

NEW FOREST NATIONAL PARK AUTHORITY

Local Development Framework MONITORING REPORT

2018

April 2019



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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 2017 to 31 March 2018**, 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 12 October 2017, which focuses on the timetable for the review of the Authority's planning policies, to be published as a Local Plan. Performance against the timetable in the LDS is reported on in this 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.

The Authority has reviewed the planning policies, and the draft Local Plan was submitted to the Government for independent scrutiny with hearing sessions held in November 2018 and March 2019. 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 2017 to 31 March 2018**, 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 2017/18, demonstrates the Authority's commitment and actions in respect of its 'duty to co-operate' during the monitoring period.

Joint working on Minerals and Waste issues

- 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. The publication of the revised National Planning Policy Framework in July 2018 sets out the requirement for Local Plans to be assessed within 5 years of adoption in terms of the necessity for a full or partial review. The Minerals and Waste Plan has been reviewed by officers of the partner authorities and officers have concluded that there is no immediate need to review the Plan as the policies remain fit for purpose and in line with national planning policy.

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. There are now six Neighbourhood Plans being prepared for areas covering the National Park, with the one covering Hythe and Dibden being the most advanced.

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, in particular there has been close liaison with New Forest District Council on the production of Local Plans for both the National Park and District Council areas. The Authority's officers have quarterly liaison meetings to discuss Local Plan progress, evidence base studies and cross boundary issues with officers from New Forest District Council and Christchurch and East Dorset Council (as was before local government changes).

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

- 1.9 In late 2018 the boundary of the Enterprise M3 Local Economic Partnership (LEP) was reviewed, and the New Forest has now been encompassed wholly within the Solent LEP. The Authority will engage with the Solent LEP regarding cross-boundary economic issues.

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. The Authority has engaged with officers from Wiltshire Council, New Forest District Council, Test Valley Borough Council Southampton City Council and Eastleigh Borough Council in the preparation of the Authority's Local Plan. Liaison continues with adjacent authorities on co-ordinated habitat mitigation work and on addressing housing needs identified for the Southampton, Bournemouth and Salisbury Housing Market Areas. As part of the material submitted for independent Examination in 2018, the Authority submitted a 'Duty to Cooperate Statement' setting out the liaison that has

taken place with neighbouring authorities during the preparation of the Local Plan review. During the final consultation on the Submission draft Local Plan in early 2018 adjacent local planning authorities confirmed their view that the Authority had met the requirements of the Localism Act for co-operation.

- 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 close liaison on 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. Natural England have also been involved in the relevant assessments as part of the Local Plan review process.

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:

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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 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. Those policies have now been reviewed, and a draft Submission Local Plan for the National Park was submitted to Government for independent examination, with the hearing sessions taking place in November 2018. 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. A revised LDS for the New Forest National Park Authority was brought into effect on 12 October 2017. This sets out the details and timetable for the preparation of the Authority's Local Plan.

Implementation of the 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). During the monitoring period the LDS anticipated the publication of the Regulation 19 Submission draft Local Plan for a period of public consultation, and this was indeed undertaken for a period of six weeks consultation in January and February 2018. Prior to that, the Authority also undertook an additional non-statutory six-week period of public consultation on a number of potential alternative housing sites, which included three public drop-in sessions in the relevant areas of the National Park. More details are set out in the Authority's Consultation Statement which accompanied the Submission draft Local Plan and can be viewed on the Authority's website.

Hampshire and New Forest National Park Minerals and Waste LDF

- 3.3 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.
- 3.4 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.
- 3.5 In July 2018 the Government published a revised National Planning Policy Framework. This requires Local Planning Authorities to assess their Local Plans within five years of adoption, with regard to the need for a full or partial review. The partner authorities have assessed the adopted Minerals and Waste Plan and have initially concluded that there is no need for an immediate update of the policies as they remain fit for purpose and broadly in line with national policy. However, initial consultation with stakeholders will begin in late 2019 and the position will be reassessed within two years.

