

# NEW FOREST NATIONAL PARK AUTHORITY

## Local Development Framework MONITORING REPORT

2015

**December 2015**



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## 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 Monitoring Report covers the period 1 April 2014 to 31 March 2015, and focuses on assessing the effectiveness of the planning policies in the Authority's adopted Core Strategy. This year it once again 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. The LDS will need to be updated in due course to reflect the timetable for the emerging Local Plan Review.

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 planning policies 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 2014 to 31 March 2015, 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 Local Plan (2013)

### **Duty to cooperate**

- 1.5 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 2014/15, demonstrates the Authority's commitment and actions in respect of it's 'duty to co-operate' during the monitoring period.

#### **Joint working on Minerals and Waste issues**

- 1.6 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. A stakeholder event on oil and gas issues in Hampshire and the New Forest was held in June 2014. This prompted the preparation of a Supplementary Planning Document (SPD) on oil and gas issues, setting out how the relevant policies in the adopted Minerals and Waste Plan will be implemented and how any planning applications for oil and gas will be assessed. An additional SPD on safeguarding of minerals and waste infrastructure and sites was also prepared during the monitoring period.

### **Supplementary Plan Document production**

- 1.7 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 has prepared a village design statement for Hordle, which was adopted by the Authority in January 2015.

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

- 1.8 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.
- 1.9 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. The Authority has continued to liaise 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. Liaison with Wiltshire Council officers has also taken place in response to work on their emerging Gypsy and Travellers Development Plan Document.
- 1.10 In addition officers have been heavily involved in responding to the planning application for the proposed Navitus Bay off-shore windfarm. Officers attended the Hearing sessions, which took place in November 2014, and associated officer liaison meetings.

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

- 1.11 The Authority has engaged with the Enterprise M3 Local Economic Partnership looking at various cross-boundary economic issues by attending regular officer meetings, in particular the Rural Group meetings.

### **Joint Working with Neighbouring District Authorities and other bodies**

- 1.12 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.
- 1.13 There has been joint working with officers from New Forest District Council on the preparation of the Business Needs Survey which will help inform the review of the planning policies of both the District Council and the Authority.
- 1.14 Officers have attended meetings of the South East Protected Landscapes Group with officers of other National Park Authorities and Areas of Outstanding Natural Beauty Committees, which shares examples of good practice.

- 1.15 Officers have also attended meetings of the Hampshire Hub Partnership Steering Board, which is a partnership of local authorities and public services in Hampshire with the aim of more readily accessing a range of data between the partners.

**Liaison with other statutory organisations**

- 1.16 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.

**Format of this report**

- 1.17 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. The 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.
- 1.18 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:

Policy Team  
New Forest National Park Authority  
Lymington Town Hall  
Avenue Road  
Lymington  
SO41 9ZG

**Tel:** 01590 646600

**email:** [policy@newforestnpa.gov.uk](mailto:policy@newforestnpa.gov.uk)

## 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 preparing the Local Plan Review, largely evidence gathering at this stage.

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

#### *Standards Supplementary Planning Document (SPD)*

- 3.5 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 adopted a Statement of Community Involvement (SCI) on 12 December 2013. It sets out the details of how the Authority will undertake consultation on planning documents and details of the planning application process, and also 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'.

### **Future revisions**

- 3.9 The Local Development Scheme will need to be updated in the next year or so to reflect the timetable for the emerging Local Plan Review (a review of the Authority's existing Core Strategy).

## 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.

### **Natural environment**

#### *Priority habitats and species*

- 4.2 The amount of Biodiversity Action Plan (BAP) Priority Habitat in the National Park totals 30,677 hectares (as at 31 March 2015), with no change since last year's monitoring report. The single biggest BAP Priority Habitat in the National Park is 9,935 hectares of lowland heathland. Approximately 90% of all the priority habitats in the Park fall within statutorily designated nature conservation sites.

