

East Hampshire District Council Annual Monitoring Report 2012



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1 Introduction

- 1.1 This is the sixth annual monitoring report (AMR) produced by East Hampshire District Council (EHDC) and covers the period from **1 April 2011 to 31 March 2012**. The purpose of the report is to monitor the progress made during the period on the Local Plan: Joint Core Strategy (JCS) in relation to the timetable set out in the Council's Local Development Scheme, and to monitor the effectiveness of existing policies in the East Hampshire District Local Plan: Second Review (adopted March 2006). The policies of this plan are 'saved' until they are replaced by the East Hampshire District Local Plan: Joint Core Strategy or the subsequent Local Plan: Allocations document.

2 Structure of the Report

- 2.1 The structure of this report differs from previous AMRs produced by the Council. This is because the requirements for annual monitoring as previously set out in the Planning and Compulsory Purchase Act 2004 have been amended by the Localism Act 2011. The following guidance documents have also been withdrawn:
- Local Development Framework Monitoring: A Good Practice Guide (ODPM, 2005);
 - Annual Monitoring Reports FAQs and Emerging Best Practice 2004-5 (ODPM, 2006);
 - Regional Spatial Strategy and Local Development Framework: Core Output Indicators, Update 2/2008 (CLG, 2008).
- 2.2 It is now up to each local authority to decide what to include within their AMRs, whilst ensuring that they are prepared in accordance with relevant UK¹ and EU legislation. The timing of when and how often reports are prepared is also up to each local authority, although a report must be produced at least on an annual basis.
- 2.3 EHDC has chosen to continue to produce one annual report, focusing on the key policy matters considered to be the most relevant to the district. The Spatial Vision for the district, as set out in the emerging Local Plan: JCS, highlights the need to balance the provision of sustainable economic development and new housing with the protection of the natural and built environment. The content of section 4 of the report is therefore separated into the following three sections:
- Economy
 - Housing
 - Natural and Built Environment
- 2.4 The content of this report and the data contained within it relates to the whole of the district including the area that lies within the South Downs National Park (SDNP). However, once the Local Plan: JCS is adopted, the South Downs National Park Authority will take over responsibility for policy preparation and monitoring within the National Park area. It is therefore likely that the content of future AMRs prepared by East Hampshire District Council will be further reduced to focus only on the areas of the district that lie outside of the National Park.

¹ Town and Country Planning Regulations 2012

3 National Planning Policy Framework (NPPF)

- 3.1 The National Planning Policy Framework (NPPF)² was published on 27 March 2012, at the end of the monitoring period for this report. The Framework has replaced previous Planning Policy Statements and Planning Policy Guidance and places an emphasis on the presumption in favour of sustainable development.
- 3.2 Annex 1 of the NPPF outlines the procedures for implementing the Framework and explains that, from the day of publication, the policies within it are material considerations which local authorities should take into account in decision making and in the preparation of Plans.
- 3.3 Paragraph 215 states that in cases where an existing Local Plan was adopted prior to the 2004 Planning and Compulsory Purchase Act, due weight should be given to the relevant policies within it according to their degree of consistency with the Framework. Although the East Hampshire District Local Plan: Second Review was adopted in 2006, it was prepared in accordance with the Town and Country Planning Act 1990 (i.e. prior to the 2004 act), therefore paragraph 215 is applicable.
- 3.4 Having regard to paragraph 215 of the NPPF, the Council has carried out a review of the policies within the Local Plan: Second Review to determine whether there are any significant conflicts with the objectives of the Framework. A summary of the conclusions is set out in a table in Appendix 1. The table shows that Policy H12 (Affordable Housing Outside Settlement Policy Boundaries) is the only policy that was determined to have any significant conflict with the NPPF, as it does not provide any flexibility to consider market housing as required by paragraph 54 of the Framework. The Council will therefore need to give particular weight to paragraph 54 of the NPPF when determining any future application for rural affordable housing schemes.

4 Progress on the Local Plan: Joint Core Strategy and other associated policy documents in accordance with the Local Development Scheme (LDS)

- 4.1 During the period covered by this report, the Council's LDS was updated twice, in December 2011 and February 2012, to reflect an amendment to the timetable for the preparation of the Local Plan: Allocations. The February update to the LDS, which sets out the timetable for the preparation of the documents referred to below, can be viewed via the following link:

[LDS February 2012 – Updated Schedules.pdf](#)

[East Hampshire District Local Plan: Joint Core Strategy](#)

- 4.2 The Pre-submission Draft of the Local Plan: Joint Core Strategy was published on 3 February 2012, in accordance with the timetable set out in the updated LDS (see Appendix 2).

