

# NEW FOREST NATIONAL PARK AUTHORITY

## Local Development Framework MONITORING REPORT

2016

**December 2016**



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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 2015 to 31 March 2016, 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.

The Authority brought a Local Development Scheme (LDS) into effect on 26 April 2011 and most of the documents identified therein have now been adopted, together with a number of other documents now adopted including several Village Design Statements. Towards the end of this year's monitoring period the Authority brought into effect an updated LDS, which focuses on the timetable for the review of the Authority's planning policies, to be drafted as a Local Plan. Performance against the timetable in the revised LDS (March 2016) will be reported in next year's monitoring report.

Assessment of the Core Strategy's policies in this report indicates that many of the policies continue to be effective, and support the delivery of the National Park's purposes and socio-economic duty. 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, with particular regard to the review of planning policies in the emerging Local Plan.

## **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 2015 to 31 March 2016, 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 2015/16, 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. As reported in last year's Monitoring Report the authorities were preparing a couple of joint Supplementary Planning Documents. These were subject to public consultation in June, July and August 2015 and subsequently amended as necessary, and adopted by the four authorities in February 2016. One of these documents covers 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. The second SPD focuses on safeguarding of minerals and waste infrastructure and sites.

### **Neighbourhood Plan production**

- 1.7 The Authority has continued to work with a number of Parish Councils to assist in the production of Neighbourhood Plans, some of which straddle the boundary of the National Park and adjacent authorities. Two more Neighbourhood Plan areas have been formally designated during the monitoring period, one for Lymington and Pennington (September 2015), and a further one for Hythe and Dibden Parish (December 2015).

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

- 1.8 Officers have liaised with adjacent authorities in both a formal and informal capacity, on a regular basis. Formal responses have also been made during consultation on the draft plans, strategies and relevant planning applications of other authorities. This has included with Christchurch and East Dorset Councils on the issue of proposed housing close to the National Park boundary and potential mitigation measures including a Suitable Alternative Natural Greenspace at Roeshot.
- 1.9 Regular liaison also takes place with New Forest District Council on strategic cross boundary issues with particular regard to the preparation of Local Plans for both the District Council and the National Park Authority. Discussions have included the issue of mitigation of proposed housing on the New Forest Special Protection Area.

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

- 1.10 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**

- 1.11 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.
- 1.12 There has been joint working with officers from New Forest District Council on the preparation of a review of employment sites in the District and National Park areas which will help inform the review of the planning policies of both the District Council and the Authority.
- 1.13 Officers continue to attend regular 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 in rural planning.

- 1.14 The preparation of the Authority's Local Plan has involved liaison with a range of statutory and local organisations, as well as the adjacent planning authorities. The Authority held a 'Neighbouring Authorities Local Plan Workshop' in March 2016 to discuss strategic cross-boundary issues such as meeting objectively assessed housing needs.
- 1.15 In addition the Authority has jointly commissioned an updated Traveller Accommodation Needs Assessment with a consortium of other planning authorities in Hampshire. A final report is awaited from the appointed consultants, but this will inform the preparation of the Local Plan in due course.

#### **Liaison with other statutory organisations**

- 1.16 Engagement with a range of statutory organisations, including Natural England, Historic England and the Environment Agency has been undertaken, in relation to specific planning applications and also other strategic projects where appropriate. This has also included involvement in the preparation of the Authority's Local Plan.

#### **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:

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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 National Park Authority has now begun to review those policies and start work on the preparation of the Local Plan for the National Park. Initial evidence gathering for this work has identified the following key issues and challenges for the National Park over the next 20 years:
- *Conserving and enhancing the nationally protected landscape of the New Forest* – the outstanding natural beauty of the New Forest's landscape is the primary reason for its designation as a National Park and has the highest status of protection in the National Planning Policy Framework (NPPF).
  - *Ensuring the impacts of new development on the national and internationally protected habitats of the New Forest are avoided or fully mitigated* – over half of the National Park is designated as being of international importance for nature conservation and new development must not impact on the integrity of the New Forest and coastal habitats.
  - *Addressing concerns regarding the impact of new development on the local distinctiveness and heritage assets within the New Forest's built environment* – the Forest has a rich built and cultural heritage and its conservation is key to the delivery of the first statutory National Park purpose.

- *Delivering new housing to help address local needs while at the same time ensuring development does not compromise the delivery of the two statutory National Park purposes* – national planning policy recognises that National Park Authorities have an important role to play in delivering housing for local people within the context of a nationally protected landscape.
- *Sustaining a diverse local economy* – in delivering the two statutory Park purposes, the Authority has an important duty to foster the socio-economic wellbeing of the 35,000 people living within the National Park.
- *Supporting sustainable tourism and recreation within the Park* – the New Forest attracts millions of visitors each year and the Authority has a statutory purpose to promote the understanding and enjoyment of the Park's special qualities.