#### *Designated nature conservation sites*

- 4.3 During this monitoring period there were no changes to statutory nature conservation sites in terms of numbers or size. However, there have been three new Site of Importance for Nature Conservation (SINC) designated, resulting in an additional 8.70 hectares. The boundaries of two existing SINC's have been amended during this monitoring period, but no overall change in site area. This has resulted in a total site area of all SINC's of 3,033 hectares, compared to 3,024 hectares in last year's report.

### **Open space**

- 4.4 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. In addition, public open spaces in Ashurst, Brockenhurst, Landford and Landford have benefited from enhancements funded through the release of developer contributions (see Figure 4, page 18).

## **Water pollution and flood risk**

- 4.5 The Authority routinely consults the Environment Agency on planning applications that may impact upon water quality or flood risk in the area. During the monitoring period the Authority did not permit any applications against the advice of the Environment Agency on the grounds of either impact on water quality or flood risk issues.

## **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, and a couple at farms in the National Park, one comprising 14 solar panels and the other comprising 112 panels. Other energy schemes permitted during the monitoring period comprised a couple of air source heat pumps, including one at Landford Village Hall.

## **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.

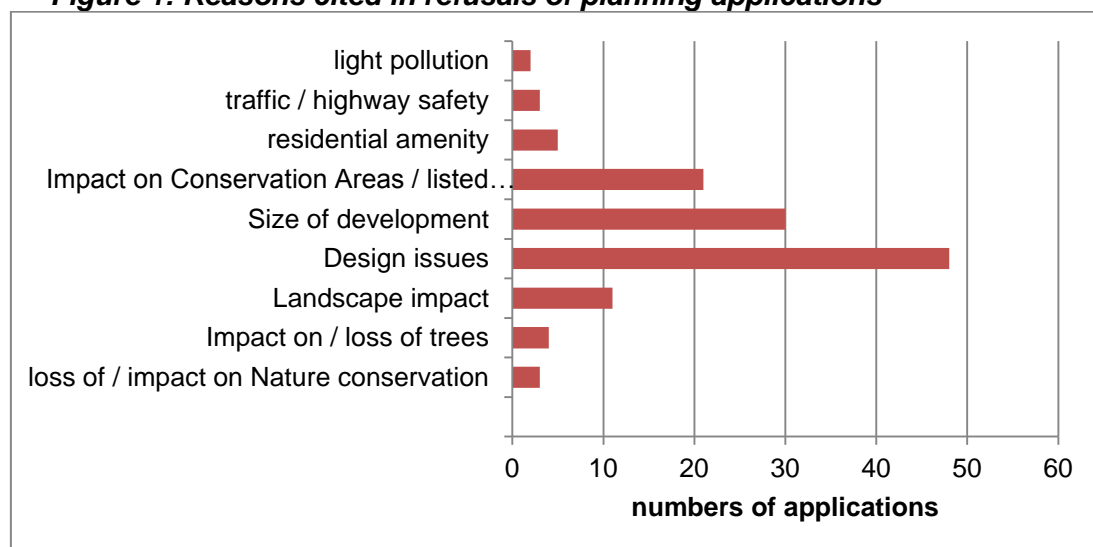
### Design issues

#### *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, and relevant Village Design Statements.

5.3 A total of 1,039 planning applications were determined between 1 April 2014 and 31 March 2015, of which approximately 12% were refused permission (two thirds of which were later dismissed on appeal). The main reasons for refusal of planning applications are illustrated in the chart below. This highlights that, as in previous years, a significant proportion relate to 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.

