

# NEW FOREST NATIONAL PARK AUTHORITY

## Local Development Framework MONITORING REPORT

2017

**April 2018**



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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;
- any neighbourhood development order or neighbourhood development plan that has been 'made' by the Authority;
- 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 2016 to 31 March 2017**, 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 24 March 2016, which focuses on the timetable for the review of the Authority's planning policies, to be published as a Local Plan. However, that LDS has since been revised and performance against the timetable in the revised LDS 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 as well as community facilities. There also remains a stock of sites with planning permission for housing and employment uses.

Officers have begun work on the review of the planning policies, to be rebadged as a Local Plan, in line with national planning guidance. The emerging Local Plan will take account of changes in national planning policy since the Core Strategy was adopted in 2010, together with any new evidence base work undertaken.

## **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 2016 to 31 March 2017**, 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 2016/17, 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. Officers continue to assess whether the Plan remains up to date or if a review is needed.

### **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, all of which straddle the boundary of the National Park and adjacent authorities. A further Neighbourhood Plan area was formally designated for Wellow Parish in June 2016, bringing the total for the National Park to six currently being undertaken.

### **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. The National Park Authority, New Forest District Council and Christchurch and East Dorset Council officers have quarterly liaison meetings to discuss Local Plan progress, evidence base studies and cross boundary issues.

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

- 1.9 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**

- 1.10 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. For instance the Authority jointly commissioned an updated Traveller Accommodation Needs Assessment with a consortium of seven other planning authorities in Hampshire. The final report has informed the preparation of the Local Plan.
- 1.11 The Authority has continued to liaise closely with New Forest District Council on a range of cross boundary issues including housing needs, habitat mitigation, flood risk, and the proposed redevelopment of the former Fawley Power Station site. This has included the joint commissioning of evidence base studies and regular officer and member liaison meetings.
- 1.12 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. Officers from Wiltshire Council, New Forest District Council, Test Valley Borough Council Southampton City Council and Eastleigh Borough Council attended the 'Neighbouring Authorities Local Plan Workshop' held by the National Park Authority in Spring 2016. At that meeting it was agreed that liaison should continue on co-ordinated habitat mitigation work and on addressing housing needs identified for the Southampton, Bournemouth and Salisbury Housing Market Areas.
- 1.13 Regular liaison with planning officers at other UK National Park Authorities is also undertaken both on a formal and informal basis. In addition, 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, sharing examples of good practice in rural planning.

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

- 1.14 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.
- 1.15 The Authority's officers regularly meet with officers from Natural England to oversee the implementation of the Authority's habitat mitigation scheme and to decide on which mitigation projects to prioritise on an annual basis.

### **Format of this report**

- 1.16 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.
- 1.17 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 Additional 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. Work is now well advanced in reviewing those policies for the revised Local Plan for the National Park. Substantial evidence gathering and consultation has been undertaken and the following key issues and challenges have been identified 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 fourth revision of the LDS for the New Forest National Park Authority was brought into effect on 24 March 2016, and was in place during the monitoring period. However a revised LDS was approved by the Park Authority at a Planning Development Control Committee meeting on 12 October 2017 and brought into effect immediately. This still set out the details for the preparation of the Authority's Local Plan, but updated the timetable for its production.

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

- 3.2 Local planning authorities are required to set out in their monitoring report information on the implementation of their Local Development Scheme (LDS). The Authority's 2016 LDS detailed the timetable for the preparation of the New Forest National Park Local Plan. During the monitoring period the LDS proposed the publication of the initial draft Local Plan for a period of public consultation (a non-statutory stage in the process) in October and November 2016. The Authority did indeed undertake a period of public consultation on the initial draft Local Plan for a period of 8 weeks between 3 October and 28 November 2016. This also included four public drop-in sessions across the National Park with exhibitions detailing the draft Local Plan.

#### **Implementation of the 2017 Local Development Scheme**

- 3.3 Following updated evidence base information and guidance the LDS for the National Park was updated to reflect the changes to the timetable and the scheduling of additional public consultation. This was brought into effect on 12 October 2017 and its implementation will be detailed in the next Monitoring Report.

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

- 3.4 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.
- 3.5 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, and the Local Aggregates Assessment, both of which are to be produced annually in December.

