



East Hampshire District Council Authority Monitoring Report (AMR)

2021/2022

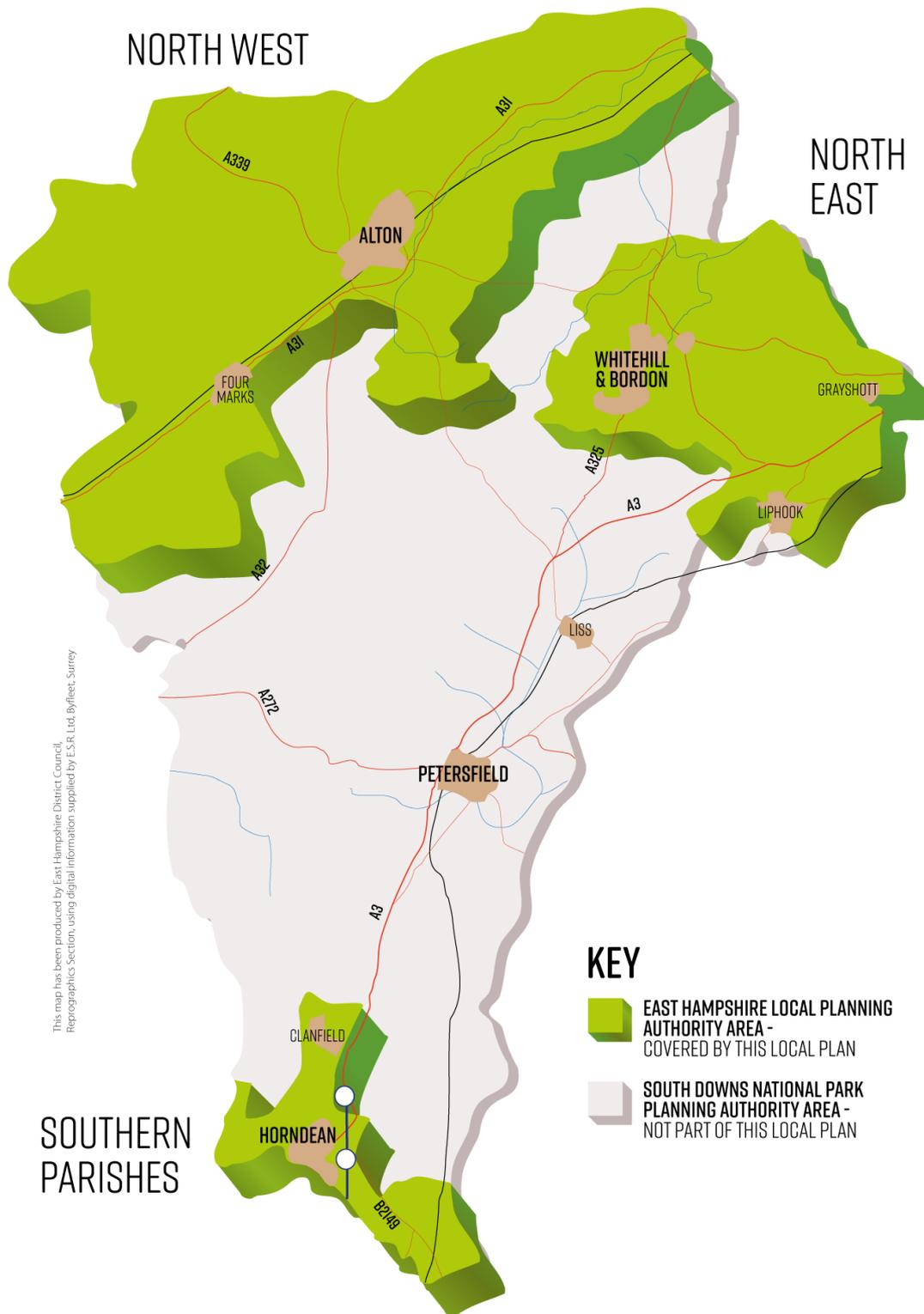
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1. Introduction

- 1.1. This Authority Monitoring Report (AMR) covers the period 1 April 2021 to 31 March 2022.
- 1.2. This AMR covers the area of East Hampshire District outside of the South Downs National Park (SDNP).
- 1.3. This AMR is prepared in accordance with Regulation 34 of the Town and Country Planning (Local Development) (England) Regulations 2012. It primarily focusses on assessing progress against the Local Development Scheme (LDS) (the Local Plan timetable), and current planning policies that include annual numbers for new homes (including affordable homes). It also includes information about Neighbourhood Plans, the Community Infrastructure Levy (CIL) and the Duty to Co-operate.
- 1.4. The South Downs National Park
- 1.5. The South Downs National Park (SDNP) covers a significant part of the district. The South Downs National Park Authority (SDNPA) became the planning authority for that area on 1 April 2011. This report therefore does not cover monitoring in relation to the SDNP area.

