Plan Area, which straddles both the National Park and New Forest District Council boundaries.

Performance of Vibrant Communities policies

6.19 The data illustrates that there remains a stock of planning permissions for residential development, which is an increasingly important material consideration for planning inspectors when assessing planning appeals for proposed housing development.

6.20 Analysis of housing completions since 2001 to the present has resulted in an average figure of 31 new houses completed each year, well above the annualised housing figure of 11 dwellings per year set out in the Core Strategy. Overall it should be emphasised that completions within the National Park are on target to meet the Core Strategy target of 220 additional dwellings required within the National Park between 2006 and 2026.

6.21 The implications of recent changes to permitted development rights and guidance regarding section 106 agreements and affordable housing will continue to be monitored and reported in next year's monitoring report.

7. A Sustainable Local Economy

Core Strategy Objective 6: Policies CP14, CP15, DP16 and DP17

Develop a diverse and sustainable economy that contributes to the well-being of local communities throughout the Park.

Core Strategy Objective 7: Policies CP17, DP19, DP20, DP21, DP22 and DP23

Encourage land management that sustains the special qualities of the National Park.

Core Strategy Objective 8: Policies CP16, DP1 and DP18

Support development which encourages sustainable tourism and recreation, and provides opportunities for enjoying the Park's special qualities.

Employment and the economy

Total amount of additional employment floorspace – by type

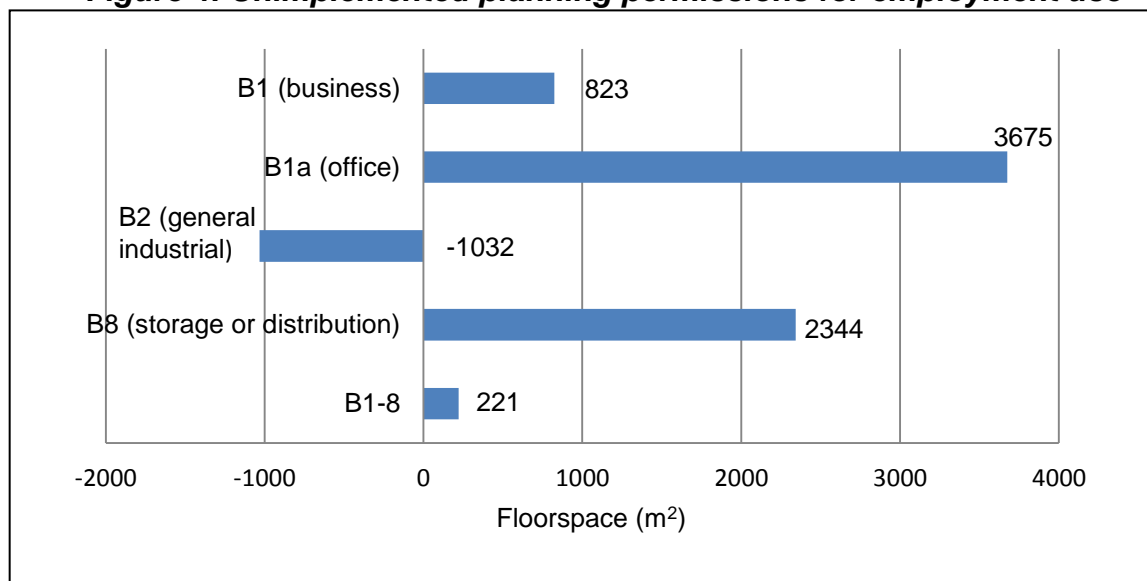
Total amount of employment floorspace on previously developed land

- 7.1 There has been a net gain of 542m² of new B1-B8 floorspace completed during the monitoring period, which is concentrated on two greenfield sites. Just over half of this new floorspace is B1 (office) use. However, there is a further 798m² of employment floorspace under construction which is likely to be identified as completions in next year's monitoring report.