**Figure 1: Reasons cited in refusals of planning applications**

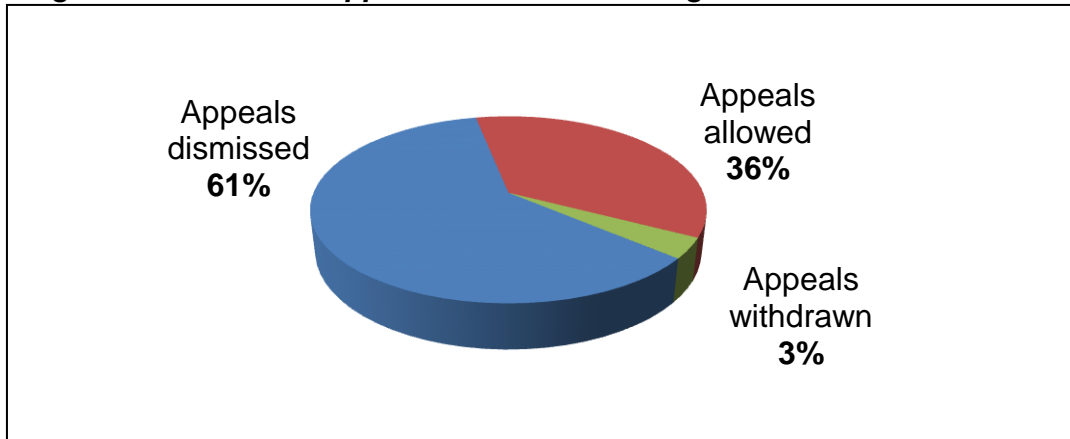


Source: NFNPA

### Appeal decisions

- 5.4 A total of 28 planning appeals were determined during the monitoring period, and the outcome of these is illustrated in the chart below.

**Figure 2: Outcome of appeals determined during 2014 / 15**



Source: NFNPA

- 5.5 In June 2014 an application for the demolition of existing properties in Cedar Mount, Lyndhurst and the redevelopment to form 16 Age Exclusive apartments for older persons was refused. The Inspector identified that the main issues to be considered were the character and appearance of the area, including protected trees, and the amenity of neighbouring residents. The Inspector stated that "*The size of the proposed building would be out of keeping with its local context, and this would harm the character and appearance of an important approach into the village*". Furthermore, he concluded that "*adverse impact of the proposed development on the character and appearance of the area weighs heavily against allowing the appeal*".
- 5.6 An application for the erection of a 2 storey outbuilding at Rest Harrow in Ringwood was refused by the Authority at the Planning Development Control Committee on 21 October 2014 and was subsequently dismissed on appeal in March 2014. the Inspector noted that the proposed building would be in a relatively exposed location, and that "*In this context, due to its siting, height and bulk, the proposal would be an overly prominent, and therefore incongruous, addition to the curtilage of the dwelling*". The Inspector concluded it would have an unacceptable effect on the character and appearance of the National Park.
- 5.7 An application to determine if prior approval was required for a change of use of offices to a residential dwelling was refused by the Authority in May 2014 and was subsequently dismissed on appeal in February 2015. The Inspector concluded that the area in question had been used as storage and not as an office and thus does not fall within the scope of permitted development.

### *Village Design Statements*

- 5.8 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.
- 5.9 Individual Village Design Statements have now been adopted for Wellow (2011), Landford (2011), Hyde (2012), Ashurst and Colbury (2013), Boldre Parish (2013), Sway (2013), and Hordle (2015).

### **Impacts on the Historic Environment**

- 5.10 Since the adoption of the Core Strategy one of the main reasons cited most frequently in refusals of planning applications is the likely impacts on the historic environment. The majority of applications that were refused by the Authority on these grounds and then were subject to a planning appeal were dismissed. The only exceptions were a few cases where there were other reasons for refusal in addition to impact on the historic environment.

### **Performance of the Built Environment policies**

- 5.11 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.
- 5.12 The Local Plan Review 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.