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 30,605 hectares (as at 31 March 2018), which represents a small loss of 0.03% of the total priority habitat in the National Park since last year's monitoring report¹. The Authority receives this data from the Hampshire Biodiversity Information Centre (HBIC) and the latest information for this monitoring period clarifies that there has been recently been some re-surveying and re-categorisation of sites which may have resulted in small changes to sites across Hampshire. The National Park continues to support over 37% of the total area of biodiversity priority habitats within the Hampshire and the New Forest National Park area.
- 4.3 The single biggest BAP Priority Habitat in the National Park is 9,934 hectares of lowland heathland (no change in the last three years). Approximately 90% of all the priority habitats in the Park fall within designated nature conservation sites (i.e. statutory sites and county-level SINC designations).

Designated nature conservation sites

- 4.4 During this monitoring period there were no changes to statutory nature conservation sites in terms of numbers or size. However, there are two new Sites of Importance for Nature Conservation (SINC), creating an additional 10.36 hectares, with the boundaries of six sites having been amended, resulting in a net loss overall of 3.69 hectares. Therefore, the total site area of all SINC now stands at 3,041 on 391 sites (compared to 3,044 hectares on 389 sites last year).

¹ Source - Hampshire Biodiversity Information Centre (HBIC) 'Monitoring Change in Priority Habitats, Priority Species and Designated Areas in Hampshire 2017/18'

Open space

- 4.5 There has been no net loss of open space arising from a grant of planning permission during the monitoring period, in line with policy DP3 of the Core Strategy. The Authority continues to support the enhancement of existing public open spaces through the release of developer contributions. In the reporting year this has included funding to support the enhancement of the Stanford Rise public open space in Sway.

Water pollution and flood risk

- 4.6 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 holiday let in Brockenhurst as the proposed development would be next to a watercourse. However, this planning application was subsequently withdrawn.
- 4.7 In addition, during the monitoring report period the Authority published an updated Strategic Flood Risk Assessment as part of the evidence base for the Authority's draft Local Plan. This was jointly commissioned with New Forest District Council and covers the whole of the National Park and New Forest District. The modelling that informs the Assessment factors in climate change projections and has been used to inform the Authority's proposed Local Plan housing site allocations.

Renewable energy

- 4.8 A very small number of planning applications for renewable energy schemes were permitted during the monitoring period, largely comprising small scale, domestic solar panels.

Performance of the Natural Environment policies

- 4.9 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.
- 4.10 The National Park purposes remain fundamental to the overall strategy set out in the Authority's emerging Local Plan. Many of the current natural environment policies in the Core Strategy remain effective and consistent with national policy and consequently remain broadly unchanged in the emerging Local Plan. However, the draft Local Plan does contain a new policy on landscape character.

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.

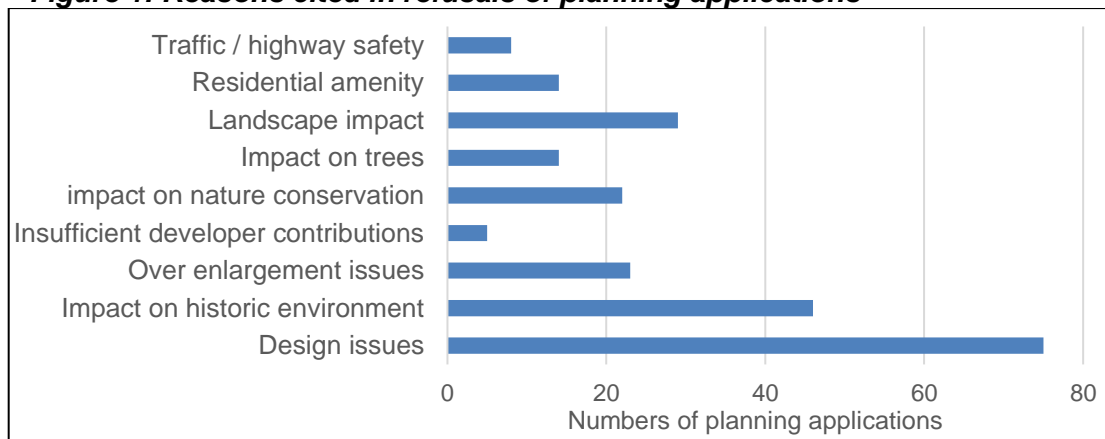
- 5.1 The Core Strategy emphasises the importance of recognising and protecting the distinctive character of the built environment of the National Park, reflected in the designated and non-designated historic buildings and features.