## 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 one of the highest proportion of areas 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 30,613 hectares (as at 31 March 2017), which is a gain of 8 hectares since last year's monitoring report<sup>1</sup>. The single biggest BAP Priority Habitat in the National Park is 9,934 hectares of lowland heathland (no change in the last two years). 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 are 3 new Sites of Importance for Nature Conservation (SINC), creating an additional 10.36 hectares. Therefore the total site area of all SINC now stands at 3,044 hectares on 389 sites.

### **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.

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<sup>1</sup> Source - Hampshire Biodiversity Information Centre (HBIC) 'Monitoring Change in Priority Habitats, Priority Species and Designated Areas in Hampshire 2016/17'

## **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 the impact on water quality or issues of flood risk. The Environment Agency did raise an objection to one planning application for a manege due to the inadequacy of the flood risk assessment submitted by the applicants. However, this planning application was subsequently withdrawn.
- 4.6 In addition, during the monitoring report period the Authority jointly commissioned an updated Strategic Flood Risk Assessment with New Forest District Council that covers the whole of the National Park and New Forest District, to inform the emerging Local Plan.

## **Renewable energy**

- 4.7 A very small number of planning applications for renewable energy schemes were permitted during the monitoring period, and all comprised solar panels.

## **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.

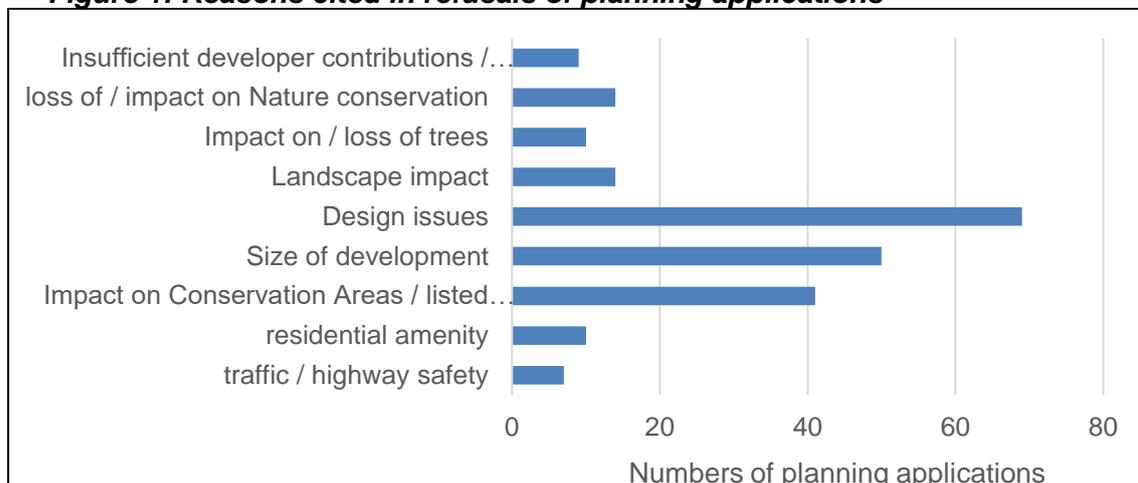
- 5.1 The Core Strategy emphasises the importance of recognising and protecting the distinctive character of the built environment of the National Park, reflected in the designated and undesignated historic buildings and features.

### 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 slightly higher than in 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 932 planning applications were determined between 1 April 2016 and 31 March 2017, of which 9% were subsequently withdrawn. A total of 14% of the remaining applications were refused permission (30% of which appealed the decision, with almost two thirds of those appeals being dismissed). These proportions remain broadly 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**