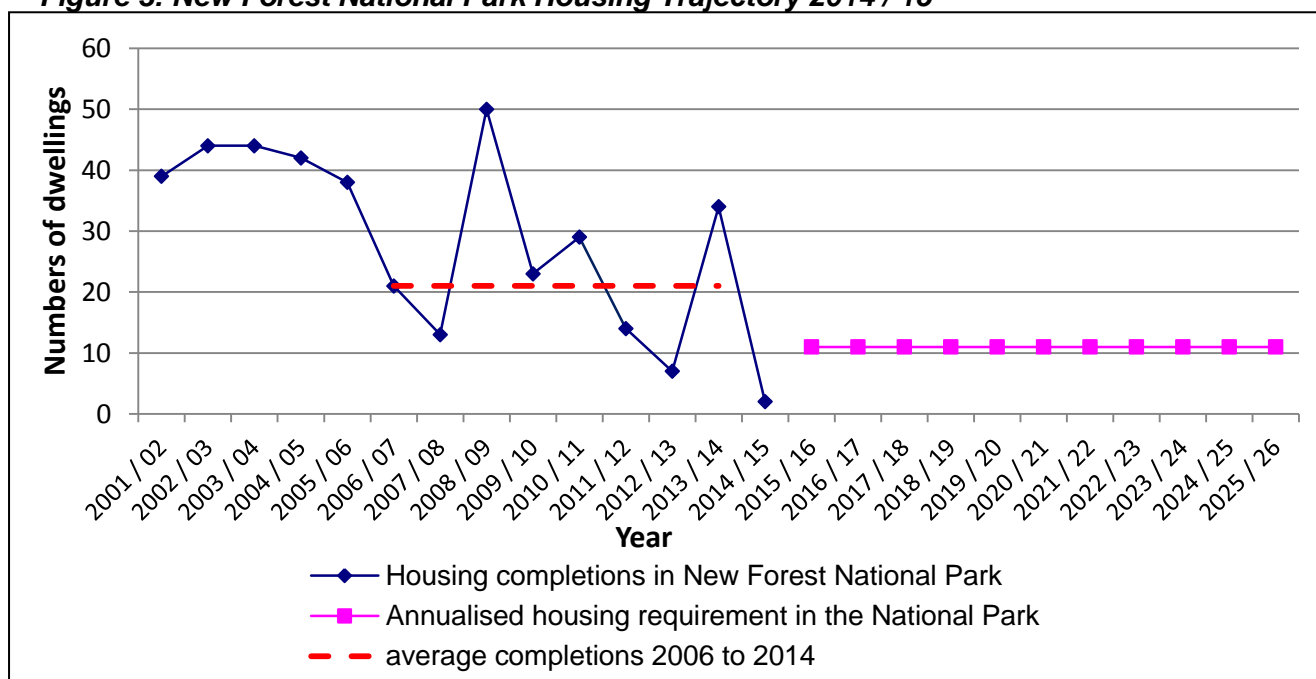
**Core Strategy Objective 5:** Policies CP11, DP13, DP14, and CP13

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 2 dwelling completions during the monitoring period. The chart below illustrates completions in the National Park in previous years.

**Figure 3: New Forest National Park Housing Trajectory 2014 / 15**



6.2 The completions figure is particularly low this year, but must be looked at in the context of the relatively high level of completions of a significant number of sites last year. In addition, there are a number of sites under construction and likely to be reported as completions in next year's monitoring report, including the site at Gosport Lane in Lyndhurst which will yield a net gain of 26 dwellings. This fluctuation in annual dwelling completions within the National Park is not surprising, given the windfall nature of residential development within the main villages.

6.3 Analysis of housing completions since 2006 to the present has resulted in an average figure of 21 new houses completed each year, well above the annualised housing figure of 11 dwellings per year set out in the Core Strategy.

### *Lawful Development Certificates*

- 6.4 In addition, there were a further 5 units of accommodation identified through the Lawful Development Certificate procedure during the last monitoring period. These were largely outbuildings or annexes ancillary to the main dwelling, but which were then used as separate dwellings.

### *Location of new housing*

- 6.5 As in previous years, the defined villages continue to be the focus for new dwelling completions.
- 6.6 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. . It is important to note that both the Core Strategy and Natural England confirm that this is not an 'exclusion zone' where no development will be permitted. Analysis of the schedule of sites with outstanding planning permissions for housing shows that 9 new dwellings fall within that boundary. Where appropriate Natural England confirmed that they either had no objections to the proposed development, subject to a financial contribution or condition, 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.
- 6.7 However, there were two 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*

- 6.8 There were no affordable housing completions during the monitoring period. There are currently 3 affordable dwellings under construction in Lyndhurst that are likely to be counted as completions in next year's monitoring report. The Authority continues to work with local communities to seek to identify appropriate rural exceptions sites for affordable housing.