² National Planning Policy Framework, CLG, March 2012

- 4.3 Although this report only focuses on the period between 1 April 2011 and 31 March 2012, it is important to note that since that time, the Local Plan: Joint Core Strategy was submitted to the Inspectorate on 25 May 2012 and an Examination was held in October/November 2012.

East Hampshire District Local Plan: Allocations

- 4.4 Preparation work for this document is due to commence in the early part of 2013. The Local Plan: JCS, once adopted, will provide the basis for more detailed work and consultation on this document.

Whitehill and Bordon Supplementary Planning Document

- 4.5 Work on the development of the Eco-town at Whitehill and Bordon has moved forward with the progression of the East Hampshire District: Joint Core Strategy. As the more detailed masterplan work continues to evolve, it will provide detailed guidance on the implementation of development at Whitehill and Bordon. It is intended that this will finally be produced as a more formal supplementary planning document in its own right taking its lead from the relevant Joint Core Strategy policies. A timetable for this process has been set out in the Local Development Scheme (see Appendix 2). These timings will continue to be updated and amended as the work moves forward.

Associated Documents

Sustainability Appraisal

- 4.6 A Sustainability Appraisal was published alongside the Local Plan: Joint Core Strategy in February 2012.

Habitats Regulations Assessment

- 4.7 A Habitats Regulations Assessment was completed in February 2012, which considered the impact of the policies of the emerging Local Plan: Joint Core Strategy on internationally designated sites.

Community Infrastructure Levy (CIL)

- 4.8 A CIL Officer was appointed in November 2011 to progress the introduction of a CIL regime for East Hampshire by 2013. By the end of March 2012, substantial work had been undertaken on updating the necessary infrastructure evidence (to demonstrate the 'funding gap', and also support the submission of the Joint Core Strategy), and preparations were in hand to commission consultants to assess the viability of CIL across the District.

Gypsy and Traveller Accommodation

- 4.9 Work to assess the accommodation needs of travellers (defined by the Government into two broad categories: gypsies and travellers, and travelling showpeople) also

commenced in 2011. By the end of March 2012, significant progress had been made in preparing to commission specialist field-workers to undertake a survey and report on the findings and recommendations. Notably, by this date, the District Council had become a lead authority in a consortium of eleven planning authorities (including both national parks) across Hampshire planning to undertake this important assessment on a collaborative basis.

Petersfield Neighbourhood Plan

- 4.10 The Petersfield Plan: Options Report was published in November 2011. The report looked at various options for growth taking account of the town's location in the newly formed South Downs National Park Authority. In February 2012 the Town Council received central Government funding as a frontrunner to pursue a Neighbourhood Plan. Work on the Neighbourhood Plan is now being taken forward locally.

5. Duty to Co-operate

The Localism Act 2011 introduced a new 'duty to co-operate' requirement under Section 33A of the Planning and Compulsory Purchase Act 2004. The duty requires local authorities to '*engage constructively, actively and on an ongoing basis*' to develop strategic policies and consider joint approaches to plan making. The joint working that East Hampshire County Council has carried out for the Local Plan: Joint Core Strategy, in accordance with the duty to co-operate, is set out in the 'Statement of Duty to Co-operate, May 2012':

[EHDC Statement of Duty to Co-operate May 2012.pdf](#)

6 Policy Implementation

6.1 Economy

Key Policy Objectives

- Maintain a sustainable, buoyant local economy;
- Plan for town and local centres to meet the needs of local communities;
- Maximise the value of sustainable tourism.

Relevant policies from the Local Plan: Second Review:
IB1 – IB4, S1 – S4, TM1 – TM5

Emerging Local Plan: Joint Core Strategy policies:
CP2 – CP7

Employment floorspace (B1, B2 and B8 Uses)

Table 1 – amount of completed and available employment floorspace:
1 April 2011 – 31 March 2012

Area	Amount of employment floorspace completed (m ²)	Amount of employment floorspace lost (m ²)	Amount of employment floorspace available (m ²)
Outside South Downs National Park	2120	326	39708
South Downs National Park	711	400	13480
District Total	2831	726	53188
Net completions	2105		

6.1.1 The amount of completions has dropped since last year (2831m² compared to 6105m² 2010/2011). However, the available floorspace has increased from 33,798m² to 53,188m². This suggests that planning permission for employment development has continued to be granted, but that there has been a slow down in the rate of development.