### **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, and was in place for the majority of the monitoring period. However a revised LDS was approved by the Park Authority at a Planning Development Control Committee meeting on 24 March 2016 and brought into effect immediately. Consequently this was only in place for the last few days of this monitoring period, and performance against the updated LDS will be reported in detail in next year's monitoring report.

#### **Implementation of the 2011 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.
- 3.3 As mentioned in previous monitoring reports, the three Supplementary Planning Documents (SPD) set out in the LDS (the Design Guide, Recreational Horsekeeping, and Development Standards SPDs) have all now been adopted by the Park Authority. Initial preparation of the Sites and Designations Development Plan Document was subsequently brought within the scope of the emerging Local Plan.

#### **Implementation of the 2016 Local Development Scheme**

- 3.4 The latest LDS for the National Park was brought into effect on 24 March 2016. This identified that initial evidence gathering work on the draft Local Plan began in summer 2015 with formal public consultation on the scope of the Plan (Regulation 18 stage) undertaken during October and November 2015.

#### *Hampshire and New Forest National Park Minerals and Waste LDF*

- 3.5 The National Park Authority together with Hampshire County Council, Portsmouth and Southampton City Councils and the South Downs National Park Authority, adopted the Hampshire Minerals and Waste Plan in October 2013, covering Hampshire and the whole of the New Forest National Park, and which incorporates strategic minerals and waste sites.
- 3.6 The Hampshire Minerals and Waste LDS sets out the timetable of any scheduled minerals and waste planning documents. The latest LDS was brought into effect on 9 September 2014. It includes timetables for the delivery of a monitoring report, the Local Aggregates Assessment, as well as two supplementary planning guidance documents on 'Oil and Gas development' and 'Minerals and Waste Safeguarding', both of which were adopted in February 2016.

## 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. The Core Strategy reflects that the New Forest National Park has the highest proportion of area covered by nature conservation designations of any local planning authority in England, and is under intense pressure from development in surrounding areas. These challenges are enshrined in the objectives of the Core Strategy, as set out above.

### **Natural environment**

#### *Priority habitats and species*

- 4.2 The amount of Biodiversity Action Plan (BAP) Priority Habitat in the National Park totals 30,605 hectares (as at 31 March 2016), which is a loss of 72 hectares since last year's monitoring report. However, the Hampshire Biodiversity Information Centre report that some categories of priority habitats indicated a higher than normal 'loss' due to changes in the way some sites were assessed and classified. The single biggest BAP Priority Habitat in the National Park is 9,934 hectares of lowland heathland (no change since last year). 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 has been an amendment to the boundary of one existing Site of Importance for Nature Conservation (SINC), with one new SINC designated. There has though been no overall change in total site area of all SINC's, which remains at 3,034 hectares.

### **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. The Authority continues to support the enhancement of existing public open spaces through the release of developer contributions.

## **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 the impact on water quality. However the Authority did permit two applications against the initial advice of the Environment Agency with regard to flood risk issues. In both cases the Environment Agency initially objected due to the inadequacy of the flood risk assessment submitted by the applicants. However, these were both subsequently amended to the satisfaction of the Environment Agency, and those objections were overcome.
- 4.6 One additional objection lodged by the Environment Agency (EA) on the grounds of an unsatisfactory flood risk assessment is currently subject to discussions between the applicant and the EA and a decision on the application has not yet been made.

## **Renewable energy**

- 4.7 A small number of planning applications for renewable energy schemes were permitted during the monitoring period, which remain at broadly the same level of permissions granted in previous years. These have largely comprised solar panels for domestic use. Other energy schemes permitted during the monitoring period comprised one ground source heat pump, and also one biomass boiler scheme permitted at the Out of Town centre in Beaulieu.

## **Performance of the Natural Environment policies**

- 4.8 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.
- 4.9 In drafting the Authority's Local Plan the National Park purposes remain fundamental to the overall strategy. Many of the current natural environment policies in the adopted Core Strategy remain effective and consistent with national policy and consequently remain broadly unchanged in the draft Local Plan.

## 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, reflected in the designated and undesignated historic buildings and features.