Employment land available – by type

- 7.2 The amount of employment land available in the National Park is based solely on unimplemented planning permissions as there are no site specific allocations for employment use in the Authority's Core Strategy. An analysis of available employment land reveals that there is a stock of sites with planning permission for industrial and office uses totalling some 6,031m² across 11 sites (see graph below). None of these sites is in a defined village, though several sites are adjacent or in very close proximity to a defined village (e.g. Appletree Court, Lyndhurst). In addition, over two thirds of this permitted floorspace is on brownfield sites.

Figure 4: Unimplemented planning permissions for employment use



Changes to permitted development rights

- 7.3 The Government have introduced various changes to the system of permitted development rights in recent years, one of which has been the change of use from office buildings to dwellings which was introduced in May 2013. In the last monitoring year this has identified a proposed loss of office floorspace in the National Park totalling 873m², arising from four sites broadly focused on Brockenhurst and Lyndhurst.
- 7.4 In addition there have been a number of other cases where prior approval was not required but this has made the Authority aware that a potential loss of office floorspace may occur nonetheless. In a couple of these cases the Authority is of the view that the site did not have a lawful office use in place and should not be benefitting from permitted development rights but should be submitting a planning application for such development. This highlights the issues surrounding the implementation of the new permitted development rights and the potential implications for the Authority. These developments will continue to be monitored where possible and any trends identified. This will be reported on again in next year's monitoring report.

Agriculture, farming and forestry

- 7.5 During the monitoring period a total of eight planning applications for agricultural development were permitted, which is slightly fewer than last year. These comprised a variety of new or replacement barns or new or extended agricultural buildings.
- 7.6 In addition, permission was granted for one agricultural dwelling during this period, in addition to one commoners dwelling.

Recreational horsekeeping

- 7.7 A total of 24 planning applications were permitted for recreational horsekeeping activities and associated development, which is on a par with last year. The majority of these permissions were for stables with some maneges, field shelters and stores in dispersed locations throughout the National Park.

Visitor facilities and accommodation

- 7.8 There were no new visitor accommodation units completed during the monitoring period, although there remains an unimplemented planning permission for an additional 16 bedrooms at an existing hotel.
- 7.9 With regard to leisure facilities a total of 1,488m² was completed at existing sites, comprising a new leisure building at Paulton's Park in Ower, and a replacement clubhouse at Hurst Castle Sailing Club.

Performance of economic policies

- 7.10 It can be seen that there remains a stock of land with planning permission for a range of business and industrial uses throughout the National Park. This indicates that the strategy for relying on windfall sites coming forward rather than allocating employment sites has proved successful. However, with the introduction of recent changes to the system of permitted development rights whereby offices can be converted to dwellings without requiring planning permission it will be necessary to consider the implications of this change for the imminent review of the Authority's Core Strategy. These changes of use will continue to be monitored in as much detail as possible.

8. Conclusions

- 8.1 The initial assessment of the Core Strategy's policies in this report indicates that many of the policies are performing well, and continue general trends of protection and enhancement of the area, whilst strengthening policies in several areas. The communities in the National Park continue to be supported through the provision of appropriate levels of housing and employment as well as community facilities.
- 8.2 There remains a significant stock of sites with planning permission for housing or employment uses, which supports the Authority's approach in the Core Strategy of not allocating sites for such uses but relying on a steady supply of 'windfall' sites.
- 8.3 With the publication of the National Planning Policy Framework and a number of significant changes to national planning policy and guidance since the adoption of the Core Strategy it is anticipated that a relatively early review of the Core Strategy will be initiated in the coming year, upon adoption of the National Park Management Plan. Recent changes to national planning policy will need to be reflected in the Core Strategy review together with any new evidence base work undertaken. In addition there are a number of detailed requirements that were to be included within the Sites and Designations document that will be reconsidered as part of the review of the Core Strategy, including for instance the Defined Village boundaries.