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 1,041 planning applications were determined between 1 April 2017 and 31 March 2018, of which 8% were subsequently withdrawn. A total of 14% of the remaining applications were refused permission. 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

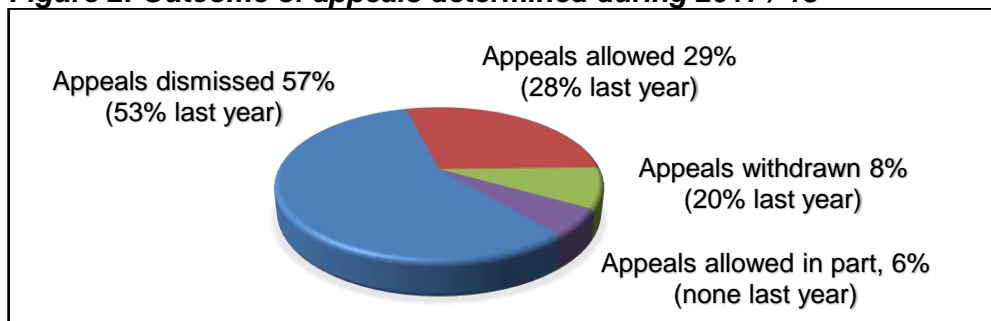


Source: NFNPA

Appeal decisions

- 5.4 A total of 35 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 2017 / 18



Source: NFNPA

- 5.5 An application in July 2017 for the replacement of a tiled roof on a barn in Emery Down with a thatched roof was refused and was the subject of an appeal. The Inspector identified the main issues to be the effect on the setting of a nearby listed building, and the effect of the development on protected species. The Inspector concluded that the proposed modification to the roof of the barn would not be a harmful one and would sit comfortably with similar roofs on nearby buildings. However, in the absence of any surveys of protected species, particularly bats and nesting birds, the Inspector concluded that the development may have a harmful effect on protected species, contrary to policy CP2 of the Authority's Core Strategy, and dismissed the appeal.
- 5.6 An appeal against a refusal of planning permission for a replacement summerhouse in Sway was lodged in April 2017. The appeal was allowed with conditions. The Inspector identified the main issue to be the effect on the character and appearance of the area. The summerhouse was replacing an existing outbuilding in the front curtilage of the property, but the Inspector cited other properties in the vicinity where such outbuildings were also sited close to a frontage boundary. The Inspector stated the Authority's "*reference to 'overdevelopment' and 'creeping suburbanisation' to be unjustified in this case and conclude that there would not be any adverse effect on the character and appearance of the National Park*".
- 5.7 The continued use of land and buildings for dog training in Bartley was the subject of a planning application in August 2016, which was subsequently dismissed on appeal in August 2017. The Inspector identified the main issues as the effect on the character and appearance of the National Park, the Forest North East Conservation Area, effects of noise and disturbance on neighbours, and the location of the business. The Inspector stated that the "*the business activities in terms of comings and goings of vehicles and the activities on the site would encroach into the scenic beauty of the National Park*". It was also concluded that "*the unexpected intermittent nature of barking*" would harm the living conditions of nearby residents. Furthermore, the Inspector concludes that the proposal is contrary to Policy CP14 of the

Core Strategy, as it would not be re-using existing buildings, and is not farm diversification or home working.

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 holds an annual Building Design Awards. The 2018 winners, comprising a replacement dwelling in Burley and a residential extension in Stuckton, were 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 non designated assets, 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 25 dwelling completions during the monitoring period. The chart below illustrates completions in the National Park since 2006.

Figure 3: New Forest National Park Housing Completions 2017 / 18



6.2 The housing trajectory above highlights the natural fluctuations in annual dwelling completions within the National Park, which 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 (of 11 dwellings) set out in the Core Strategy.