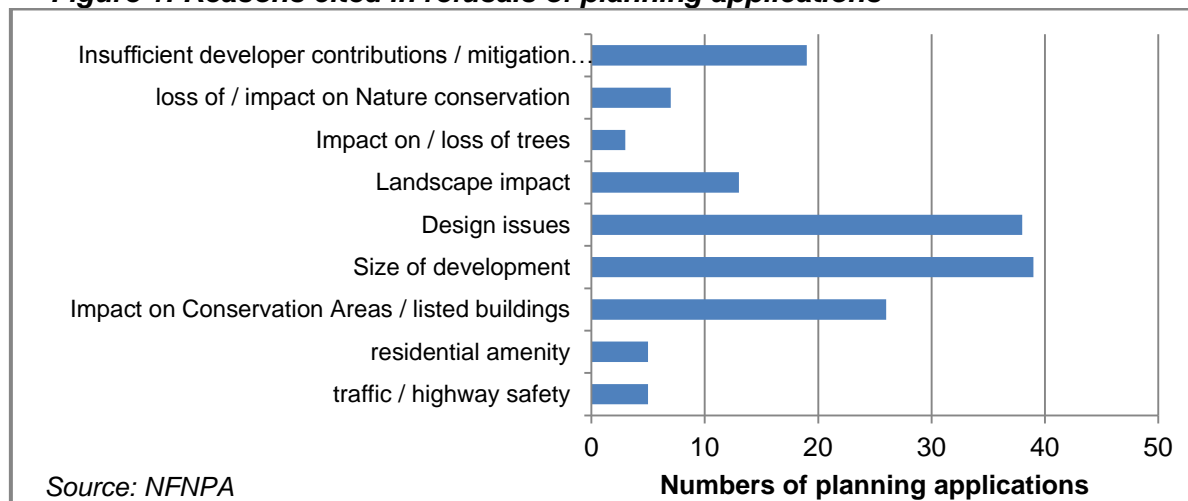
### Design issues

#### *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, of which there are now seven adopted as Supplementary Planning Documents.

5.3 A total of 955 planning applications were determined between 1 April 2015 and 31 March 2016, of which 12% were refused permission (two thirds of which were later dismissed on appeal). These proportions remain the same as last year. 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.

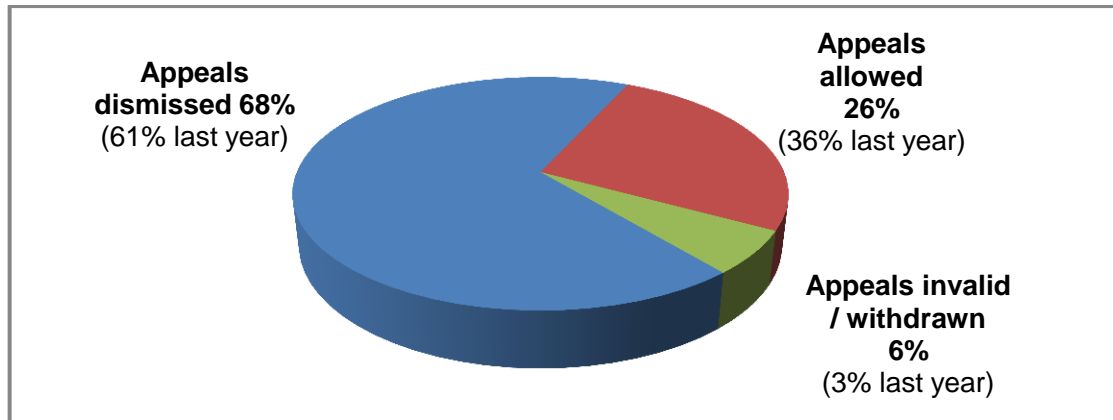
**Figure 1: Reasons cited in refusals of planning applications**



### Appeal decisions

- 5.4 A total of 47 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 2015 / 16**



Source: NFNPA

- 5.5 In January 2015 an application for an enclosed stairwell extension and porch to a property in Bucklers Hard was refused, and was the subject of an appeal. The Inspector identified that the main issue to be the cumulative enlargement of the property, and stated that it "*would increase the floor area of the existing dwelling by a further 2% above the 30% from a recent extension*". In dismissing the appeal in May 2015, he confirms that "*Policy DP11 is an up-to-date policy that has emerged from examination and has been subject to public consultation*".
- 5.6 An appeal against an enforcement notice was made in March 2015, which related to an alleged breach of planning control described as the erection of a fence without planning permission, in Brockenhurst. The appeal was dismissed and the enforcement notice upheld in October 2015. The Inspector identified the main issue to be the effect on the character and appearance of the area. The Inspector cites the Authority's Design Guide Supplementary Planning Document which refers to the harmful nature of close board fencing and states that "*to add another harmful fence is not justified by the presence of others*" in the street scene.
- 5.7 An application for the felling of one oak tree at Forest Park Hotel in Brockenhurst was refused by the Authority in November 2015, and was subsequently dismissed on appeal in March 2016. The Inspector identified the main issues as the effect on the character and appearance of the locality and wider landscape, and whether the proposal is justified. The Inspector stated that the tree was a prominent key landscape feature in keeping with the local wooded character, and its removal would have a detrimental impact on the public visual amenity of the area. Furthermore, the Inspector concluded that there were alternative forms of surgery which would not necessitate the removal of the tree.