### *Five year housing supply*

- 6.9 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.
- 6.10 The Authority currently has a stock of outstanding planning permissions for 93 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 January 2015. 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. The vacancy rates across the New Forest National Park's four defined shopping areas (less than 3%) is well below the national average for 2015 (14%).
- 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 has remained constant at this level since 2009.
- 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) or to A3 (restaurants and cafes) 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 (and also noise, odours and opening hours in relation to A3 uses) is required.

### **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 have largely been extensions or improvements to existing facilities including church and village halls, extensions and temporary classrooms at several schools, as well as improvements to leisure facilities including relocation of a cricket pavilion, extensions to a scout hut, and a new skate park.

## 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 overleaf. 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 is currently working on the delivery of two affordable housing units in Bransgore and these will be delivered through the use of pooled affordable housing contributions. This project will feature in the 2015/16 Annual Monitoring Report.
- 6.17 During the monitoring period officers wrote to Town and Parish Councils in the National Park to remind them of their respective pots of money for open space facilities. This has resulted in an increased uptake of funds this year as shown in the table below.

**Figure 4: Developer contributions 2014/2015**

Type of Contribution	Amount received (01/04/14 – 31/03/15)	Amount released (01/04/14 – 31/03/15)
Affordable housing	£94,438	£0
Public open space	£3,505	£46,175
Transport	£13,808	£0
Ecological mitigation	£9,375	£5,500

- 6.18 The Authority has devised a scheme of measures that allows developers to mitigate the impacts of their developments on the internationally protected habitats in the National Park, thereby helping them to comply with the requirements of the Habitats Regulations. Funds contributed to the scheme are used to implement the range of mitigation measures outlined in Annex 5 of the Development Standards SPD (2012). During 2014/15, the first of these measures have been put in place with the expenditure of £5,500. This covered the purchase of interpretative materials of ground nesting birds and will help to raise awareness and influence people’s behaviour to reduce disturbance of the protected birds. It also funded the installation of an interactive display touchscreen at the Date with Nature project at the New Forest Reptile Centre to improve the understanding of the protected habitats and how everyone can help look after them.
- 6.19 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, thereby allowing the Authority to continue to seek financial contributions towards affordable housing, open space and transport from developments of between six and ten dwellings (net) within the Park. However, in July 2015 the High Court upheld the case made by two planning authorities that the Government's introduction of a national threshold for affordable housing and other 'tariff based' contributions in November 2014 was essentially unlawful. This meant that decisions on affordable housing and other developer contributions reverted back to the requirements of the development plan, with immediate effect.

## **Neighbourhood Plans**

6.20 No neighbourhood plans have yet been adopted in the National Park. During this reporting period, the Neighbourhood Areas for Totton and Eling (in November 2014) and New Milton (February 2015) were formally designated by the Authority. These two areas join Milford-on-Sea whose Neighbourhood Area was formally designated in April 2013. The Authority will continue to work with the local communities in these areas as they develop their Neighbourhood Plans in the future.

## **Performance of Vibrant Communities policies**

6.21 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.

6.22 Analysis of housing completions since 2006 to the present has resulted in an average figure of 21 new houses completed each year, well above the annualised housing figure of 11 dwellings per year set out in the Core Strategy. Since the adoption of the Core Strategy in 2010 the average completions figure drops to 17 dwellings completed per year. Within the context of an adopted development plan where housing land is not allocated and development therefore comprises windfall sites, it is not possible to micro-manage housing completions to exact levels each year as there will always be some fluctuation. 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, and have already provided 193 dwellings out of the identified 220 set out in the Core Strategy.

6.23 The implications of changes to permitted development rights will continue to be monitored and reported in next year's monitoring report, with a view to informing the emerging Local Plan Review.