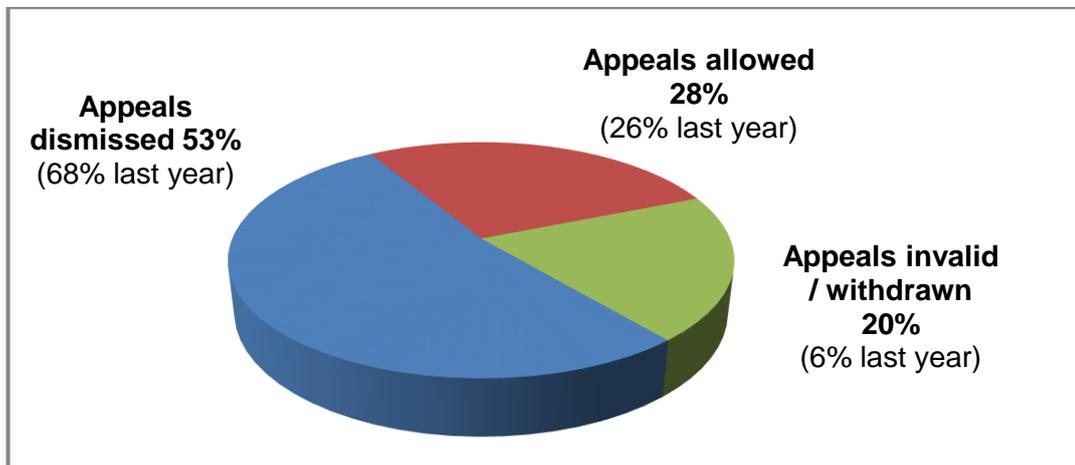


Source: NFNPA

## Appeal decisions

- 5.4 A total of 40 planning appeals were determined in the monitoring period, and their outcome is illustrated in the chart below, with some appeals summarised.

**Figure 2: Outcome of appeals determined during 2016 / 17**



Source: NFNPA

- 5.5 An application for a tarmacadam driveway in New Milton in December 2015 was refused, and was the subject of an appeal. The Inspector identified the main issues to be the effect on the character and appearance of the National Park. A previous planning permission was granted for a permeable pea shingle driveway with a small tarmac strip. The Inspector agrees with the Authority that the interface between driveways and public roads can make important contributions to the character of an area. However, the Inspector concluded that in this case *“the immediate streetscene is not particularly rural in appearance or ambience”*, and consequently the character of the area would not be unduly harmed. The appeal was allowed in January 2017.
- 5.6 An appeal was lodged against a refusal of planning permission for a live work unit in Copythorne. The appeal was dismissed in July 2016. The Inspector identified the main issues to be the effect on the character and appearance of the area; and whether the proposal should make provision to mitigate its effect upon public open space and European nature conservation designations. The Inspector concluded that the proposal *“would introduce a new home in the countryside in circumstances that would conflict with the development plan and national policy”*, and there would be no wider benefits to the community. The Inspector also concluded that there would be harm to the Conservation Area in addition to *“the absence of mitigation from any impact on the SPA”*.
- 5.7 In March 2016 an application for the retention of a 1.8m high fence and 1.6m high pedestrian gate in Woodgreen was refused permission, and an appeal was lodged. The Inspector considered the main issue to be *“the effect of the fence on the character and appearance of the National Park and the Western Escarpment Conservation Area (WECA) in particular”*. In dismissing the appeal, in January 2017, the Inspector concludes that *“The overtly suburban fence fails to conserve and enhance the natural beauty and cultural heritage of the New Forest which is a statutory purpose of the National Park Authority”*.

### *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 held its annual Building Design Awards, with 2016 winners including recent developments in Minstead, Redlynch, 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.

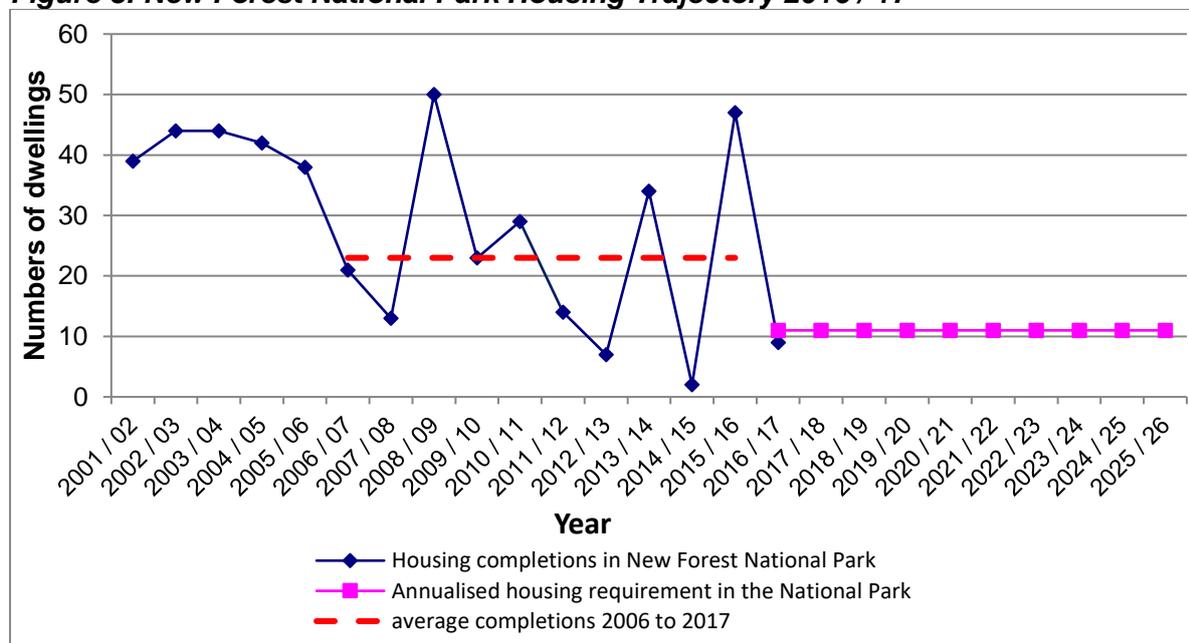
**Core Strategy Objective 5:** Policies CP11, DP13, DP14, and CP13