### *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).
- 5.10 The Authority also launched its first annual Building Design Awards in 2015, with recent developments in Poulner, Woodgreen and Lyndhurst recognised for the positive contribution they make to the built environment of the National Park.

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

- 5.11 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**

- 5.12 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. These have been supported at appeals by Planning Inspectors.
- 5.13 The emerging Local Plan will need to reflect the National Planning Policy Framework and other changes to national policy and guidance since the adoption of the Core Strategy. The historic and built environment policies in the adopted Core Strategy are still effective as the above paragraphs indicate. However, it is considered that the policies could be expanded to provide more guidance to applicants in relation to what information should be submitted with an application, and identifying the wealth of historic buildings and features in the National Park, known as heritage assets. This includes both those formally designated, such as Conservation Areas, and those undesignated, such as locally important buildings.

## 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.

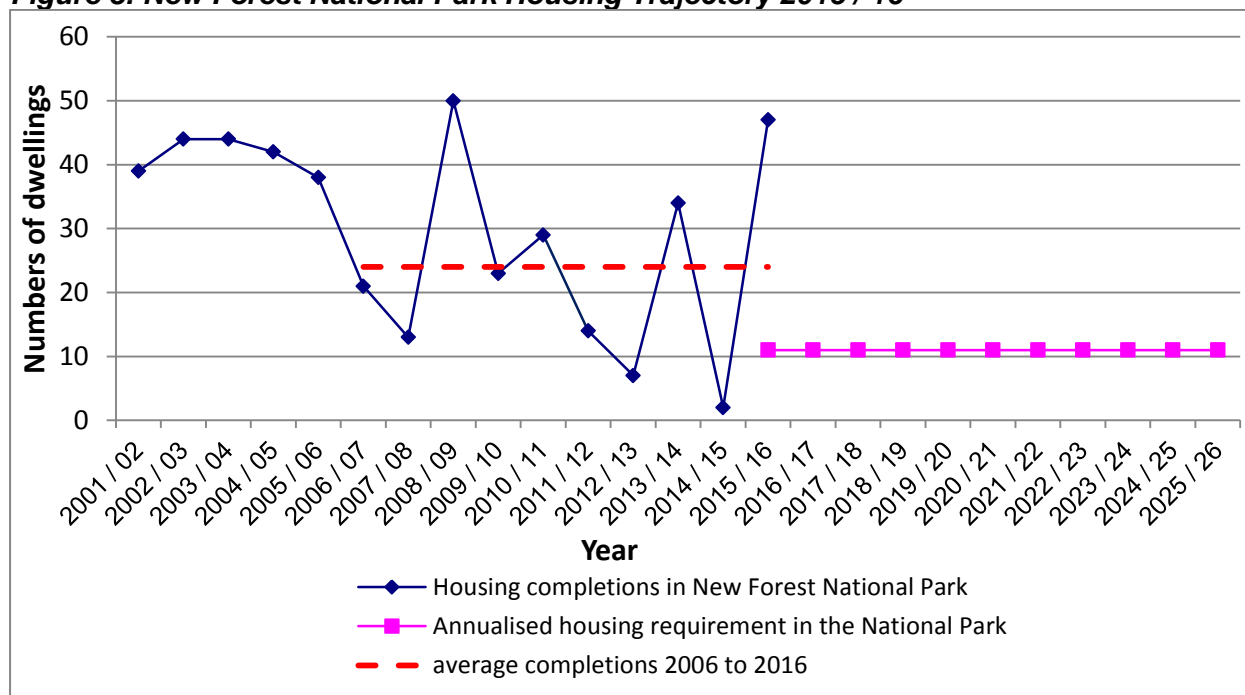
**Core Strategy Objective 5:** Policies CP11, DP13, DP14, and CP13

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 47 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 2015 / 16**



6.2 Although the completions figure seems particularly high this year, it should be looked at in the context of the low level of completions last year. The figure is also dominated this year by the completion of a relatively large site at Gosport Lane in Lyndhurst which yielded a net gain of 26 dwellings. This fluctuation in annual dwelling completions within the National Park is not surprising, given the nature of windfall residential development within the main villages.

6.3 Analysis of housing completions since 2006 (when the National Park Authority became operational as a Local Planning Authority) to the present has resulted in an average figure of 24 new dwellings completed each year, above the annualised housing figure set out in the Core Strategy.

- 6.4 It should be noted that the housing target of 220 dwellings set out in the Adopted Core Strategy for the period up to 2026 has now been met (see Appendix 2 for details).

*Five year housing supply*

- 6.5 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. The Authority's adopted Core Strategy does not allocate land for housing but relies instead on 'windfall' sites of which there has been a steady and constant supply to date.
- 6.6 Against the housing requirement in the Core Strategy 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.