Key Core Strategy Indicators

Key:

	Aim achieved		Aim partially achieved		Aim not achieved		Neutral / Unknown
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Protecting and Enhancing the Natural Environment

Indicator	Target	Core Strategy policies	Outcome	
Housing permitted within 400m of the New Forest SPA	Not to allow adverse impacts on the sensitive European nature conservation site	CP1	12 dwellings with extant permission (no objection from Natural England)	
Change in areas and populations of biodiversity importance, including: i) Change in BAP priority habitats & species ii) Change in areas designated for their intrinsic environmental value	Net increase in areas of biodiversity importance	CP2	i) Increase of 155 hectares in priority habitats in the National Park ii) Net gain of 2 hectares in designated areas	
% of new development meeting BREEAM and Code for Sustainable Homes standards <i>NB. These requirements are to be consolidated into the Building Regulations and are unlikely to be monitored in future</i>	Achieve Level 3 by 2012; Level 4 from 2012 to 2016; Level 6 from 2016 (zero-carbon rating) and BREEAM level 'very good' for commercial and industrial buildings	DP1	4 post-construction certificates submitted to DCLG	
Public open space standard of 3.5 hectares per 1000 population	New provision in line with the Authority's Open Space Standards; and no net loss of existing open space	DP3	No net loss of open space	
Applications refused on the basis of incompatibility with the Shoreline Management Plans and Coastal Defence Strategies	Not to allow development in areas at risk of coastal erosion or flooding	DP4	Zero applications	
Level and type of renewable energy permitted	Increase in numbers of applications permitted	CP5	Permissions remain steady	

Protecting and Enhancing the Built Environment

Indicator	Target	Core Strategy policies	Outcome	
Numbers of pre-application discussions which led to satisfactory schemes	Not to allow development that would be incompatible with the character of the area	DP6	Over half of housing completions had pre-application advice	
Planning applications refused on design grounds	Not to allow development that would be incompatible with the character of the area	CP8, DP6	Remains a significant reason for refusal	
Planning applications refused on the basis of the impact on the historic environment	Not to allow development that would have adverse impacts on the Park's historic environment	CP7 (DP6 / CP8)	Remains a significant reason for refusal	
Planning applications refused due to inadequate access provision for disabled and less mobile	Not to allow development that has inadequate access for the disabled and less mobile	DP6	Zero applications	

Vibrant Communities

Indicator	Target	Core Strategy policies	Outcome	
Proportion of new employment development, dwellings, retail uses and community facilities in the four defined villages	To ensure defined villages remain the focus for development	CP9, DP8	Most new housing completed lies within the defined villages	
Planning applications permitted for change of use from retail in the four defined villages	Retain retail uses in 50% of the shopping frontages in Lyndhurst and Brockenhurst, and 40% in Ashurst and Sway shopping frontages	DP7	Only Sway has not maintained level of retail in shopping frontage	
Location and type of new / enhanced community facilities	Net gain in facilities / improved facilities	CP10	Net gain of a range of new and improved facilities	
Location and type of new housing permitted and completed	To meet the Core Strategy requirement of 220 dwellings between 2006 & 2026	CP12	34 dwellings completed throughout the Park	
Density of completed dwellings	Not to allow development that would be incompatible with the character of the area	DP9	Density reflects area's character & nature of sites	

Applications refused on the grounds of over enlargement	Not to allow development that would be incompatible with the character of the area	DP10, DP11	Remains a significant reason for refusal	
Applications permitted for agricultural or forestry workers dwellings	-	DP13		
Net additional pitches permitted for gypsies, travellers and travelling showpeople	<i>Target to be identified through a later DPD</i>	CP13	One existing site permitted as a permanent gypsy site	
Location and type of affordable housing permitted and completed	At least 50% in defined villages; rural exception sites elsewhere	CP11	4 dwellings completed	