Map of East Hampshire District



2. Local Development Scheme (LDS)

The Local Development Scheme (LDS)

- 2.1 The timetable for which local development documents will be produced, in what order and when is set out in the Local Development Scheme (LDS).
- 2.2 The Council published an updated LDS in August 2022, setting out the timeline for the preparation of the new Local Plan. This takes account of the Council's recent decision to return to the early stages of Local Plan preparation (Reg.18), to enable consultation on key issues such as the climate emergency and increased housing requirements. It is now anticipated that the new Local Plan will be adopted in 2025.
- 2.3 Table 1 - timetable for the preparation of the new Local Plan and progress

Stage	Scheduled date (LDS)	Progress
Early preparatory work	From 2017	Commenced and ongoing
<u>Pre-publication stage (regulation 18)</u>		
Intense evidence gathering, engaging with local community, business and stakeholders on emerging issues and options, consulting with statutory environmental consultees on the scope of the SA, and infrastructure providers with regards to development options. Consultation on draft Local Plan.	January 2019	Consultation complete and summary of responses published.
Consultation on large development sites	September 2019	Consultation complete and responses published.
Local Plan Issues and Priorities Regulation 18 consultation (Part1)	November 2022-January 2023	Completed.
Local Plan Regulation 18 consultation (Part 2)	September 2023	Scheduled

<p><u>Publication of Submission Draft Local Plan (Regulation 19)</u></p> <p>The Council to publish a draft version of the Local Plan 2040 and invite representations in accordance with Regulation 19. These representations will be based on whether the draft plan is legally compliant and/or sound when assessed against the requirements contained in the NPPF.</p>	April 2024	Scheduled
<p><u>Submission and Examination of the Local Plan (Regulation 22-24)</u></p> <p>This is formal submission of the draft Local Plan and evidence base to the Planning Inspectorate for examination on behalf of the Secretary of State. An Independent Planning Inspector will assess the Plan against the tests of soundness contained in the National Planning Policy Framework (NPPF), taking account of any representations (comments) received.</p>	September 2024	Scheduled
<p><u>Adoption (Regulation 26)</u></p> <p>If the Plan is found to be 'sound', the Council may adopt the Plan as soon as practicable following receipt of the Inspector's report unless the Secretary of State intervenes. Once adopted, the Local Plan will form the main part of the statutory development plan for the district.</p>	September 2025	Scheduled

Supplementary Planning Documents (SPD)

- 2.4 No new Supplementary Planning Documents have been adopted this monitoring year. The Climate Change and Sustainable Constructions SPD was adopted in April 2022, outside of this monitoring period.
- 2.5 The full list of adopted SPDs is available on the Council's website at www.easthants.gov.uk/spd.
- 2.6 The Planning Contributions and Community Infrastructure Levy SPD (2016) was withdrawn in January 2022. This was a result of the SPD becoming out of date and in

some instances, unlawful, due to numerous changes to how we plan for infrastructure and amendments made to legislation. The Council's [Infrastructure Funding Statement \(IFS\)](#) sets out how developer contributions will be used to deliver plan policies, including projects or types of infrastructure. It will incorporate those parts of the SPD that remain relevant and can still be lawfully implemented.