*Location of new housing*

- 6.7 As in previous years, the defined villages continue to be the focus for new dwelling completions, with one relatively large site in the centre of the village of Lyndhurst.
- 6.8 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 18 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.

*Affordable housing*

- 6.9 There were three affordable housing completions during the monitoring period, all of which are located on one site in Lyndhurst. The Authority continues to work with local communities to seek to identify appropriate rural exceptions sites for affordable housing. Two affordable housing units in Bransgore have recently been completed, which have involved the use of pooled affordable housing contributions. These will be included in the completions figures in next year's monitoring report.



## *Lawful Development Certificates*

- 6.10 In addition, there was one further unit of accommodation identified through the Lawful Development Certificate procedure during the last monitoring period (compared to 5 units last year). This related to the use of a residential annexe as a separate dwelling.

## **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 areas in the four defined villages in January 2016. This identified little change from the last monitoring period in the villages of Ashurst, Brockenhurst and Lyndhurst where the numbers of retail (A1) units remain above the recommended minimum of 40%, 50% and 50% respectively. However, there has been change in Sway where the proportion of retail units (at 42%) now sits above the minimum threshold of 40%. The figure had been just below the recommended threshold since 2009.
- 6.12 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.
- 6.13 Due to the changes to permitted development rights with regard to retail uses there will be consideration given as to whether the designated shopping frontage areas are still appropriate to include in the emerging Local Plan. Some development that was under the control of the shopping frontage policy in the Core Strategy now falls within the scope of permitted development.

### **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 churches and schemes at several schools, such as the creation of an adventure playtrail, and a new wildlife pond. In addition, the former public conveniences in Lyndhurst high street were demolished to make way for a new area of informal open space.

## 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 (SPD), 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 SPD. Active discussions are taking place with both parish councils and affordable housing providers to ensure that developer contributions are spent locally.
- 6.17 Two affordable housing units in Bransgore have recently been completed, which have involved the release of a significant proportion of the pooled affordable housing contributions, as set out in the table below.

**Figure 4: Developer contributions 2015 / 2016**

Type of Contribution	Amount received (01/04/15 – 31/03/16)	Amount released (01/04/15 – 31/03/16)
Affordable housing	£197,780	£475,994
Public open space	£62,106	£7,849
Transport	£18,467	
Ecological mitigation	£11,036	£3,236

- 6.18 All of the transport contributions received are transferred every quarter to Hampshire County Council in their capacity as the highways authority. The contributions collected will be spent on improvements to transport and the highway developed through the New Forest Transport Statement.
- 6.19 The Authority’s Habitat Mitigation Scheme contains measures that allow developers to mitigate the impacts of their developments on the internationally protected habitats in the National Park, thereby helping them to comply with their requirements under the Habitats Regulations. Funds contributed to the scheme are used to implement a range of mitigation measures.
- 6.20 Contributions to the Scheme were received for eight new dwellings during the monitoring period, and a number of mitigation measures have been implemented. The main expenditure was the purchase of ground nesting bird models that are used by the National Park’s rangers to help raise awareness about the protected rare birds and their habitats, and to influence people’s behaviour to reduce their disturbance. During the year the models were used to engage with heathland users at key access locations, at events, and as the Authority’s mobile unit travelled throughout the Park. They were also used by the Authority’s Education Officers in educational sessions with school children.

- 6.21 Funds were also used for preparatory work to produce an information leaflet, which will include key messages about the protected wildlife and their habitats, and to complete the installation of the interpretation displays about the protected birds at the Date with Nature project at the New Forest Reptile Centre – now fully installed, the objective is that a significant proportion of the estimated 20,000 visitors each year to the Centre will be influenced by the key messages about protecting the rare birds and their habitats. Funds were also reserved to pay for seasonal rangers to cover the ground nesting season that started in the spring of 2016, so this expenditure will be seen in next year's report.
- 6.22 In addition, contributions have been collected from developments that would impact on the designated nature conservation sites along the Solent coast. These contributions are received by the Authority but paid directly to the Solent Recreation Mitigation Partnership (SRMP) that implements a range of measure to mitigate the impacts on the protected birds and their habitats on the coast. Details of its mitigation strategy and the measures implemented are set out on the SRMP website at:  
[www.portsmouth.gov.uk/ext/environment/solent-recreation-mitigation-strategy.aspx](http://www.portsmouth.gov.uk/ext/environment/solent-recreation-mitigation-strategy.aspx)
- 6.23 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.
- 6.24 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. However, the Government appealed that ruling and the Courts subsequently upheld that appeal. As a consequence national policy reverts back to the implementation of the five dwelling threshold as set out in paragraph 6.23 above.