6.4 It should be noted that the housing target of 220 dwellings set out in the Authority's 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 123 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 The vast majority of new dwelling completions have been broadly evenly distributed between the four defined village locations. The handful of new dwellings completed outside of the defined villages have comprised barn conversions, office to residential conversions and an agricultural workers dwelling.
- 6.8 Policy CP1 of the Core Strategy requires new dwellings proposed 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 development will not be permitted. Analysis of the sites granted planning permission for housing during the monitoring period shows that 31 proposed new dwellings fall within that boundary. Natural England confirmed that they either had no objections to these proposals, subject to appropriate mitigation through a financial contribution or planning condition, or that they were not likely to have a 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 and works with Natural England to prioritise appropriate mitigation projects.

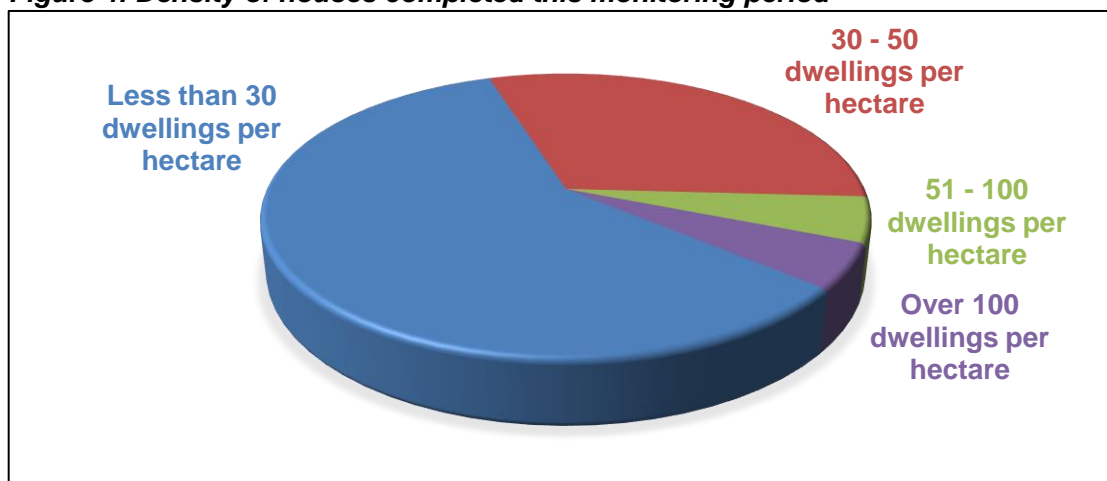
Affordable housing

- 6.9 There were no affordable housing completions during the monitoring period, in part due to the impacts of changes in national policy and the imposition of a national site size threshold for requiring affordable housing provision. However, during the reporting period a rural exception site for 10 dwellings was under construction in Brockenhurst. The Authority continues to work with local communities to seek to identify appropriate rural exceptions sites for affordable housing.

Housing density

- 6.10 The following diagram illustrates the density of new dwellings permitted during the monitoring period. The data for the categories '51 to 100 dwellings per hectare', and 'Over 100 dwellings per hectare' is due to a couple of schemes in Ashurst and Lyndhurst, both for 2 flats.

Figure 4: Density of houses completed this monitoring period



Source: Hampshire County Council

Lawful Development Certificates

- 6.11 In addition, there were 11 units of accommodation identified through the Lawful Development Certificate procedure during the last monitoring period (compared to four units last year). These largely arose from the use of an annexe or outbuilding as an independent dwelling.

Defined villages

Retail

- 6.12 The Authority's officers carried out a survey of the proportion of A1 retail uses in the defined shopping frontage areas in the four defined villages in November 2018. 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. There has also been no change in Ashurst where the proportion of retail units (at 31%) continues to sit below the minimum threshold of 40%, as some retail units have been lost to other uses.
- 6.13 It should be noted that the changes to permitted development rights in 2013 include changes from A1 (shop) to A2 (financial and professional services) or to A3 (restaurants and cafes) without the necessity of a planning consent. However, developers are required to apply to the Authority to determine whether prior approval in relation to flooding, highways and contamination matters (and also noise, odours and opening hours in relation to A3 uses) is required.

Community facilities

- 6.14 Throughout the last monitoring 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 comprised alterations or improvements to existing facilities, including a number of schools and churches, as well as the creation of multi use games areas (MUGA) at Brockenhurst and Pilley.