A Sustainable Local Economy

Indicator	Target	Core Strategy policies	Outcome	
Total amount of additional employment floorspace completions – by type	No significant net loss	CP14	Net gain of 542m ² B1-B8 uses	
Total amount of employment floorspace on previously developed land – by type		CP14	None	
Employment land available – by type		CP15, DP16 DP17, CP16	6,031m ² of B1-B8 uses	
Applications permitted for agricultural and forestry buildings	-	DP20	8 permitted	
Applications permitted for recreational horse-keeping and associated development	-	DP21, DP22, DP23	24 permitted	
Numbers of planning applications resulting in back-up grazing land lost to other uses	No net loss	CP17	No net loss identified	
Number of applications permitted for farm diversification schemes which replace the farm business or which encourages intensive production methods	Zero	CP17	Zero	
Numbers and type of visitor facilities and accommodation permitted in the defined villages	-	CP16	Schemes permitted outside defined villages	

Five Year Housing Land Supply

The 5 year housing land supply is based on the requirement to meet the level of housing set out in the Authority's adopted Core Strategy which is 220 dwellings between the period 2006 and 2026. The Authority currently has in excess of a deliverable 5 year supply of housing land based on unimplemented planning permissions, which are set out in the tables below and overleaf.

	Source	Dwellings
A	Core Strategy requirement 2006-2026	220
B	Net completions 2006-2014	191
C	Residual requirement 2014-2026 A – B	29
D	Annual building rate required C / 12 years	2
E	Existing commitments including sites with planning permission and dwellings under construction	76
F	Number of years housing supply identified E / D	34.1

Outstanding dwellings site schedule (as at 31 March 2014)

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
10/95840	0.51	SPINNERS SCHOOL LANE	PILLEY	1	1
13/98978	0.41	WOODLANDS SANDY DOWN	BOLDRE	0	0
13/98821	0.20	AEGIR SANDY DOWN	BOLDRE	0	0
92179	0.11	LITTLE GREENMOOR FARM CHURCH LANE	BOLDRE	1	1
13/98592	0.13	HAVEN BANK LYMORE LANE	KEYHAVEN	1	1
13/98287	0.10	NORTHFIELD NURSERY LAND AT LOWER PENNINGTON LANE	PENNINGTON	1	0
13/98585	0.01	THE OLD VINEYARD FURZEY HOUSE WAINSFORD ROAD	PENNINGTON	1	1
12/97417	0.66	HIGH FOREST LAND ADJACENT MANCHESTER ROAD	SWAY	2	2
10/95963	0.09	YEW TREE COTTAGE LAND ADJACENT TO ST JAMES ROAD	SWAY	1	1
10/95257	1.06	TREGONALS BUNGALOW LYMINGTON ROAD	EAST END	1	1
13/98974	0.02	OTTERWOOD FARM LAND AT SUMMER LANE	BEAULIEU	1	1
11/96935	3.38	COLGRIMS SANDPITS LANE	EAST END	0	1
13/98892	0.16	OAKDENE FURZEY LANE	BEAULIEU	-1	0
12/97629	0.08	WEST VIEW FURZEY LANE	BEAULIEU	1	1
13/99016	0.06	CLOCK HOUSE PALACE LANE	BEAULIEU	1	0
08/92794	0.20	15 PETERSCROFT AVENUE	ASHURST	1	1
12/98103	0.11	126 LYNDHURST ROAD	ASHURST	1	0
12/97577	0.02	16 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
12/97722	0.05	31 LAND ADJACENT TO FOXHILLS	ASHURST	1	0
12/97211	0.08	NABOTHS VINEYARD NEWTOWN ROAD NEWTOWN	MINSTEAD	1	1
13/98823	0.15	HILLSIDE MAIN ROAD	DIBDEN	0	0
13/98371	1.16	FOREST PARK HOTEL RHINEFIELD ROAD	BROCKENHURST	3	3
12/97225	0.50	WATERSPLASH HOTEL THE RISE	BROCKENHURST	1	0
13/99133	0.14	THE LODGE BROCKENHURST COLLEGE LYNDHURST ROAD	BROCKENHURST	-1	0
13/98815	0.50	ARMSTRONG HOUSE ARMSTRONG ROAD	BROCKENHURST	1	1