### **Neighbourhood Plans**

- 6.25 No neighbourhood plans have yet been adopted in the National Park. During this reporting period, the Neighbourhood Plan Areas for Lymington and Pennington Town (September 2015), and Hythe and Dibden Parish (December 2015) were formally designated by the Authority. These two areas join Totton and Eling (area designated in November 2014), New Milton

(February 2015) and Milford-on-Sea (April 2013). The Authority will continue to work with the local communities in these areas as they develop their Neighbourhood Plans in the future.

### **Self build and custom build register**

- 6.26 All relevant authorities are required by the [Self-build and Custom Housebuilding Act 2015](#) to maintain a register of individuals and associations of individuals who wish to acquire a serviced plot for self-building. The register will provide information on the demand for self-build and custom housebuilding to inform the emerging Local Plan. Self-build proposals will require planning permission in the normal way.
- 6.27 The Authority has kept a register since 1 April 2016, and there are 48 individuals / associations on the register (as at December 2016).

### **Performance of Vibrant Communities policies**

- 6.28 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.
- 6.29 Analysis of housing completions since 2006 to the present has resulted in an average figure of 24 new houses completed each year, 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 22 dwellings completed per year. As the adopted Core Strategy does not allocate housing sites but relies on windfall sites there will always be some fluctuation from year to year. Overall it should be emphasised that completions within the National Park have now met the Core Strategy's housing requirement of 220 additional dwellings within the National Park between 2006 and 2026.
- 6.30 The implications of changes to permitted development rights for housing provision will continue to be monitored and reported in next year's monitoring report, with a view to informing the emerging Local Plan. This will help the Authority to assess the level of housing that may come forward during the period of the draft Local Plan through various routes including windfalls, and through the use of permitted development rights.

## 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*

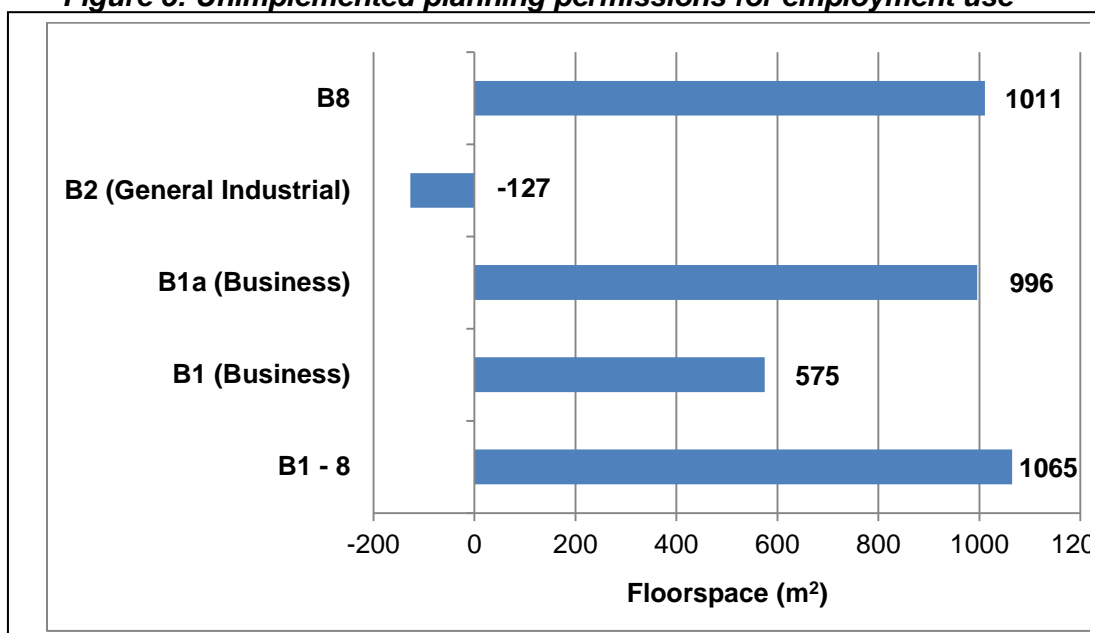
*Total amount of employment floorspace on previously developed land*

- 7.1 No new office or industrial floorspace was completed during the monitoring period, compared to a net gain of 2,947m<sup>2</sup> last year. However, there is 523m<sup>2</sup> of B2 office floorspace under construction.

*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 3,520m<sup>2</sup> (see graph below). Only one of these sites is in a defined village (former Redmayne engineering site in Brockenhurst), 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 has 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. During the monitoring period there were 3 sites completed as housing units, having previously been used as offices. This represents a loss of 532m<sup>2</sup> of office floorspace. Only one of these sites is located within a defined village.
- 7.4 The Government made the permitted development rights for change of use from office to dwellings permanent in October 2015.

