

## **AGENDA ITEM 9**

### **APPENDIX I**

#### **MONITORING REPORT FOR 2015/16 TO 2018/19 OCTOBER 2019**

---

PLANNING

Cairngorms National Park Local  
Development Plan 2015

**Monitoring Report for 2015/16 to 2018/19**

October 2019

## Contents

Introduction	2
Context	2
Summary of key points	2
Total Applications	4
Policy Use	6
Main policies	6
Sub-policies	8
Policy 1 New Housing Development	9
Policy 2 Supporting Economic Growth	11
Policy 3 Sustainable Design	13
Policy 4 Natural Heritage	15
Policy 5 Landscape	17
Policy 6 The Siting and Design of Digital Communications Equipment	19
Policy 7 Renewable Energy	21
Policy 8 Sport and Recreation	23
Policy 9 Cultural Heritage	25
Policy 10 Resources	27
Policy 11 Developer Contributions	29
Appeals	31
Allocated Sites	32

## Introduction

The Cairngorms National Park Local Development Plan (LDP) was adopted on 27<sup>th</sup> March 2015. This monitoring report provides an overview of how the LDP was used during the period 2015/2016 – 2018/2019, being the second, third and fourth year of its implementation, by the National Park Authority and the Local Authorities whose area it covers. It also considers how the LDP was used by DPEA and Local Review Bodies for appeals.

## Context

The LDP is the first development plan that covers the whole of the National Park, replacing the Cairngorms National Park Local Plan 2010 and the Perth & Kinross Council Highland Area Local Plan 2000, which covered the part of Perthshire added to the Park in 2010. The LDP sets out policies and proposals for the development and use of land for the next 5-10 years. It gives a broad indication of the scale and location of growth up to year 20, as well as providing the basis for the assessment of all planning applications made across the National Park.

The Scottish Government believes that the planning system is essential to achieving its central purpose of creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. This involves promoting and facilitating development in the most appropriate places while protecting and enhancing the natural and built environment. The LDP, with its policies and sites allocated for development, is the main tool to deliver that. It provides guidance to developers and investors, and allows local communities and the general public to be involved in shaping the future of their area.

## Summary of key points

Over the monitoring period of 1 April 2015 to 31 March 2019:

- 1569 planning applications were submitted for development within the National Park, of which 89 were subsequently withdrawn.

- 12 applications were also found not to require planning permission.
- 1409 applications were approved, 71 refused – an average approval rate of around 95%.
- Highland and Aberdeenshire areas had the highest number of applications, with Angus having the fewest.
- During the monitoring period the National Park Authority called in and determined around 6% of applications.
- The main policies most referred to in planning reports were Policies 1 (New Housing Development) and 3 (Sustainable Design).
- Sub-policies were not routinely recorded in planning reports, however the sub-policies mostly referred to were 1.7 (Alterations to existing houses), 3.4 (Alterations to the existing building stock) and 9.2 (Conservation Areas).
- The Park Authority has taken a more direct role in applications that trigger

the policies that support economic growth, natural heritage and landscape interests (Policies 2, 4 and 5) when compared to Local Authorities.

- There were 15 appeals against refusal of planning permission; 11 referred to LDP policies in the decision notice, with 9 referring to sub-policies.
- There were two appeals against non-determination. One of these was allowed while DPEA determined that they had “no jurisdiction to consider” the other.
- There was one appeal against refusal of planning permission by the Park Authority, which was allowed (permission granted).
- Of the 14 appeals against Local Authority decisions, around 35% were allowed (permission granted) and 57% dismissed (refusal upheld).
- Policies 1 (new housing development), 2 (supporting economic development), 3 (sustainable design) and 4 (natural heritage) were the most commonly referred to in appeal decisions.

## Applications

This section provides some general statistics about the number of applications received and determined by the CNPA and the Local Authorities.

Over the monitoring period of 1 April 2015 to 31 March 2019, 1569 planning applications were submitted within the National Park. Highland and Aberdeenshire areas had the highest number of applications, with Angus having the fewest (Figure 1). 101 applications were not determined, being withdrawn or not requiring planning permission.