Retail/town centres (A1 – A5 Uses)

Table 2 – amount of completed and available retail floorspace:
1 April 2011 – 31 March 2012

Area	Amount of new retail floorspace completed (m ²)	Amount of new retail floorspace available (m ²)
Outside South Downs National Park	0	15668
South Downs National Park	0	2955
District Total	0	18623

6.1.2 The above figures for available retail floorspace include three major new retail stores permitted in Alton, as well as an extension to the Tesco store in Petersfield. One of the stores in Alton (Waitrose) was completed in September 2012, but this was beyond the monitoring period for this report and will therefore be recognised as a completion in next years report.

6.1.3 Of the total amount of available floorspace, 1,092m² is within a town or local centre (526m² of A1 retail floorspace in Horndean local centre and 572m² A3 restaurant floorspace in Petersfield town centre). The rest of the available floorspace is in edge of centre or out of centre locations, including the three permitted retail stores in Alton. Two of the three retail stores (Waitrose, Station Road and Aldi, Turk Street), were recommended for permission by the Council on the basis of detailed analysis of need and sequential testing of locations as required by policy TC2 of the Local Plan: Second Review. The application for Tesco in Mill Lane, Alton was initially resisted by the Council due to its potential impact on the town centre, however, the Council's decision to refuse permission was overturned at appeal.

Leisure (D2 Use)

Table 3 – Amount of completed and available leisure floorspace:
1 April 2011 – 31 March 2012

Area	Amount of new leisure floorspace completed (m ²)	Amount of available leisure floorspace (m ²)
Outside South Downs National Park	786	9064
South Downs National Park	0	2278
District Total	786	11342

6.1.4 Available leisure floorspace includes an extension to Birdworld in Holt Pound and extensions to the restaurant and function rooms at the Old Thorns Golf and Country Club in Liphook.

Tourism/Hotel Development (C1 Use)

Table 4 – amount of completed and available tourism development:
1 April 2011 – 31 March 2012

Area	Tourist accommodation completions (number of rooms)	Amount of available new tourist accommodation (number of rooms)
Outside South Downs National Park	0	265
South Downs National Park	0	69
District Total	0	334

6.1.5 There have been no new tourist development completions or permissions, therefore the above figures remain the same as in the previous AMR.

6.2 Housing

Key Policy Objectives

- To plan for sufficient land to meet the requirement for 5,720 homes in the District in the period 2006-2028 and an additional 4,000 homes at Whitehill Bordon;
- To make the most efficient use of land;
- To provide an appropriate housing mix to meet local need, including affordable housing.

Relevant policies from the Local Plan: Second Review:
GS1, GS2, H1 – H4, H11 – H13, H18

Emerging Local Plan: Joint Core Strategy policies:
CP1, CP8 – CP13

6.2.1 Detailed information about housing land supply in the district is set out in the East Hampshire Strategic Housing Land Availability Assessment (SHLAA). The most up to date version of this document can be viewed via the following link:

[East Hampshire SHLAA Revised Nov 2012.pdf](#)

Table 5 - net dwelling completions:
1 April 2011 – 31 March 2012

Central Hampshire (includes the South Downs National Park and the area to the north of the National Park)	296
South Hampshire (includes the southern parishes within the PUSH area)	39
Total	335

6.2.2 Significant completions include new housing developments in Chawton Park Road, Alton (27061/010) and Rushes Road, Petersfield (33392/009).

6.2.3 The total number of completions has increased from the previous year (272 for 2010/2011). In the Central Hampshire part of the District, the completions were above the annual requirement. In the South Hampshire part of the District, the completions were below the annual requirement, however, the release of reserve sites in the South Hampshire area should provide for an increased level of completions from 2012/13. The number of completions in previous years since 2006 are summarised in the East Hampshire SHLAA 2012 update (see above link).

6.2.4 There is an adequate five year housing supply in both the south and central areas of the District, as shown in Appendix 5 of the SHLAA 2012 update.