## 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*

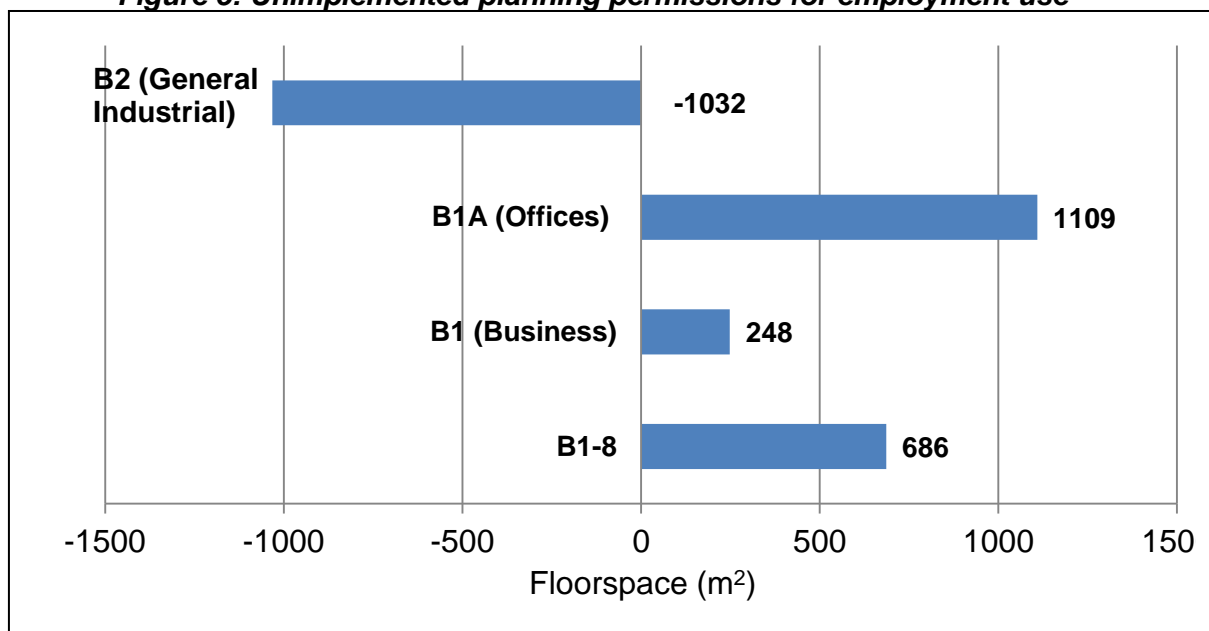
*Total amount of employment floorspace on previously developed land*

- 7.1 There has been a net gain of 2,947m<sup>2</sup> of new B1-B8 floorspace completed during the monitoring period. Over 75% of this floorspace comprises changes of use of existing buildings to B8 storage and warehouse use. In addition, there is a further 523m<sup>2</sup> of B2 office 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 1,011m<sup>2</sup> (see graph below). None of these sites is in a defined village, though a number of sites are adjacent, or in very close proximity, to a defined village (e.g. Appletree Court, Lyndhurst).

**Figure 5: 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. The cumulative stock of sites with prior approval for office to residential use will involve a proposed loss of office floorspace in the National Park totalling 1,143m<sup>2</sup>, arising from a number of sites broadly focused on Brockenhurst and Lyndhurst.
- 7.4 These temporary permitted development rights were due to expire on 30 May 2016, but in October 2015 the Government announced that these rights will now be made permanent.
- 7.5 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. 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.

## **Agriculture, farming and forestry**

- 7.6 During the monitoring period a total of five planning applications for agricultural development were permitted, which is slightly fewer than the last couple of years. These comprised new agricultural barns or outbuildings. One application for a temporary use of a caravan as an agricultural dwelling was granted during the monitoring period.
- 7.7 In addition, an application for a barn was refused due to the size and that it was not deemed to be an agricultural use. An application for a temporary agricultural workers dwelling and an associated agricultural storage container was refused during the monitoring period, on the grounds that it had not been demonstrated it was essential for an agricultural use, and in any case was conspicuous and harmful to the character and appearance of the area.

## **Recreational horsekeeping**

- 7.8 A total of 19 planning applications were permitted for recreational horsekeeping activities and associated development, which is fewer than last year. The majority of these permissions were for stables with some maneges and field stores in dispersed locations throughout the National Park.