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 9 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 2016 / 17**



6.2 Although the completions figure seems relatively low this year, it should be looked at in the context of the high level of completions last year, when the figure was dominated 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 23 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 and exceeded (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 107 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 In contrast to previous years, new dwelling completions have been broadly evenly distributed between defined village locations and sites elsewhere in the National Park. Although the defined villages have, in previous years, been the focus for new development, this year's figure may be skewed by a number of agricultural workers dwellings and a commoners dwelling, which by their nature are not generally located within the defined village boundary.
- 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 8 new dwellings fall within that boundary. Where appropriate Natural England confirmed that they either had no objections to it, 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 two affordable housing completions during the monitoring period, both of which are on land in Bransgore. These involved the use of pooled affordable housing contributions. The Authority continues to work with local communities to seek to identify appropriate rural exceptions sites for affordable housing. One such site at Brockenhurst has been given permission for 10 dwellings during this monitoring period.
- 6.10 In addition, permission has been granted for two starter homes on a site in Sway. A legal agreement will ensure that occupation is restricted to first time buyers, either resident or employed in Sway, and the price of the dwellings will be restricted to the equivalent of 80% of full market value which will be capped at £250,000.

### *Lawful Development Certificates*

- 6.11 In addition, there were four units of accommodation identified through the Lawful Development Certificate procedure during the last monitoring period (compared to one unit last year). Two units resulted from the use of an annexe as an independent dwelling, with one arising from the continued siting of a mobile home, and another unit created from outbuildings.

### *Pre-application discussions*

- 6.12 With regard to the housing completions during the monitoring period the majority (55%) of those applications undertook pre-application advice from the Authority.

## **Defined villages**

### **Retail**

- 6.13 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 2017. This identified little change from the last monitoring period in the villages of Brockenhurst, Lyndhurst and Sway where the numbers of retail (A1) units remain above the recommended minimum of 50%, 50% and 40% respectively. However, there has been change in Ashurst where the proportion of retail units (at 31%) now sits below the minimum threshold of 40%.
- 6.14 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**

- 6.15 Throughout the last year a number of planning applications have been permitted for a range of community facilities, spread throughout communities across the National Park. Such applications have largely been extensions or improvements to existing facilities including several village halls, and schemes at a number of schools. Local groups have also received permission for improved facilities such as the Scout hut in Copythorne, cricket pavilion in Ashurst and at Brockenhurst football club.

## **Developer contributions**

- 6.16 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.

6.17 The monies received and released by the Authority during the monitoring period are set out in the table below.

**Figure 4: Developer contributions 2016 / 2017**

Type of Contribution	Amount received (01/04/16 – 31/03/17)	Amount released (01/04/16 – 31/03/17)
Affordable housing	£35,840	£485
Public open space	£20,997.60	£90,785
Transport	£3,745	
Ecological mitigation	£42,501	£10,542.50

Source: NFNPA

6.18 With regards to affordable housing a total of £485 of the contributions received was used to fund the Burley Affordable Housing Feasibility Project.

6.19 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 take place with both parish councils and affordable housing providers to ensure that developer contributions are spent locally. The open space financial contributions released in the reporting period supported improvements to the Whartons Lane Recreation Ground in Ashurst; work at Stanford Rise public open space in Sway; new skateboard equipment at Coles Mead recreation ground in Lyndhurst; and the enhancement of the War Memorial Gardens in Brockenhurst.