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 figures reflect changes in national planning policy which have restricted the Authority’s ability to seek contributions for local infrastructure from new development.

Figure 5: Developer contributions 2017 / 2018

Type of Contribution	Amount received (01/04/17 – 31/03/18)	Amount released (01/04/17 – 31/03/18)
Affordable housing	£23,383.00	£28,753.26
Public open space	£52,573.50	£17,160.23
Transport	-	-
Ecological mitigation	£57,500	£27,049.00

Source: NFNPA

- 6.17 With regards to affordable housing a total of £14,219 was used on the Authority’s Bransgore scheme (final retention payment made one year after completion of properties plus some tree works), whilst a further £14,534.26 was spent on the scheme for two affordable houses in Burley.
- 6.18 The majority of the open space contributions received in 2017/18 were from the redevelopment of the Watersplash Hotel site in Brockenhurst (24 dwellings). Open space contributions were released to support the enhancement of the Stanford Rise public open space in Sway. This project has been led by the Parish Council with local community support following a public consultation on how the developer contributions could be spent.
- 6.19 In the 2017/18 reporting year no developer contributions were received or release towards transport schemes within the National Park. This reflects the generally small scale of development within the Park and the impact of recent national planning policy reforms which have restricted the Authority’s ability to negotiate developer contributions.

- 6.20 The Authority continues to negotiate contributions towards habitat mitigation measures focused on both the New Forest and Solent coast Natura 2000 sites. Contributions from development within 5.6km of the Solent habitats are pooled across the Solent to be spent on agreed measures under the Bird Aware Project, which was awarded the RTPI South East Award for Excellence in Planning for the Natural Environment in 2018. Developer contributions towards the New Forest SPA, which totalled £18,388 in this period, are used to implement a range of mitigation measures, as agreed between the Authority and Natural England. The Authority's New Forest Habitat Mitigation Scheme is overseen by a Steering Group comprising Natural England, RSPB and the Hampshire & Isle of Wight Wildlife Trust which meets annually.
- 6.21 Contributions to the Scheme were received for 46 new dwellings during the monitoring period, and a number of mitigation measures have been implemented. Two seasonal rangers were again employed to 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 the rare habitats and ways that visitors can avoid disturbing the rare birds and affecting the habitats. Rangers engaged with over 900 visitors and residents at 21 car parks and with over 2,200 people at 5 events across the National Park.
- 6.22 The Scheme also made an important contribution towards the purchase of a new mobile information vehicle. This vehicle will be individually designed with display boards to support the delivery of key messages about protecting the rare birds and habitats. It is equipped with all the current interpretive publications and materials to support the rangers' interaction with visitors to the designated sites. It provides an important focal point for their discussions with recreational users, particularly in car parks, but also at specific events across the National Park. Each year key messages about the protected birds and habitats are also included in a variety of interpretative publications and materials and these are supported by the development of further information on the Authority's website.
- 6.23 In addition, contributions totalling £8,661 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 the mitigation measures being implemented, are set out on the SRMP website at: www.birdaware.org/strategy.

Neighbourhood Plans

- 6.24 There are six Neighbourhood Plan Areas that have been formally designated by the Authority. These comprise Wellow Parish (area designated in June 2016), 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). No neighbourhood plans have yet been adopted ('made') in the National Park. 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.

- 6.25 In April 2016 the Authority published a Neighbourhood Planning Protocol that sets out how the Authority will provide support for those preparing such Plans, and this can be viewed on the Authority's website.

Self 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 in the National Park. 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 156 individuals / associations on the register (as at 1 April 2019). 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 42%, compared to 33% wanting a site elsewhere in the National Park. A further 23% would be content with a site in either a defined village or anywhere else in the National Park, whilst 2% of individuals did not identify a preference.

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 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.
- 6.30 In the emerging Local Plan the Authority has reviewed the approach taken to housing delivery in the National Park and updated the assessment of local housing needs in line with the requirements of the National Planning Policy Framework (2012). The emerging Local Plan now contains a number of housing site allocations.