## **Visitor facilities and accommodation**

- 7.9 There were 16 new visitor accommodation units completed during the monitoring period at the Premier Inn at Ower. Additionally, planning permission was granted during this time for 10 new two and three bed family suites at an existing hotel on brownfield land.
- 7.10 No new or improved leisure facilities were completed during the monitoring period.

## **Performance of economic policies**

- 7.11 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 stock of sites with planning permission for housing or employment uses, which supports the Authority's current 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 officers have begun preparatory work on the review of the planning policies. This will be rebranded as a Local Plan in line with national planning guidance. Recent changes to national planning policy will need to be reflected in the Local Plan 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 Local Plan review, 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	9 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) No net loss of priority habitats in the National Park ii) Net gain of 8.70 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	<i>The Government no longer monitors these statistics</i>	
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 & open space improvements funded by S106 contributions	
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	The majority of permission for housing 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 development lies within or adjacent to 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	2 dwellings completed and overall completions remain healthy against Plan-target	
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	One application granted temporary permission	
Net additional pitches permitted for gypsies, travellers and travelling showpeople	<i>Target to be identified through a later DPD</i>	CP13	No pitches permitted	
Location and type of affordable housing permitted and completed	At least 50% in defined villages; rural exception sites elsewhere	CP11	Zero dwellings permitted or 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 2,947m <sup>2</sup> B1-B8 uses	
Total amount of employment floorspace on previously developed land – by type		CP14	67% on brownfield land	
Employment land available – by type		CP15, DP16 DP17, CP16	1,011m <sup>2</sup> of B1-B8 uses	
Applications permitted for agricultural and forestry buildings	-	DP20	5 permitted	
Applications permitted for recreational horse-keeping and associated development	-	DP21, DP22, DP23	19 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.

	<b>Source</b>	<b>Dwellings</b>
<b>A</b>	Core Strategy requirement 2006-2026	220
<b>B</b>	Net completions 2006-2015	193
<b>C</b>	Residual requirement 2014-2026 <b>A – B</b>	27
<b>D</b>	Annual building rate required <b>C / 13 years</b>	2
<b>E</b>	Existing commitments including sites with planning permission and dwellings under construction	93
<b>F</b>	Number of years housing supply identified <b>E / D</b>	44.8

### Outstanding dwellings site schedule (as at 31 March 2015)

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
13/98371	1.16	FOREST PARK HOTEL, RHINEFIELD ROAD	BROCKENHURST	2	2
14/00598	0.06	17 BROOKLEY ROAD	BROCKENHURST	1	0
12/97225	0.5	WATERSPLASH HOTEL, THE RISE	BROCKENHURST	1	0
14/00008	0.05	SEPTEMBER COTTAGE, NORTH ROAD	BROCKENHURST	2	0
13/98815	0.5	ARMSTRONG HOUSE, ARMSTRONG ROAD	BROCKENHURST	1	1
12/97934	0.22	THORNEY ORCHARD, BLACK LANE	BRANSGORE	1	1
14/00664	0.16	THE OLD VICARAGE, LAND AT RINGWOOD ROAD	BRANSGORE	2	0
12/98011	1.03	PART PARCEL 1518, LAND KNOWN AS SMITHFIELD FARM, THE RIDGE	GODSHILL	1	0
14/00301	0.07	LAMPTON LODGE, SOUTHAMPTON ROAD	GODSHILL	1	0
09/94648	0.61	PART PARCEL O.S. 1990, LYNDHURST ROAD	BEAULIEU	1	0
11/96050	0.75	THE LOG HOUSE, ST LEONARDS ROAD	BEAULIEU	1	1
15/00061	0.03	THE OLD TELEPHONE EXCHANGE, BUCKLERS HARD ROAD	BUCKLERS HARD	1	0
13/99016	0.06	CLOCK HOUSE, PALACE LANE	BEAULIEU	1	0
13/98892	0.16	OAKDENE, FURZEY LANE	BEAULIEU	-1	0
12/97629	0.08	WEST VIEW, FURZEY LANE	BEAULIEU	1	1
03/79004	0.21	EDGEMOOR FARM, TOMS LANE	LINWOOD, RINGWOOD	1	1
11/96731	1.47	BEACON HILL COPSE	HIGHWOOD, RINGWOOD	1	1
12/97211	0.08	NABOTHS VINEYARD NEWTOWN ROAD	NEWTOWN, MINSTEAD	1	1
13/98476	0.37	BOUNDWAY END, BOUNDWAY HILL	SWAY	1	1
10/95407	0.09	OAK HOUSE, MILFORD ROAD	EVERTON	1	1
10/95257	1.06	TREGONALS BUNGALOW, LYMINGTON ROAD	EAST END	1	1
08/92794	0.2	15 PETERSCROFT AVENUE	ASHURST	1	1
13/98609	0.11	126 LYNDHURST ROAD	ASHURST	1	0
14/00049	0.06	19 & 21 LAND BETWEEN FOXHILLS	ASHURST	1	0
12/97722	0.05	31 LAND ADJACENT TO FOXHILLS	ASHURST	1	0