6.20 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.

6.21 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.

6.22 Contributions to the Scheme were received for 34 new dwellings during the monitoring period, and a number of mitigation measures have been implemented. As outlined last year, an opportunity was identified to fund two seasonal rangers. Using other available funds the Authority was able to lengthen the contract period, to also cover the important spring bird nesting period. These rangers actively engaged with visitors to the protected nature conservation sites, providing advice and guidance about the ground nesting birds and ways that visitors could avoid disturbing the rare birds and their habitats.

6.23 A further measure delivered this year was the inclusion of key messages about the protected birds and their habitats in the publications of Park Life and the

Essential Guide, both of which have coverage throughout the National Park. These publications are a good way of disseminating key messages to a very large number of potential users of the protected sites. A guide for dog walkers was also produced, including advice about the ground nesting birds and how to avoid disturbing them.

- 6.24 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 measures to mitigate the impacts on the protected birds and their habitats on the coast. Details of its mitigation strategy and an Annual Report that outlines the mitigation measure, are set out on the SRMP website at: <http://www.birdaware.org/strategy>.

### **Neighbourhood Plans**

- 6.25 No neighbourhood plans have yet been adopted ('made') in the National Park. During this reporting period, the Neighbourhood Plan Area for Wellow Parish (June 2016) was formally designated by the Authority. This area joins Totton and Eling (area designated in November 2014), New Milton (February 2015), Milford-on-Sea (April 2013), Lymington and Pennington Town (September 2015), and Hythe and Dibden Parish (December 2015). The Authority will continue to work with the local communities in these areas as they develop their Neighbourhood Plans in the future, together with any other National Park communities wishing to prepare a Plan.
- 6.26 In April 2016 the Authority published a Neighbourhood Planning Protocol that sets out how the Authority will provide support for those preparing such Plans.

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

- 6.27 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.
- 6.28 The Authority has kept a register since 1 April 2016, and there are 89 individuals / associations on the register (as at 31 December 2017). The locational preferences of those on the register are mainly for sites adjacent to, or within a defined village (i.e. Ashurst, Brockenhurst, Lyndhurst or Sway) at 53%, compared to 47% wanting a site elsewhere in the National Park.

## **Performance of Vibrant Communities policies**

- 6.29 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.
- 6.30 Analysis of housing completions since 2006 to the present has resulted in an average figure of 23 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, and exceeded, the Core Strategy's housing requirement of 220 additional dwellings within the National Park between 2006 and 2026.
- 6.31 As part of the Local Plan Review the Authority will be reviewing the approach taken to housing delivery in the National Park and re-assessing local housing needs in line with the requirements of the National Planning Policy Framework (2012).

## 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*

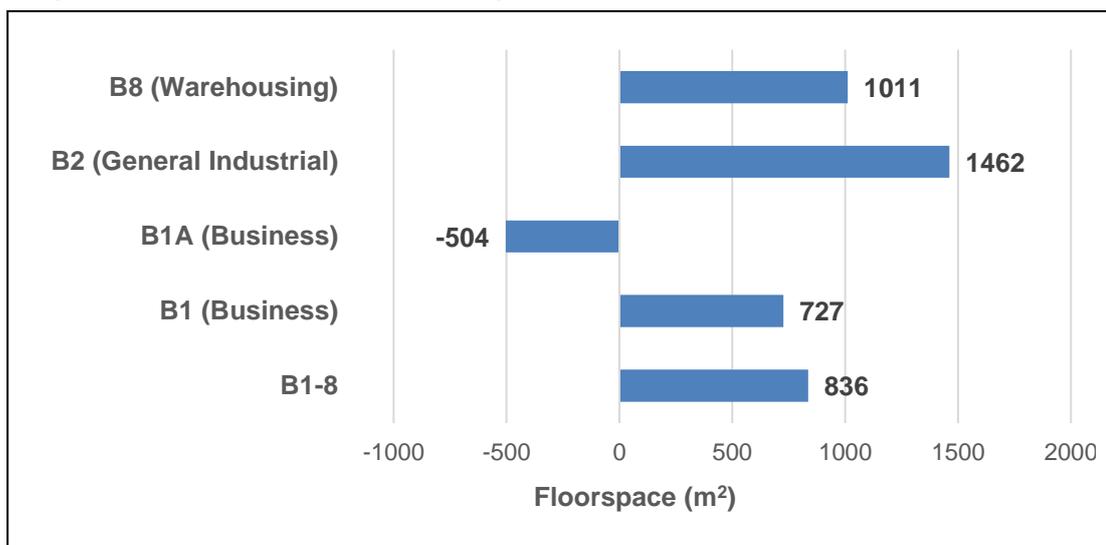
*Total amount of employment floorspace on previously developed land*