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

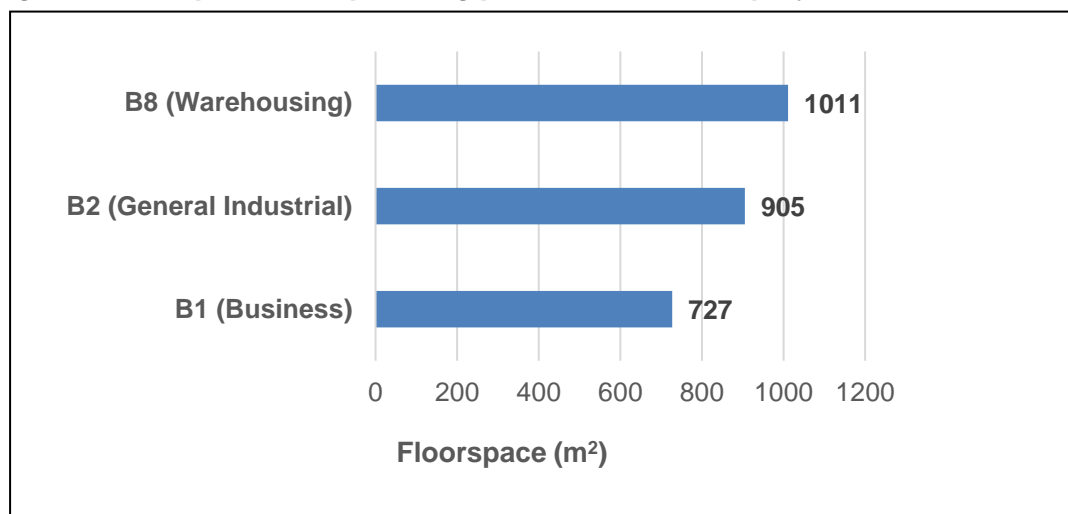
Total amount of employment floorspace on previously developed land

- 7.1 There was a net gain of 1,393m² of industrial floorspace during the monitoring period. This comprised 557m² of B2 business use, and 836m² of general B1-B8 use. These were on sites outside the defined villages but comprised change of use from agriculture to business, and /or used existing buildings.

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 2,643m² (see graph below). None of these sites are in a defined village, although they all comprise extensions or improvements to existing sites.

Figure 6: 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, including 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 single housing units, having previously been used as offices. Both these sites are located outside the defined villages as they are both former farm offices.
- 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 15 planning applications for agricultural development were permitted, compared to nine last year. These largely comprised general agricultural buildings, with some new or additional barns.
- 7.6 In addition, there were two agricultural workers dwellings permitted.

Recreational horsekeeping

- 7.7 A total of 15 planning applications were permitted for recreational horsekeeping activities and associated development, compared to 14 last year. The majority of these permissions were for stables, with some maneges and field shelters, in dispersed locations throughout the National Park. In contrast 11 such applications were refused, including several proposed maneges and stables that would detrimentally impact on a Conservation Area and / or the wider National Park landscape, or would be of an inappropriate size and scale.

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 new letting rooms at a pub near Lymington, and a new art gallery in Beaulieu.
- 7.9 Additionally there are outstanding planning permissions for 1,035m² of leisure floorspace available. This comprises 400m² for a replacement café and visitor centre at Lepe Country Park which was under construction during the monitoring period (and will be shown as a completion in next year's report), and 635m² for a health and fitness centre and wedding pavilion at Woodlands Lodge Hotel.

Performance of economic policies

- 7.10 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, and remains the approach taken in the emerging Local Plan. 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 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. Whilst many of the Core Strategy policies remain broadly unchanged in the emerging Local Plan there are a number of new policies and changes in approach, such as a new policy on Landscape Character, and a new policy requiring all new housing to be limited to 100m² floorspace.
- 8.4 Next year's Monitoring Report (AMR) will continue to monitor the policies in the Core Strategy as it will cover the period 1 April 2018 to 31 March 2019. However, the emerging Local Plan is on track to be adopted during 2019, and sets out a number of indicators which will be monitored in due course. As many of the policies remain broadly unchanged, so too do the related monitoring indicators. Therefore, it will still be possible to continue to monitor trends in areas such as housing completions, and the stock of sites with planning permission for housing or employment.