During the monitoring period, 1409 applications were approved and 71 refused (Figure 2), an average approval rate of around 95%. This fluctuated annually during the monitoring period, with the lowest being around 90% in 2017/18 and the highest being around 97% in both 2015/16 and 2018/19.

On average, the National Park Authority determined around 5.5% of applications. The remainder were determined by the Local Authorities.

This fluctuated annually during the monitoring period, with the lowest amount being determined by the Park Authority being in 2017/18 at around 3%, with the highest being around 8% in 2018/19.

Figures 3 and 4 overleaf show the year on year variation in applications determined by the Park Authority compared to Local Authorities.

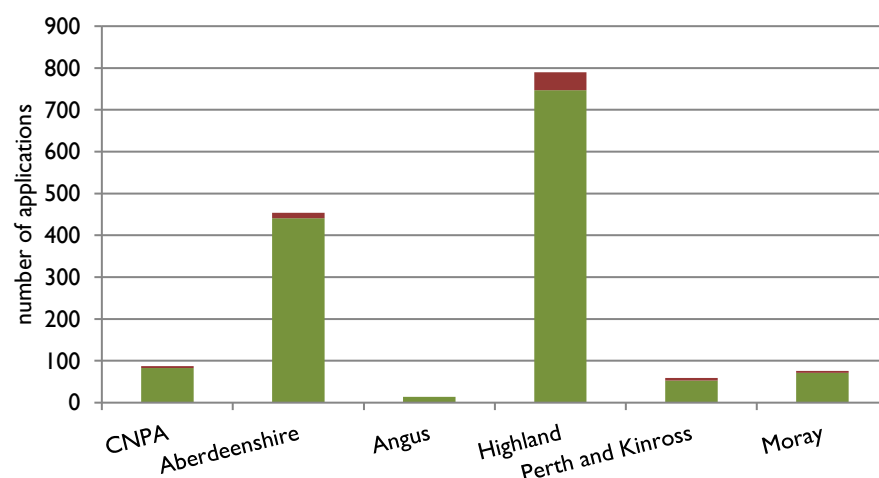


Figure 1: Number of applications determined by the different Authorities during April 2015 – March 2019. Approved in green, refused in red.

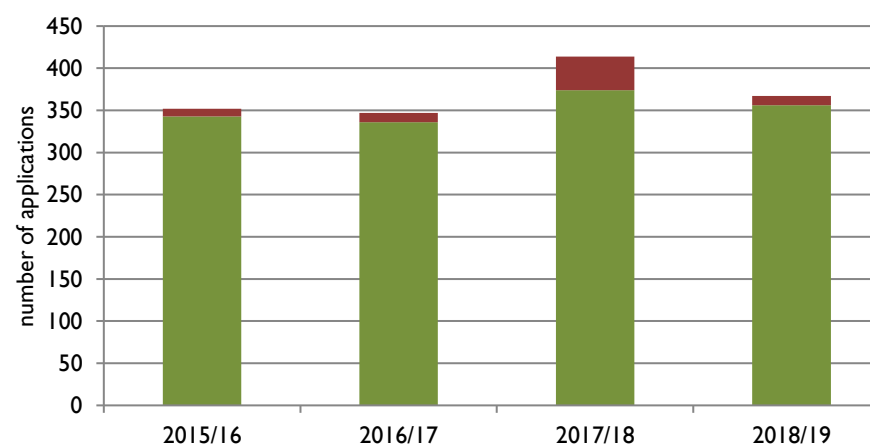


Figure 2: Total number of applications determined by year during April 2015 – March 2019. Approved in green, refused in red.