- 7.1 There was a net loss of 134m<sup>2</sup> of industrial floorspace during the monitoring period. However, there is 379m<sup>2</sup> of B1-8 industrial 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 3,532m<sup>2</sup> (see graph below). Only one of these sites is in a defined village (former Redmayne engineering site in Brockenhurst), with the rest comprising extensions to existing sites, or reuse of an existing building.

**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 two sites completed as housing units, having previously been used as offices. Both these sites are located within defined villages and together represent an additional loss of 640m<sup>2</sup> of office floorspace.
- 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 nine planning applications for agricultural development were permitted, compared to five last year. These largely comprised new barns with some additional agricultural outbuildings. Almost as many applications for agricultural development were refused. These included a couple of barns that were considered too large, a conversion of a barn to agricultural workers dwelling, and consideration of whether an agricultural building was necessary, and its potential impact on a Conservation Area.
- 7.6 In addition, there were two agricultural workers dwellings permitted, and one commoners dwelling.

## **Recreational horsekeeping**

- 7.7 A total of 14 planning applications were permitted for recreational horsekeeping activities and associated development, compared to 22 last year. The majority of these permissions were for stables, with some maneges, in dispersed locations throughout the National Park. A smaller number of such applications were refused, including a manege that would detrimentally impact on a Conservation Area and the National Park landscape, and a stable block of an inappropriate size and scale. In addition there was an application for the removal of a condition restricting a mobile field shelter, which was refused but later allowed on appeal.

## **Visitor facilities and accommodation**

- 7.8 There were no new visitor accommodation units, or new or improved leisure facilities completed during the monitoring period. However, permission was granted for holiday accommodation at Woodgreen, 29 all weather pitches at a caravan park in Brockenhurst, and guest accommodation at a hotel in Beaulieu.
- 7.9 Additionally there are outstanding planning permissions for 1,035m<sup>2</sup> of leisure floorspace available. This comprises 400m<sup>2</sup> for a replacement café and visitor centre at Lepe Country Park which is under construction, and 635m<sup>2</sup> for a health and fitness centre and wedding pavilion at Woodlands Lodge Hotel.

7.10 Furthermore, there is an outstanding permission available for 10 new two and three bed suites, and an extension with four additional rooms at New Park Manor Hotel in Brockenhurst.

### **Performance of economic policies**

7.11 Although there were no net gains in employment floorspace in this monitoring period it is noted that there remains a significant 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, the changes to the system of permitted development rights whereby offices can be converted to dwellings without requiring planning permission has led to some additional loss of office floorspace. This will continue to be monitored in future reports.

## **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 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 Officers have begun work on the review of the planning policies, to be rebadged as a Local Plan, in line with national planning guidance. The emerging Local Plan will take account of changes in national planning policy since the Core Strategy was adopted in 2010, together with any new evidence base work undertaken.

**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 8 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 gain of 8ha of priority habitats in the National Park ii) 3 new SINC's created (an additional 10.36ha)	
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	Small number of schemes permitted (fewer than last year), largely comprising domestic solar panels	

## 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	55% of housing completions had pre-application advice	
Planning applications refused on design grounds	Not to allow development that would be incompatible with the character of the area	CP8, DP6	Remains a significant reason for refusal	
Planning applications refused on the basis of the impact on the historic environment	Not to allow development that would have adverse impacts on the Park's historic environment	CP7 (DP6 / CP8)	Remains a significant reason for refusal	
Planning applications refused due to inadequate access provision for disabled and less mobile	Not to allow development that has inadequate access for the disabled and less mobile	DP6	Zero applications	