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 31 dwellings (<i>no objections from Natural England</i>)	
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) Small loss of priority habitats in the National Park, representing 0.03% of the total area. ii) 2 new SINCs created, 6 site boundaries amended (resulting in a net loss of 3.69ha)	
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, 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	n/a	
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	25 dwellings completed & Plan target 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	
Net additional pitches permitted for gypsies, travellers and travelling showpeople	-	CP13	No applications considered	
Location and type of affordable housing permitted and completed	At least 50% in defined villages; rural exception sites elsewhere	CP11	No dwellings completed; 10 dwellings under construction 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 gain of 1,393m ²	
Total amount of employment floorspace on previously developed land – by type		CP14	Zero	
Employment land available – by type		CP15, DP16 DP17, CP16	2,643m ² of B1-B8 uses	
Applications permitted for agricultural and forestry buildings	-	DP20	15 permitted	
Applications permitted for recreational horse-keeping and associated development	-	DP21, DP22, DP23	15 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	2 new schemes permitted outside the defined villages	

Five Year Housing Land Supply

The 5 year housing land supply is based on the requirement to meet the level of housing set out in the Authority's adopted Core Strategy which is 220 dwellings between the period 2006 and 2026. The Authority currently has in excess of a deliverable 5 year supply of housing land based on unimplemented planning permissions, which are set out in the tables below and overleaf. Housing development within the National Park is delivered within the planning context of protection and restraint (see paragraphs 11 and 172 of the National Planning Policy Framework, 2019) and the Government has confirmed that National Parks are not appropriate locations for major development.

	Source	Dwellings
A	Core Strategy requirement 2006 - 2026	220
B	Net completions 2006 - 2018	274
C	Residual requirement 2018 - 2026 A – B	-54
	Existing commitments including sites with planning permission and dwellings under construction	123
	Number of years housing supply identified	9 years

Outstanding dwellings site schedule (as at 31 March 2018)

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
16/00172	0.16	3 WOODBURY	BROCKENHURST	1	0
17/00025	0.21	CANANDO FARM, TATCHBURY LANE	WINSOR	1	0
17/00019	0.05	LAND ADJACENT TO 7 HASKELLS CLOSE	LYNDHURST	1	0
16/00457	1.09	COOMBE GRANGE REST HOME, COOMBE LANE	SWAY	4	4
16/00284	0.02	35 LAND TO THE REAR OF HIGH STREET	LYNDHURST	1	0
16/00508	0.03	FIRST & SECOND FLOOR 49-49A HIGH STREET	LYNDHURST	6	0
16/00774	0.02	68 HIGH STREET	LYNDHURST	2	1
17/00883	0.11	DENE LODGE, VAGGS LANE	HORDLE	1	1
17/00506	0.16	LAND AT LANE END, ADDISON ROAD	BROCKENHURST	1	0
16/00975	0.28	WHITE LODGE, SWAY ROAD	BROCKENHURST	1	1
17/00629	0.48	CAMELLIAS, SWAY ROAD	BROCKENHURST	1	0
10/95257	1.06	TREGONALS BUNGALOW, LYMINGTON ROAD	EAST END	1	1
09/94648	0.61	PART PARCEL O.S. 1990 CULVERLEY FARM LYNDHURST ROAD	BEAULIEU	1	1
14/00015	0.93	LAND OFF EXBURY ROAD, GATEWOOD HILL	BLACKFIELD	1	0
17/00433	0.75	SANDY BALLS HOLIDAY VILLAGE, SOUTHAMPTON ROAD	GODSHILL	-1	0
14/00301	0.07	LAMPTON LODGE, SOUTHAMPTON ROAD	GODSHILL	1	1
92465 DETAIL	0.45	FLYING BOAT INN SITE OF THE FORMER CALSHOT ROAD	FAWLEY	1	0
15/00763	0.14	RUFUS HOUSE HOTEL, SOUTHAMPTON ROAD	LYNDHURST	1	0
12/97934	0.22	THORNEY ORCHARD, BLACK LANE	BRANSGORE	1	1
17/00790	0.59	THE COACH HOUSE BURLEY GRANGE MILL LANE	BURLEY	1	0
09/94638	1.12	SHRIKE COTTAGE, HOLMSLEY	BURLEY	1	1
10/95596	1.02	HOLMSLEY LODGE, HOLMSLEY	BURLEY	1	0
10/95509	0.17	FAIRWEATHER GARDEN CENTRE, HIGH STREET	BEAULIEU	6	0
14/00134	3.52	LITTLE MARSH HOUSE, PARKSHORE	BEAULIEU	1	0
17/00686	0.52	NEW FOREST PLANTS LTD, EXBURY ROAD	BEAULIEU	1	0