14/01024	0.02	24 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
13/98826	0.03	18 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
12/97577	0.02	16 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	1
13/98975	0.42	IVY COTTAGE & CORNER COTTAGE, DERRITT LANE	BRANSGORE	2	2
14/01031	0.41	BYWAY, WOODEND ROAD	CROW, RINGWOOD	1	1
14/00671	0.04	DENNETT HOUSE, BRIGHTON ROAD	SWAY	1	0
12/97417	0.66	HIGH FOREST, LAND ADJACENT MANCHESTER ROAD	SWAY	2	2
14/01035	0.13	SWAY SOCIAL CLUB, WESTBEAMS ROAD	SWAY	5	0
14/00149	0.12	HEATHCOTE, ABBOTSWELL ROAD	FROGHAM	1	1
12/97657	1.52	COVE COPSE FARM, PENN COMMON ROAD	BRAMSHAW	1	0
15/00131	0.01	HOME FARM	BRAMSHAW	1	0
92465 DETAIL	0.45	FLYING BOAT INN SITE OF THE FORMER, CALSHOT ROAD	FAWLEY	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
13/98538	0.43	LAND AT BROCKISHILL ROAD	BARTLEY	1	1
85763	0.1	SIDLEY, SOUTHAMPTON ROAD	CADNAM	1	1
12/97741	0.08	HEATHLANDS FARM, OLD SALISBURY ROAD	OWER	1	1
13/98339	1.96	NASH POINT, LISLE COURT ROAD	LYMINGTON	1	1
92179	0.11	LITTLE GREENMOOR FARM, CHURCH LANE	BOLDRE	1	1
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
13/98401	0.24	2/2A LAND ADJACENT GOSPORT LANE	LYNDHURST	26	26
14/00197	0.02	THE OLD BARN, CHURCH LANE	LYNDHURST	1	0
13/98850	0.03	49 HIGH STREET	LYNDHURST	2	0
92300	0.02	68A HIGH STREET	LYNDHURST	2	2
14/00979	0.02	70A HIGH STREET	LYNDHURST	1	0
12/97444	1.77	INEOS PROPERTIES HAWKSLEASE, BROCK COTTAGE & DEER LEAP CHAPEL LANE	LYNDHURST	-1	0
13/98457	2.46	APPLETREE COURT, BEAULIEU ROAD	LYNDHURST	-1	0

13/99091	0.15	HEATHER HOUSE HOTEL, SOUTHAMPTON ROAD	LYNDHURST	3	0
13/98287	0.1	NORTHFIELD NURSERY LAND AT LOWER PENNINGTON LANE	PENNINGTON	1	0
14/00827	0.14	27 WAYSIDE COTTAGE, GARDEN ROAD	BURLEY	1	0
09/93749	0.08	SKYLARK FARM, COACH HILL LANE	BURLEY	1	0
09/94638	1.12	SHRIKE COTTAGE, HOLMSLEY	BURLEY	1	1
10/95596	1.02	HOLMSLEY LODGE, HOLMSLEY	BURLEY	1	0
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
			<b>TOTAL</b>	<b>93</b>	<b>57</b>