## **Agriculture, farming and forestry**

- 7.5 During the monitoring period a total of five planning applications for agricultural development were permitted, which remains the same as last year. These comprised new agricultural barns or outbuildings. In addition, there was one application for the continued siting of a mobile home as an agricultural dwelling granted during the monitoring period.
- 7.6 In addition, an application for a conversion from a barn to a live-work unit was refused and was subsequently dismissed on appeal.

## **Recreational horsekeeping**

- 7.7 A total of 22 planning applications were permitted for recreational horsekeeping activities and associated development, which is slightly higher than last year. The majority of these permissions were for stables, with some manages, in dispersed locations throughout the National Park.

## **Visitor facilities and accommodation**

- 7.8 There were no new visitor accommodation units, or new or improved leisure facilities completed during the monitoring period.

## **Performance of economic policies**

- 7.9 Although there were no net gains in employment floorspace in this monitoring period it is noted that the level of industrial and office floorspace granted planning permission is higher than last year. Consequently 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 continues to be 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**

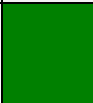
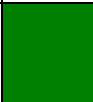
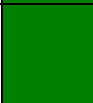

- 8.1 The initial assessment of the Core Strategy's policies in this report indicates that many of the policies are performing well, and continue general trends of protection and enhancement of the area. The communities in the National Park continue to be supported through the provision of appropriate levels of housing and employment as well as community facilities.
- 8.2 There remains a reasonable 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 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.
- 8.4 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 emerging Local Plan, including reviewing the Defined Village boundaries, and assessing the level of need for traveller and travelling showpeople accommodation.

**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	Extant permission for 18 dwellings (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) Net loss of 72ha of priority habitats in the National Park ( <i>likely due to changes in the way sites are recorded</i> ) ii) No change in designated areas	
% of new development meeting BREEAM and Code for Sustainable Homes standards  <i>NB. These requirements have been consolidated into the Building Regulations and are no longer monitored</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	
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 vast majority of permissions 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	All 4 villages have more than the recommended proportion of retail units	
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	47 dwellings completed & Plan target has been met	
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 in the emerging Local Plan</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	Three dwellings completed in a Defined Village	

## A Sustainable Local Economy

Indicator	Target	Core Strategy policies	Outcome	
Total amount of additional employment floorspace completions – by type	No significant net loss	CP14	No net gain	
Total amount of employment floorspace on previously developed land – by type		CP14	Zero	
Employment land available – by type		CP15, DP16 DP17, CP16	3,520m <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	22 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	No new schemes completed	

**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. Housing development within the National Park is delivered within the planning context of protection and restraint (see paragraphs 14 and 115 of the National Planning Policy Framework) and the Government has confirmed that National Parks are not appropriate locations for major development.

	<b>Source</b>	<b>Dwellings</b>
<b>A</b>	Core Strategy requirement 2006 - 2026	220
<b>B</b>	Net completions 2006 - 2016	240
<b>C</b>	Residual requirement 2015 - 2026 <b>A – B</b>	-20
<b>D</b>	Annual building rate required <b>C / 14 years</b>	n/a
<b>E</b>	Existing commitments including sites with planning permission and dwellings under construction	76
<b>F</b>	Number of years housing supply identified <b>E / D</b>	n/a

### Outstanding dwellings site schedule (as at 31 March 2016)

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
13/98457	2.46	APPLETREE COURT, BEAULIEU ROAD	LYNDHURST	-1	0
15/00858	0.03	LAND AT LADYWELL, TATTENHAM ROAD	BROCKENHURST	1	0
15/00392	0.12	PETER PAN, HIGHWOOD ROAD	BROCKENHURST	1	0
14/00886	0.21	LAND TO THE REAR OF FIVE THORNS COTTAGE	BROCKENHURST	1	0
15/00735	0.43	TIMBERTOP, FOREST PARK ROAD	BROCKENHURST	1	0
15/00674	0.04	61 BROOKLEY ROAD	BROCKENHURST	1	1
14/00598	0.06	17 BROOKLEY ROAD	BROCKENHURST	1	0
13/98395	0.50	WATERSPLASH HOTEL, THE RISE	BROCKENHURST	1	0
15/00615	0.05	LAND OF SEPTEMBER COTTAGE, NORTH ROAD	BROCKENHURST	2	0
13/98815	0.50	ARMSTRONG HOUSE, ARMSTRONG ROAD	BROCKENHURST	1	1
15/00815	0.04	CADENHAM FARM, CADHAM LANE	CADNAM	1	0
12/97741	0.08	HEATHLANDS FARM, OLD SALISBURY ROAD	OWER	1	1
85763	0.10	SIDLEY, SOUTHAMPTON ROAD	CADNAM	1	1
13/99146	0.04	RAMBLER COTTAGE, LAND ADJACENT TO CHINHAM ROAD	BARTLEY	1	0
12/97934	0.22	THORNEY ORCHARD, BLACK LANE	BRANSGORE	1	1
14/00664	0.16	LAND AT THE OLD VICARAGE, RINGWOOD ROAD	BRANSGORE	2	2
15/00215	0.07	LITCHFIELD, BASHLEY ROAD	NEW MILTON	1	1
10/95407	0.09	OAK HOUSE, MILFORD ROAD	EVERTON	1	1
14/00542	0.11	LAND OF DENE LODGE, VAGGS LANE	HORDLE	1	1
13/98476	0.37	BOUNDWAY END, BOUNDWAY HILL	SWAY	1	1
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
14/01033	0.22	IVYDENE, HIGH STREET	WOODGREEN	1	1
14/00197	0.02	THE OLD BARN, CHURCH LANE	LYNDHURST	1	0
15/00640	0.03	49-49A HIGH STREET	LYNDHURST	4	0