## Vibrant Communities

Indicator	Target	Core Strategy policies	Outcome	
Proportion of new employment development, dwellings, retail uses and community facilities in the four defined villages	To ensure defined villages remain the focus for development	CP9, DP8	Most new development lies in or adjacent to the defined villages, or is appropriate to a rural location	
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	Brockenhurst, Lyndhurst & Sway have more than the recommended proportion of retail units, whilst Ashurst has fewer retail units (see paragraph 6.11)	
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	9 dwellings completed & Plan target has been exceeded	
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	2 agricultural workers dwellings permitted, and 1 commoners dwelling	
Net additional pitches permitted for gypsies, travellers and travelling showpeople	-	CP13	1 permanent pitch and 1 temporary pitch permitted	
Location and type of affordable housing permitted and completed	At least 50% in defined villages; rural exception sites elsewhere	CP11	2 dwellings completed at Bransgore; 10 dwellings permitted at Brockenhurst	

## 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 loss of 134m <sup>2</sup>	
Total amount of employment floorspace on previously developed land – by type		CP14	Zero	
Employment land available – by type		CP15, DP16 DP17, CP16	3,532m <sup>2</sup> of B1-B8 uses	
Applications permitted for agricultural and forestry buildings	-	DP20	9 permitted	
Applications permitted for recreational horse-keeping and associated development	-	DP21, DP22, DP23	14 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	4 new schemes permitted	

**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 - 2017	249
<b>C</b>	Residual requirement 2017 - 2026 <b>A – B</b>	-29
	Existing commitments including sites with planning permission and dwellings under construction	107
	Number of years housing supply identified	9 years

### Outstanding dwellings site schedule (as at 31 March 2017)

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
85763	0.1	SIDLEY SOUTHAMPTON ROAD	CADNAM	1	1
10/95407	0.09	OAK HOUSE MILFORD ROAD	EVERTON	1	1
92179	0.11	LITTLE GREENMOOR FARM CHURCH LANE	BOLDRE	1	1
10/95257	1.06	TREGONALS BUNGALOW LYMINGTON ROAD	EAST END	1	1
10/95509	0.17	FAIRWEATHER GARDEN CENTRE HIGH STREET	BEAULIEU	6	0
16/00774	0.02	68 HIGH STREET	LYNDHURST	2	1
12/97934	0.22	THORNEY ORCHARD BLACK LANE	BRANSGORE	1	1
12/97577	0.02	16 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	1
09/94638	1.12	SHRIKE COTTAGE HOLMSLEY	BURLEY	1	1
10/95596	1.02	HOLMSLEY LODGE HOLMSLEY	BURLEY	1	0
08/92794	0.2	15 PETERSCROFT AVENUE	ASHURST	1	1
11/96050	0.75	THE LOG HOUSE ST LEONARDS ROAD	BEAULIEU	1	1
13/98815	0.5	ARMSTRONG HOUSE ARMSTRONG ROAD	BROCKENHURST	1	1
12/97741	0.08	HEATHLANDS FARM OLD SALISBURY ROAD	OWER	1	1
13/99146	0.04	RAMBLER COTTAGE LAND ADJACENT TO CHINHAM ROAD	BARTLEY	1	1
13/98395	0.5	WATERSPLASH HOTEL THE RISE	BROCKENHURST	1	0
92465 DETAIL	0.45	FLYING BOAT INN SITE OF THE FORMER CALSHOT ROAD	FAWLEY	1	0
13/98609	0.11	126 LYNDHURST ROAD	ASHURST	1	0
09/94648	0.61	PART PARCEL O.S. 1990 CULVERLEY FARM LYNDHURST ROAD	BEAULIEU	1	1
13/98476	0.37	BOUNDWAY END BOUNDWAY HILL	SWAY	1	1
16/00508	0.03	FIRST & SECOND FLOOR 49-49A HIGH STREET	LYNDHURST	6	0
14/00261	0.1	GABLEMEAD MANCHESTER ROAD	SWAY	1	1
14/00197	0.02	THE OLD BARN CHURCH LANE	LYNDHURST	1	0
16/00486	0.04	SEPTEMBER COTTAGE LAND ADJOINING NORTH ROAD	BROCKENHURST	2	0
15/00245	0.15	HEATHER HOUSE HOTEL	LYNDHURST	1	0