15/00735	0.43	TIMBERTOP, FOREST PARK ROAD	BROCKENHURST	2	1
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
16/00841	0.06	WARWICK LODGE, 17 BROOKLEY ROAD	BROCKENHURST	4	4
16/00084	0.07	7 LAND TO THE REAR BROOKLEY ROAD	BROCKENHURST	1	0
16/00307	0.50	WATERSPLASH HOTEL, THE RISE	BROCKENHURST	24	24
17/00036	0.06	LLOYDS TSB, SWAY ROAD	BROCKENHURST	2	0
16/00486	0.04	SEPTEMBER COTTAGE LAND ADJOINING NORTH ROAD	BROCKENHURST	2	0
17/00891	0.13	LAND AT FOREST VIEW	BROCKENHURST	1	0
13/98815	0.50	ARMSTRONG HOUSE, ARMSTRONG ROAD	BROCKENHURST	1	1
16/00804	0.43	LAND TO THE NORTH EAST OF VINNEYS CLOSE	BROCKENHURST	10	10
15/00552	0.05	CONIFERS, MANCHESTER ROAD	SWAY	1	0
14/00360	0.38	NORTH BENTLEY	FRITHAM	1	1
12/97657	1.52	COVE COPSE FARM, PENN COMMON ROAD	BRAMSHAW	1	1
17/00016	0.06	COPYTHORNE LODGE FARM, ROMSEY ROAD	COPYTHORNE	1	1
12/97741	0.08	HEATHLANDS FARM, OLD SALISBURY ROAD	OWER	1	1
17/00939	1.54	TATCHBURY MANOR, TATCHBURY LANE	WINSOR	10	0
92179	0.11	LITTLE GREENMOOR FARM, CHURCH LANE	BOLDRE	1	1
15/00351	10.13	LEES AND CO MAIN ROAD	PORTMORE	1	0
13/98609	0.11	126 LYNDHURST ROAD	ASHURST	1	0
16/00647	0.03	28 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	0
16/00632	0.02	24 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	1
12/97577	0.02	16 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	1
15/00704	0.03	39-41 LAND TO THE REAR OF HIGH STREET	LYNDHURST	2	2
17/00384	0.07	BONHAM, CHURCH LANE	SWAY	1	0
18/00045	0.07	HAZELHURST FARM, FLEXFORD LANE	SWAY	2	0
16/01065	0.08	GANDERS LAND ADJACENT GOOSE GREEN	LYNDHURST	1	0
18/00023	0.01	LAND TO REAR OF 13 HIGH STREET	LYNDHURST	1	0

15/00805	0.19	27 BURWOOD LODGE ROMSEY ROAD	LYNDHURST	1	0
17/00325	0.04	LAND TO THE REAR OF FOXLAWN, PIKES HILL AVENUE	LYNDHURST	1	0
16/00581	0.13	PURLIEU, PIKES HIL	LYNDHURST	1	0
16/00843	0.07	ACORN LODGE REAR OF 40 ROMSEY ROAD	LYNDHURST	1	1
16/00923	0.04	DENNETT HOUSE, 1 BRIGHTON ROAD	SWAY	-1	0
15/00348	0.02	THE OFFICE, LOWER WINDYEATS COTTAGE, FOREST ROAD	REDLYNCH	1	0
16/00511	0.33	MAYFIELD, VICARAGE ROAD	LOVER	1	1
17/00859	0.30	ASHBURTON HOUSE, LANDFORD WOOD	SALISBURY	1	0
08/93142	0.07	THE WHITE HOUSE, LAND ADJACENT FOREST ROAD	NOMANSLAND	1	1
			TOTAL	123	64