3. Implementation of policy

- 3.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34) require that the AMR must identify any policies in a Local Plan that are not being implemented and explain the reasons why.
- 3.2 Regulation 34(2) of the Town and Country Planning (Local Planning) (England) Regulations 2012 (SI 2012/767) ('the 2012 Regulations') provides for the formal disapplication of development plan policies, stating;
- 3.3 *“(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—*
(a) identify that policy; and
(b) include a statement of—
(i) the reasons why the local planning authority are not implementing the policy; and
(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.
- 3.4 In reference to Regulation 34(2) part a, as above, the Council is reporting in this Monitoring Report that from the date of publication of this Report, it is no longer implementing Policy H16 of the East Hampshire District Council Local Plan Second Review (2006). The full policy wording is set out in Appendix A.
- 3.5 In reference to Regulation 34(2) part b (i) the reason why the policy is not being implemented are as follows:
- The policy was prepared in response to Government policy in PPG3 from 2000 and was based on data from prior to the adoption of the Local Plan. It therefore deals with an issue that arose nearly two decades ago.
 - The supporting text of the policy says that the existing stock will be monitored to check for imbalances. However, this has not been able to comprehensively take place.
 - There is no continuing need for the policy taking account of national planning policy and evidence prepared for the emerging Local Plan, with no intention of replacing or updating the policy.
 - The policy has not kept up with various changes to permitted development rights, most particularly changes since 2013, which have considerably increased the permissible extent of extensions and

alterations to dwellinghouses (and outbuildings within the curtilage of the same) under the permitted development regime.

- The policy lacks flexibility for making decisions based on individual planning merit.

3.6 In reference to Regulation 34(2) part b (ii), no attempts are to be taken to secure the policy's implementation. The principle of retaining smaller, less expensive dwellings in the countryside lacks clarity, offering wide scope for differences in judgement.

4. Monitoring Performance (new homes)

4.1 Where Local Plan policies specify a number over a period of time in relation to net additional dwellings or net additional affordable dwellings, the AMR must report the number achieved over the monitoring period, and since the policy was adopted.

Number of new homes

4.2 Joint Core Strategy (JCS) Policy CP10 Spatial Strategy for Housing requires at least 10,060 new homes to be provided between 2011 and 2028. Following a memorandum of understanding (2015) with the SDNPA, the minimum requirement for East Hampshire (outside the SDNP) is agreed at 8,366 homes over the plan period (492 homes per year). This approach was supported by the Examiner of the Housing and Employment Allocations Plan (2016). For the purposes of meeting the JCS requirements, further Statements of Common Ground (SoCG) were agreed between the two local planning authorities in March 2018 and December 2018 endorsing the position that the SDNPA will meet the requirement of 100 dwellings per annum (dpa) until 2028, resulting in 492 dpa in East Hampshire (outside the National Park). The SDNPA Local Plan was subsequently adopted in July 2019.

4.3 The agreements outlined above were for the purposes of meeting the housing requirement established in the JCS and the associated monitoring within this AMR.

4.4 Between 1 April 2011 and 31 March 2022, outside the SDNP, there have been 5,401 (net) homes completed in East Hampshire. During this reporting year; 2021-2022, 495¹ new homes were completed.

¹ Includes the demolition of 12 C2 Units, equivalent to 6.3 dwellings (C3)

Table 2 - Housing Completions per year

Year	JCS Target	Completions (net)	Shortfall/over supply
2011/2012	492	264	-228
2012/2013	492	279	-213
2013/2014	492	325	-167
2014/2015	492	485	-7
2015/2016	492	404	-88
2016/2017	492	424	-68
2017/2018	492	791	299
2018/2019	492	948	456
2019/2020	492	626	134
2020/2021	492	360*	-132
2021/2022	492	495	3
Total	5,412	5,401	-11

*Includes the demolition of 12 C2 units, equivalent to 6.3 dwellings (C3)

- 4.5 There is currently an undersupply of 11 dwellings. Further discussion of this is available in the Council's [Five Year Housing Supply](#) (September 2022).

Affordable homes

- 4.6 JCS Policy CP13 seeks the provision of 40% affordable housing on all market-led sites. Provision is set at 35% in Whitehill & Bordon, as per JCS Policy CSWB4. However, the NPPF (2021) states that affordable housing contributions should only be sought on major developments (10 or more homes, or a site of 0.5 hectare or more).
- 4.7 During this reporting year 159 net affordable homes have been completed across the district, accounting for approximately 32.1% of all completions. 77 of the total affordable homes were completed at Whitehill & Bordon, with 75 at Bordon Garrison (55587/028/096/121) and a further 2 at Louisburg Barracks (55369/005). This equates to approximately 33.9% of the overall completions at Whitehill & Bordon during 2021/2022.

New Gypsy and Traveller accommodation

- 4.8 JCS Policy CP15 seeks to make provision for Gypsy and Traveller accommodation in East Hampshire in accordance with the Gypsy and Traveller Accommodation Assessment (GTAA) for Hampshire (2013). The most up to date assessment of need is now the East Hampshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment, 2020 ([GTAA, 2020](#)).
- 4.9 During the monitoring year, 8 (net) Gypsy and Traveller pitches have been granted permanent planning permission.