92300	0.02	68A HIGH STREET	LYNDHURST	2	2
15/00245	0.15	HEATHER HOUSE HOTEL	LYNDHURST	3	2
13/98858	0.09	12 EMPRESS HOUSE, EMPRESS ROAD	LYNDHURST	1	1
09/94481	0.06	REAR OF FOREST GLEN, PIKES HILL	LYNDHURST	1	1
14/00360	0.38	NORTH BENTLEY	FRITHAM	1	1
12/97657	1.52	COVE COPSE FARM, PENN COMMON ROAD	BRAMSHAW	1	1
14/00827	0.14	27 WAYSIDE COTTAGE, GARDEN ROAD	BURLEY	1	0
13/98486	0.44	MILL MEADOW, MILL LANE	BURLEY	1	1
09/94638	1.12	SHRIKE COTTAGE, HOLMSLEY	BURLEY	1	1
10/95596	1.02	HOLMSLEY LODGE, HOLMSLEY	BURLEY	1	0
15/00651	0.02	AUBREY FARM, THE OFFICE, KEYHAVEN ROAD	KEYHAVEN	1	0
15/00552	0.05	CONIFERS, MANCHESTER ROAD	SWAY	1	0
14/00261	0.10	GABLEMEAD, MANCHESTER ROAD	SWAY	1	1
14/01035	0.13	SWAY SOCIAL CLUB, WESTBEAMS ROAD	SWAY	5	0
15/00376	0.15	THE OLD SCHOOL HOUSE, CHURCH LANE	SWAY	5	0
15/00481	0.20	WHITEFIELD, TOMS LANE, LINWOOD	RINGWOOD	1	1
92465	0.45	SITE OF THE FORMER FLYING BOAT INN, CALSHOT ROAD	FAWLEY	1	0
10/95509	0.17	FAIRWEATHER GARDEN CENTRE, HIGH STREET	BEAULIEU	6	0
13/99016	0.06	CLOCK HOUSE, PALACE LANE	BEAULIEU	1	0
11/96050	0.75	THE LOG HOUSE, ST LEONARDS ROAD	BEAULIEU	1	1
13/98892	0.16	OAKDENE, FURZEY LANE	BEAULIEU	-1	0
92179	0.11	LITTLE GREENMOOR FARM, CHURCH LANE	BOLDRE	1	1
15/00351	10.13	LEES AND CO, MAIN ROAD	PORTMORE	1	0
09/94648	0.61	PART PARCEL O.S. 1990 LYNDHURST ROAD	BEAULIEU	1	0
13/98287	0.10	LAND AT NORTHFIELD NURSERY, LOWER PENNINGTON LANE	PENNINGTON	1	0
10/95257	1.06	TREGONALS BUNGALOW, LYMINGTON ROAD	EAST END	1	1
08/92794	0.20	15 PETERSCROFT AVENUE	ASHURST	1	1
13/98609	0.11	126 LYNDHURST ROAD	ASHURST	1	0
15/00154	0.04	LAND ADJACENT TO 124 LYNDHURST ROAD	ASHURST	1	0

14/01024	0.02	LAND TO THE REAR OF 24 WOOD ROAD	ASHURST	1	0
13/98826	0.03	LAND TO THE REAR OF 18 WOOD ROAD	ASHURST	1	0
12/97577	0.02	LAND TO THE REAR OF 16 WOOD ROAD	ASHURST	1	1
13/98943	0.01	WOODFALLS CROSS FARM, HALE ROAD	HALE	1	0
08/93142	0.07	LAND ADJACENT THE WHITE HOUSE, FOREST ROAD	NOMANSLAND	1	1
			<b>TOTAL</b>	<b>76</b>	<b>30</b>