Gross affordable housing completions

6.2.4 From 1 April 2011 to 31 March 2012, 100 affordable houses were provided in the District (CLG figures).

Gypsy and traveller accommodation update (number of new pitches)

6.2.5 Three new gypsy and traveller pitches have been established within the period of this report:

- Janeland, Willis Lane, Four Marks – 1 mobile home and 1 touring caravan for single family – permanent permission at appeal 10/05/2011
- Land east of Alderwood Cottage, Queens Road, Liphook – 1 mobile home and 1 touring caravan for single family – permanent permission 31/05/2011
- Stallions of Substance Lodge, Headley Down – 2 mobile homes and 2 caravans – permanent retention allowed 06/03/2012

6.3 Natural and Built Environment

Key Policy Objectives

- To conserve and enhance the quality of the landscape and the character of the built, natural and historic environment;
- To conserve and enhance designated sites and natural habitats;
- To minimise pollution and protect and enhance water quality;
- To reduce flood risk;
- To minimise the impacts of climate change.

Relevant policies from the Local Plan: Second Review:
C2 – C4, C7, C9, HE1 – HE14

Emerging Local Plan: Joint Core Strategy policies:
CP22 – CP28

Policy C1

6.3.1 The designation of the South Downs National Park in 2010 superseded the former Area of Outstanding Natural Beauty designation. Policy C1 of the Local Plan: Second Review is therefore no longer a relevant policy. All planning applications within the National Park are determined in accordance with the two statutory purposes of National Parks, which are as follows:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of their areas; and
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

In addition, the National Park Authority has a duty to foster the social and economic well-being of communities within the National Park.

Historic Conservation

6.3.2 The Council is proactively working to reduce the number of historic buildings at risk within the District, which has now reduced from 40 in 2010/11 to 34 in 2011/12. One way in which this is being done is to encourage appropriate new uses for vacant buildings. An example is Amery House in Alton (Grade II listed and formally a building at risk), which was granted planning permission in November 2011 for the change of use from offices to residential in order to bring it back into a viable new use and preserve its historic character.

6.3.3 An extension to the Bentley conservation area was approved in January 2012. There has been no other significant change to conservation areas throughout the District.

Changes to protected areas (biodiversity)

- 6.3.4 Data from the Hampshire Biodiversity Information Centre (Hbic)³, indicates that two SINCS were deleted in the period 2011/12 and one new SINC designated. Overall, taking account of amendments to existing SINCS, there has been very little change to the amount of SINC land in the District (additional 0.03ha).
- 6.3.5 Approximately 98.2% of SSSIs are in favourable or recovering condition (no change from the previous year).

Flood Risk

- 6.3.6 The Technical Guidance to the National Planning Policy Framework (March 2012) includes guidance on flood risk and has replaced the former guidance in PPS25.

Minimising the impacts of climate change

- 6.3.7 Work commenced on the conversion of the former fire station in Bordon to an Eco-station (exhibition centre), and construction of a demonstration Eco-house.
- 6.3.8 Since last year, there has been an increase in the number of applications received for renewable technology, with approximately 35 planning applications for solar panels approved, and 2 schemes for air source heat pumps. However, many such schemes do not require planning permission (e.g. some solar panels on houses), therefore it is difficult to monitor the overall level of renewable technology being provided throughout the district.

³ Monitoring Change in Priority Habitats, Priority Species and Designated Areas, Hbic, October 2012

7 Future monitoring requirements

East Hampshire District Council Local Plan: Joint Core Strategy

- 7.1 The emerging Local Plan: Joint Core Strategy includes a monitoring table, which sets out the indicators to be used for monitoring the effectiveness of the new policies. This table is likely to form the basis of future AMRs. The monitoring requirements of some of the proposed new policies are outlined below.

Whitehill Bordon policies

- 7.2 The Local Plan: JCS, Chapter 9, sets out the policies specific to the Whitehill & Bordon Eco-town development. Progress on the development of the Eco-town and the implementation of the specific policies will need to be reported in future AMRs.

Development within 400m of a Special Protection Area (SPA)

- 7.3 In accordance with Policy CP20 of the Local Plan: JCS, there should be no new housing development within 400m of the Wealden Heaths (Phase II) Special Protection Area, unless it can be demonstrated (through a Habitats Regulations Assessment) that there would be no adverse impact on the SPA or that adequate mitigation measures would be put in place. This is an important requirement that will need to be carefully monitored throughout the Plan period to ensure the protection of the internationally designated site.