Table 3 – Planning permissions for Gypsy and Traveller pitches

APPLICATION REF	ADDRESS	PROPOSAL	NET GAIN (PITCHES)	DECISION DATE
57963/001	Land adjacent to 1, Dean Field, Kingsley	Extension of an existing Gypsy/Traveller site comprising the siting of an additional 4 Mobile Homes and 6 Touring caravans, and the erection of 1 dayroom	5	07/05/2021
58934	Land East of, 14 Dean Field, Kingsley Land East of, 14 Dean Field, Kingsley	Change of use of land to use as a residential caravan site for 2 gypsy families, each with 2 caravans	2	13/09/2021
57573/006	Land and Buildings South of Kingsley Tennis Centre, Forge Road, Kingsley	Retrospective application for two mobile homes and one caravan	1	03/03/2022

- 4.10 There have been no planning permissions granted for Travelling Showpeople plots, and there remains 0 supply, as documented in the [Traveller accommodation five year supply position statement - March 2022](#).

Five-year land supply

- 4.11 The NPPF requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of supply against housing requirements. This is also a requirement for Gypsy and Traveller accommodation (albeit in reference to separate national planning policy; [Planning Policy for Traveller Sites](#), 2015).
- 4.12 The Council has published five-year supply position statements on for [housing land supply](#), and for the supply of [Gypsy and Traveller accommodation](#).

- 4.13 There is 2 years supply of Traveller pitches and 0 supply of Travelling Showpeople plots (as at 1 April 2022).
- 4.14 For housing, as of 1st April 2022, the Council (outside the SDNP) can demonstrate 4.78 years of deliverable housing land supply for the period 1st April 2022 to 31st March 2027, to meet the currently identified Local Housing Need derived by the standard method. This is an equivalent shortfall of 121 dwellings.

5. Neighbourhood Planning

- 5.1 The Localism Act 2011 introduced Neighbourhood Planning as a new way for communities to decide the future of their areas through community-led planning policy documents. The Neighbourhood Plans can include planning policies and allocations of land for different uses.
- 5.2 Five Neighbourhood Plans have been ‘made’ within the district.

Table 4 - ‘Made’ Neighbourhood Plans

Neighbourhood Plan Area	Date adopted
Alton	2016, with modifications made on 11 November 2021
Medstead and Four Marks	12 May 2016
Bentley	12 May 2016
Ropley	19 September 2019
Beech	10 June 2021

- 5.3 Three further Neighbourhood Plan areas have been designated in the district. The table below lists them and their stage of preparation.

Table 5 – Neighbourhood Plan Designated Areas

Neighbourhood Plan Area	Date designated	Current stage of preparation
Bentworth	November 2015	Evidence gathering and drafting, whilst awaiting Local Plan review.
Bramshott and Liphook	October 2015 July 2020	Evidence gathering and drafting. As part of this, completed a visioning event and design forum. Carried out site options and independent site assessment with consultancy AECOM.
Rowlands Castle	April 2017	The draft Neighbourhood Plan was available for consultation from 17 June to 14 August 2022 (Regulation 14 stage)

- 5.4 The Council continues to work closely with those preparing Neighbourhood Plans, and monitoring ‘made’ Neighbourhood Plans (particularly in view of potential reviews). There is no requirement to review Neighbourhood Plans, but ‘made’ plans may need to be reviewed to enable them to be considered up to date and thus be afforded full weight in decision making. Neighbourhood planning groups are advised to consider regular monitoring of their plan and policies, to help inform decisions about potential reviews.
- 5.5 In regard to reviewing Neighbourhood Plans, Alton Town Council, with the support and advice from the District Council, has reviewed and updated their neighbourhood development plan. The modified plan successfully passed its Examination in August 2021 and was subsequently made in November 2021, replacing the previous version.