13/99050	0.07	WAGTAILS FLETCHWOOD LANE	TOTTON	0	0
13/98766	0.06	1 CHARLTON ASHURST BRIDGE ROAD	TOTTON	1	1
12/98011	1.03	PART PARCEL 1518 LAND KNOWN AS SMITHFIELD FARM THE RIDGE	GODSHILL	1	0
09/94648	0.61	PART PARCEL O.S. 1990 LYNDHURST ROAD	BEAULIEU	1	0
12/98005	0.08	METOMPKIN ST JOHNS ROAD	NEW MILTON	1	1
09/94619	6.08	FORMER AL CENTRE NOS. 8, 10, 14, 16 BEECHEN LANE	LYNDHURST	4	0
13/98858	0.09	12 EMPRESS HOUSE EMPRESS ROAD	LYNDHURST	1	0
09/94481	0.06	FOREST GLEN REAR OF PIKES HILL	LYNDHURST	1	1
13/98850	0.03	49 HIGH STREET	LYNDHURST	2	0
92300	0.02	68A HIGH STREET	LYNDHURST	2	2
13/98401	0.24	2/2A LAND ADJACENT GOSPORT LANE	LYNDHURST	26	26
12/97444	1.77	INEOS PROPERTIES HAWKSLEASE, BROCK COTTAGE & DEER LEAP	LYNDHURST	-1	0
13/98457	2.46	APPLETREE COURT BEAULIEU ROAD	LYNDHURST	-1	0
11/96721	0.11	COWPENN COTTAGE	FRITHAM	1	1
10/95596	1.02	HOLMSLEY LODGE HOLMSLEY	BURLEY	1	0
09/94638	1.12	SHRIKE COTTAGE HOLMSLEY	BURLEY	1	1
09/93749	0.08	SKYLARK FARM COACH HILL LANE	BURLEY	1	0
92465	0.45	FLYING BOAT INN SITE OF THE FORMER CALSHOT ROAD	FAWLEY	1	0
11/96863	0.86	WOODSIDE INCHMERY LANE	EXBURY	1	1
03/79004	0.21	EDGEMOOR FARM TOMS LANE	LINWOOD	1	1
08/93639	0.07	MANOR FARM WINSOR LANE	WINSOR	-1	0
13/99146	0.04	RAMBLER COTTAGE LAND ADJACENT TO CHINHAM ROAD	BARTLEY	1	0
13/98847	0.05	FRIEDBURG CHINHAM ROAD	BARTLEY	1	1
11/96218	0.12	UNCLE TOMS CABIN LAND TO REAR OF ROMSEY ROAD	CADNAM	0	1
13/98538	0.43	LAND AT BROCKISHILL ROAD	BARTLEY	1	0
85763	0.10	SIDLEY SOUTHAMPTON ROAD	CADNAM	1	1
12/97934	0.22	THORNEY ORCHARD BLACK LANE	BRANSGORE	1	1
13/98476	0.37	BOUNDWAY END BOUNDWAY HILL	SWAY	0	0
10/95407	0.09	OAK HOUSE MILFORD ROAD	EVERTON	1	1

10/94943	0.18	AVON VIEW BROADMEAD	SWAY	0	1
12/98062	0.29	PARTRIDGE PIECE OGDENS	FORDINGBRIDGE	0	1
12/97128	0.09	HYDE PADDOCK BUDDLE HILL	HUNGERFORD	0	0
13/98148	0.54	CHAPEL HOUSE LYNDHURST ROAD	LANDFORD	1	1
12/97727	0.31	LITTLE GREEN SOUTH LANE	NOMANSLAND	1	0
08/93142	0.07	THE WHITE HOUSE LAND ADJACENT FOREST ROAD	NOMANSLAND	1	1
09/93925	0.06	PLUM TREES LAND ADJACENT SCHOOL ROAD	NOMANSLAND	1	1
10/95794	0.26	CORNER COTTAGE MONKEYS JUMP	WEST WELLOW	1	1
TVS 2246/7	0.20	ABBOTTS DROVE CAMDEN CANADA ROAD	WEST WELLOW	1	1
			TOTAL	76	64