Water Quality

- 7.4 The Council has a duty to take account of the objectives of the Water Framework Directive, by ensuring that any known water body is continually protected from pollution.

Appendix 1:

Local Plan Policies and National Planning Policy Framework

Policies in the East Hampshire District Local Plan: Second Review – compliance with the National Planning Policy Framework

Theme	Policy	Title	Conflict with NPPF	Notes
General Strategy	GS1	Sustainable development	No	key sustainability policy, generally accords with NPPF main objective.
	GS2	Location of development	Minor conflict	Making most efficient use of land not a key theme in NPPF.
	GS3	Protecting the countryside	No	Protecting the intrinsic character and beauty of the countryside recognised in NPPF.
Countryside and Heritage	C1	AONB	N/A	No longer relevant.
	C2 – C4	Nature conservation	No	
	C5	Local landscape features	No	
	C6	Tree protection	No	
	C7 – C9	Water Resources, flood protection, rivers	No	
	C10	Protection of agricultural land	No	Accords with para.112 of NPPF
	C11	Gaps		
	C12	Equestrian uses	Minor conflict	NPPF is generally more supportive towards allowing new buildings as well as conversions (para.28).
	C13	Rural diversification	Minor conflict	As above.
	C14	Conversion of buildings	Minor conflict	As above.
	HE1	Design	No	
	HE2	Extensions to buildings	No	
	HE3 – HE19	Heritage policies	No	
	Transport, energy and pollution	T1 – T10	Transport policies	No
T11		Road user facilities	No	
T12 –		Parking and servicing	No	

	T14	policies		
	E1 – E2	Conservation of Energy/renewable energy	No	
	P5	Light pollution	No	
	P6	Privacy and daylight	No	
	P7	Contaminated land	No	
Housing	H1	Baseline allocations	No	
	H2	Reserve allocations	No	
	H3	Residential development in SPB	No	
	H4	Mix of house types	No	
	H5	Housing density	Yes	Minimum densities were removed in amendment to PPS3, no specific density requirements in NPPF.
	H6	Loss of residential accommodation	No	
	H7	Sub-division of dwellings outside SPB	No	
	H8	Multiple occupation	No	
	H9 – H10	Special housing character areas	No	
	H11	Affordable housing in settlements	No	
	H12	Affordable housing outside SPB	Yes	Does not allow for circumstances when market housing might help to bring forward the affordable provision (NPPF, para.;54).
	H13	Elderly accommodation	No	
	H14	Agricultural dwellings	No	
	H15	Occupancy conditions	No	
	H16	Maintaining a range of dwelling sizes in the countryside	No	

	H17	Mobile homes	No	
	H18 – H19	Gypsies and travellers	No	
Economy	IB1	Industrial allocations	Minor conflict	Some of the allocated sites have now been deemed unlikely to be developed for employment. Refer to NPPF para. 22.
	IB2	Industrial/business development in SPB	No	
	IB3	Industrial/business development in the countryside	No	
	IB4	Retention of industrial/business uses	No	
	IB5	Lasham Airfield	No	
	IB6	Special industrial estates	No	
	TC1	Development in town and village centres	No	
	TC2	Retail, leisure etc outside of town centre	No	
	TC3	Development in town/village centres and retail development	No	
	S1	Retail allocations	No	
	S2 – S4	Shopping frontages	No	
	S5	Local and village shops	No	
	S6	Shops on farms	No	
	TM1 – TM3	Tourism policies	Minor conflict	Refer to notes on policies C13/C14, NPPF offers more flexibility with regard to provision of new buildings for rural enterprises (para.28).
	TM4 – TM6	Hotels and campsites	No	
	TM7	Conference facilities	No	
	MOD1 –	Reuse of surplus MOD	No	

	MOD2	land		
Health and Community	HC1	Protecting of community facilities	No	
	HC2	Provision of facilities with new development	No	
	HC3	New community facilities	No	
	CF1 – PS1	Community and public service allocation sites	No	
	PS2	Surplus public service land	No	
	LC1	Leisure and cultural facility allocation	No	
	R11	Residential establishments	No	
	CR1	Crematoriums	No	
	UI1 – UI3	Utility infrastructure	No	
	U14	Telecommunications	No	
	R1 – R4	Open space policies	No	
	R5	Large recreation facilities	No	