14/00360	0.38	NORTH BENTLEY	FRITHAM	1	1
16/00841	0.06	WARWICK LODGE 17 BROOKLEY ROAD	BROCKENHURST	4	4
13/98826	0.03	18 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
14/00301	0.07	LAMPTON LODGE SOUTHAMPTON ROAD	GODSHILL	1	1
14/00827	0.14	27 WAYSIDE COTTAGE GARDEN ROAD	BURLEY	1	0
12/97657	1.52	COVE COPSE FARM PENN COMMON ROAD	BRAMSHAW	1	1
14/01035	0.13	SWAY SOCIAL CLUB WESTBEAMS ROAD	SWAY	5	0
14/01050	0.24	STEPPERS	FROGHAM	1	1
16/00632	0.02	24 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
15/00215	0.07	LITCHFIELD BASHLEY ROAD	NEW MILTON	1	1
15/00154	0.04	124 LAND ADJACENT TO LYNDHURST ROAD	ASHURST	1	0
15/00376	0.15	THE OLD SCHOOL HOUSE CHURCH LANE	SWAY	5	0
16/00519	0.2	WHITEFIELD TOMS LANE	LINWOOD	1	1
15/00552	0.05	CONIFERS MANCHESTER ROAD	SWAY	1	0
14/00886	0.21	FIVE THORNS COTTAGE LAND TO THE REAR OF NORTH WEIRS	BROCKENHURST	1	1
17/00011	0.02	AUBREY FARM OFFICE KEYHAVEN ROAD	KEYHAVEN	1	0
15/00815	0.04	CADENHAM FARM CADHAM LANE	CADNAM	1	0
15/00351	10.13	LEES AND CO MAIN ROAD	PORTMORE	1	0
14/00542	0.11	DENE LODGE LAND OF VAGGS LANE	HORDLE	1	1
15/00735	0.43	TIMBERTOP FOREST PARK ROAD	BROCKENHURST	1	0
16/00687	0.03	LADYWELL LAND AT TATTENHAM ROAD	BROCKENHURST	1	1
16/00172	0.16	3 WOODBURY	BROCKENHURST	1	0
16/00975	0.28	WHITE LODGE SWAY ROAD	BROCKENHURST	1	1
16/00284	0.02	35 LAND TO THE REAR OF HIGH STREET	LYNDHURST	1	0
14/00015	0.93	LAND OFF EXBURY ROAD GATEWOOD HILL	BLACKFIELD	1	0
16/01028	0.15	FERNLEA SWAY ROAD	BROCKENHURST	1	1
16/00843	0.07	ACORN LODGE REAR OF 40 ROMSEY ROAD	LYNDHURST	1	1
16/00639	0.18	GARDENIA WINSOR ROAD	WINSOR	-1	0

15/00704	0.03	39-41 LAND TO THE REAR OF HIGH STREET	LYNDHURST	2	1
16/00084	0.07	7 LAND TO THE REAR BROOKLEY ROAD	BROCKENHURST	1	0
16/00647	0.03	28 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
15/00805	0.19	27 BURWOOD LODGE ROMSEY ROAD	LYNDHURST	1	0
16/00506	0.39	FOREST PARK HOTEL LAND OF FOREST PARK ROAD	BROCKENHURST	1	0
15/00342	0.05	HALL AND FORMER SCOUT HUT BROOKLEY ROAD	BROCKENHURST	3	0
16/00581	0.13	PURLIEU PIKES HILL	LYNDHURST	1	0
16/00867	0.01	THE FLAT 13 HIGH STREET	LYNDHURST	2	1
16/00923	0.04	DENNETT HOUSE 1 BRIGHTON ROAD	SWAY	-1	0
16/00457	1.09	COOMBE GRANGE REST HOME COOMBE LANE	SWAY	4	0
16/00974	0.48	CAMELIAS SWAY ROAD	BROCKENHURST	1	0
17/00044	0.13	LADYWELL TATTENHAM ROAD	BROCKENHURST	1	0
17/00036	0.06	LLOYDS TSB SWAY ROAD	BROCKENHURST	2	0
17/00025	0.21	CANANDO FARM TATCHBURY LANE	WINSOR	1	0
15/00763	0.14	RUFUS HOUSE HOTEL SOUTHAMPTON ROAD	LYNDHURST	1	0
16/00804	0.43	LAND TO THE NORTH EAST OF VINNEYS CLOSE	BROCKENHURST	10	0
15/00348	0.02	THE OFFICE LOWER WINDYEATS COTTAGE FOREST ROAD	REDLYNCH	1	0
08/93142	0.07	THE WHITE HOUSE LAND ADJACENT FOREST ROAD	NOMANSLAND	1	1
<b>TOTAL</b>				<b>107</b>	<b>35</b>