6. Community Infrastructure Levy

- 6.1 The Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 34(5)) require that the AMR should contain information on the annual reporting of receipts of monies received under the CIL regime. The Council adopted its CIL Charging Schedule on the 25 February 2016 with an implementation date of 8 April 2016. The CIL charging rates are supported by evidence of development viability and apply to development within East Hampshire District that is located outside of the SDNP. The SDNPA introduced CIL charging on 1st April 2017.
- 6.2 In the monitoring period 1 April 2021 to 31 March 2022, 55 Demand Notices were issued for CIL. Of these 55, 24 of the schemes received CIL relief/exemption (e.g., self-build relief, annexes or affordable housing relief) and therefore the Demand Notice for these was zero. The remaining 31 demand notices were issued and totalled £3,625,918.88.
- 6.3 CIL spending decisions are documented at www.easthants.gov.uk/community-infrastructure-levy-spending-decisions, with the monitoring of projects allocated CIL funding being reported in the Infrastructure Funding Statement (IFS).

7. Duty to Cooperate

- 7.1 The Duty to Cooperate places a legal duty on local planning authorities and county councils in England, and prescribed public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross boundary matters.
- 7.2 It is a requirement of the AMR to report what actions have been taken when a local planning authority has co-operated with another local planning authority, county council, or a prescribed body. In addition, the NPPF requires strategic policy making authorities to prepare and maintain a statement of common ground, documenting the cross-boundary matters being addressed and progress in co-operating to address these.
- 7.3 However, the Government stated its intention to abolish the Duty to Co-operate in the White Paper: Planning for the Future (2020), and since then has referred to an 'alignment policy' in a future version of the NPPF.
- 7.4 In July 2022 the Council published an update of the [Duty to Co-operate Framework](#) which was prepared with input from partners and neighbouring councils. The framework forms part of the Local Plan evidence base to help demonstrate that the Council is engaging constructively, actively and on an on-going basis. It identifies the strategic cross boundary issues which the Local Plan is likely to reflect (and how they have come about). In particular, the Council continues its close working relationship with the SDNPA and will continue to agree Statements of Common Ground individually with the SDNPA where and when appropriate, as demonstrated by the recent agreement ([July 2022](#)).
- 7.5 Throughout the year, the Council has continued to proactively engage with infrastructure providers, including the Integrated Care System (formerly CCG's), community facilities and the County Council.
- 7.6 East Hampshire District Council is a member of the Partnership for South Hampshire (PfSH), working with other local planning authorities and partners in the Solent area to improve its environmental, cultural and economic performance. For purposes of meeting the Duty to Co-operate, PfSH is currently preparing a statement of common ground and a joint spatial strategy. These documents will address matters such as the overall distribution of new homes across the Solent area to 2036, including within the southern parishes (Clanfield, Horndean & Rowlands Castle) of East Hampshire. The latest draft of the emerging PfSH statement of common ground was published in [October 2021](#) and a further update is due to published in December 2022.
- 7.7 The Council is working to prepare a statement of common ground alongside the new Local Plan, subject to the requirements of the Duty to Co-operate still being in place.

8. Other Monitoring Information

8.1 Self and Custom Build Register

8.2 The Self-build and Custom Housebuilding Act 2015 requires local planning authorities to keep a register of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects. At 1 November, the total number of applicants on the register was 107.

8.3 The Council carries out an annual review of the register, whereby anyone who has been on the register for 2 years is asked to reregister, to ensure their details and preferences are up to date. This is to ensure the Council is retaining data in accordance with its GDPR retention schedule, and that the information held is up to date. The Self-build and Custom Housebuilding Act 2015 is a material planning consideration and as such needs to be reflective of current need.

8.4 Between 1 April 2020 and 31 March 2021, 61 homes for self-build (CIL exemptions) have been granted.

8.5 In the reporting year, two separate planning applications at the same site were refused, proposing one self build home (refs: 58467 and 58467/001). There are two pending planning applications proposing a total of 13 self build homes (ref: 58917 and 59717).

8.6 Other data

8.7 Hampshire County Council records monitoring data in relation to planning applications on behalf of the Council. Data is recorded and passed to the Council annually. Data is collected in relation to residential, employment, retail and leisure uses. It is not a requirement of the AMR to report data and trends for all types of planning applications, however, data can be made available if specifically requested, either directly to the planning policy team, or via Freedom of Information. It is advised that the planning policy team is contacted in the first instance, to confirm whether the data is collected and available.

8.8 Contacts

8.9 For further information about this AMR or requests for any other data, please contact the planning policy team.

Email: localplan@easthants.gov.uk

8.10 For further information about making a Freedom of Information request, please visit our website at <https://www.easthants.gov.uk/freedom-information>

9. Appendix A

H16

Outside settlement policy boundaries permission will be granted for the replacement or extension of a dwelling provided that:

1. Where the original dwelling had a total floorspace of 66 sq m or less, the resultant dwelling size does not exceed 100 sq m of total floorspace. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
2. Where the original dwelling had a total floorspace between 67 sq m and 266 sq m inclusive, the resultant dwelling size does not exceed the original dwelling size by more than 50%. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
3. Where the original dwelling had a total floorspace between 267 sq m and 400 sq m inclusive, the resultant dwelling size does not exceed 400 sq m of total floorspace. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
4. The original dwelling had a total floorspace of 401 sq m or more.

In all cases proposals will be subject to:

- a. the existing dwelling benefiting from a lawful and permanent residential use (excluding agriculturally tied dwellings);
- b. all floorspace measurements being external measurements; and
- c. the siting, design and construction of the replacement dwelling or extension incorporating measures that optimise energy efficiency.

Central Government Policy PPG3: 'Housing' (March 2000) is to "provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities". Outside settlement policy boundaries relatively few new dwellings will be permitted and therefore the dwelling stock is fairly static. It is important to maintain the variety of existing dwelling types and sizes in accordance with Government Policy. The trend of replacing and extending dwellings outside settlement policy boundaries creates larger and larger dwellings which could ultimately result in a very limited range of dwelling types being available. The Policy applies development restrictions to dwellings outside settlement policy boundaries to ensure that the existing variety in the housing stock is not diminished through excessive replacement and extension of dwellings.

Over the last few decades there has been a clear trend towards larger properties in the countryside, many of which were created by the expansion of smaller properties at a time when the District-wide housing needs surveys identify a continuing need for smaller, less expensive accommodation.

It is critical that a range of dwelling types and sizes should be available within settlement policy boundaries. Although many new dwellings will be small, the existing stock will need to be monitored to check that no imbalances are created through an excessive number of extensions being built. If problems are identified then a Supplementary Planning Document will be introduced to address the specific issues.

To help users of the Policy an explanatory table is shown below.

The Policy effectively identifies four categories of dwelling size: small dwellings of up to 66 square metres of original floorspace; a mid-range of dwellings from 67 - 266 square metres of original floorspace; large dwellings of between 267- 400 square metres of original floorspace; and very large dwellings of over 400 square metres of original floorspace. The “original floorspace” includes roof space which was originally designed as habitable space and cellars, provided that they existed at the effective date, i.e. 1st April 1974 or, in the case of a more recent dwelling, the date when it was built.

SIZE OF DWELLING ON 1ST APRIL 1974	1 - 66 SQ METRES	67 - 266 SQ METRES	267 - 400 SQ METRES	401 SQ METRES AND ABOVE
EXTENSIONS PERMITTED	Up to a maximum dwelling size of 100 Sq Metres	Up to a total maximum increase of 50%	Up to a maximum dwelling size of 400 Sq Metres	No limits, subject to all other policies of the Plan
REPLACEMENTS PERMITTED	Up to a maximum dwelling size of 100 Sq Metres	Up to a total maximum increase of 50%	Up to a maximum dwelling size of 400 Sq Metres	No limits, subject to all other policies of the Plan

In the case of an existing replacement dwelling constructed after 1st April 1974, the “original dwelling” is that which existed on the site at 1st April 1974. In all cases extension or replacement must be to a high standard of design and must take full account of the other policies of the Plan.

For the purpose of this Policy, extensions (both existing and proposed) include any built extension to the dwelling and (unless conditioned for non-habitable use) outbuildings and garages within five metres of the dwelling. The extensions allowed by this Policy include any extension allowance under Permitted Development Rights. Further extensions to dwellings that have already been replaced up to or beyond the maximum allowance will not be permitted. Replacement dwellings should be on or adjacent to the site of the original dwelling and the removal of the original dwelling will be required by condition. The Council will expect applicants to provide accurate information on the size of their existing dwelling at the time of submitting their planning application for an extension or replacement dwelling.

The Policy does not apply to dwellings subject to an agricultural occupancy restriction. Extensions and replacement of agricultural dwellings will not normally be permitted.

The District Council considers that dwellings outside settlement policy boundaries are less sustainably located than those within settlements because they rely on cars for access to a range of facilities, services and jobs. In order to offset this negative impact the Council will expect all replacement dwellings and extensions permitted under the Policy to be orientated, designed and constructed so that energy efficiency is optimised and so that materials from the original dwelling are re-used wherever possible.