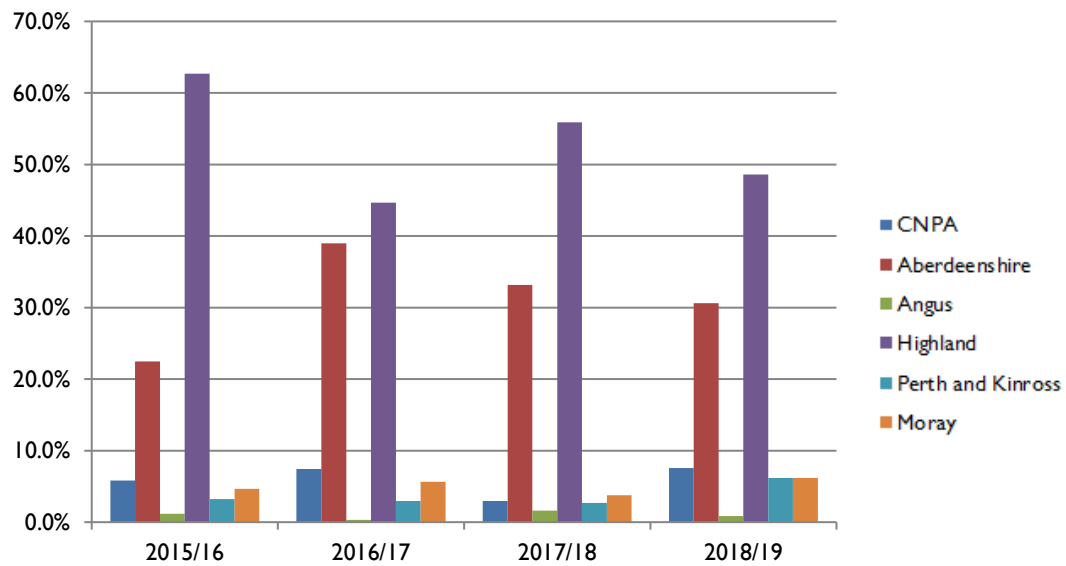


Figure 3: Applications approved by the different Authorities using the Cairngorms National Park Local Development Plan by year, for the period April 2015 to March 2019.

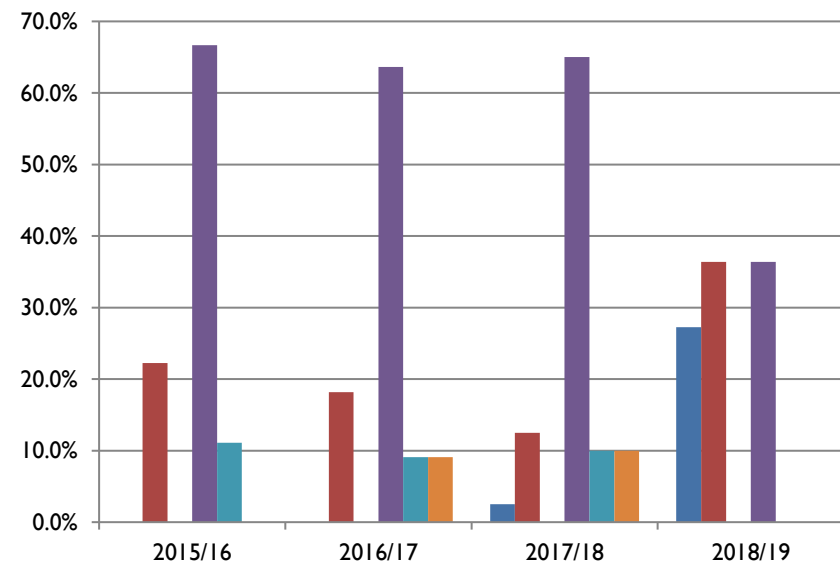


Figure 4: Applications refused by the different Authorities using the Cairngorms National Park Local Development Plan by year, for the period April 2015 to March 2019.

## Policy Use

This section provides information on how each policy and sub-policy was used during the monitoring period. Figure 5 provides a summary of this information for the policies, allowing easy comparisons to be made. The most commonly used policy was Policy 3 Sustainable Design. This is unsurprising given that the policy should apply to most forms of development.

### Main policies

Figures 6 and 7 overleaf give an indication of the types of applications determined by the Local Authorities and those called in by the Park Authority in relation to main policy use. For example, as would be expected given the Park aims, the Park Authority has taken a more direct role in applications that trigger the policies that support economic growth, natural heritage and landscape interests (Policies 2, 4 and 5) when compared to Local Authorities.

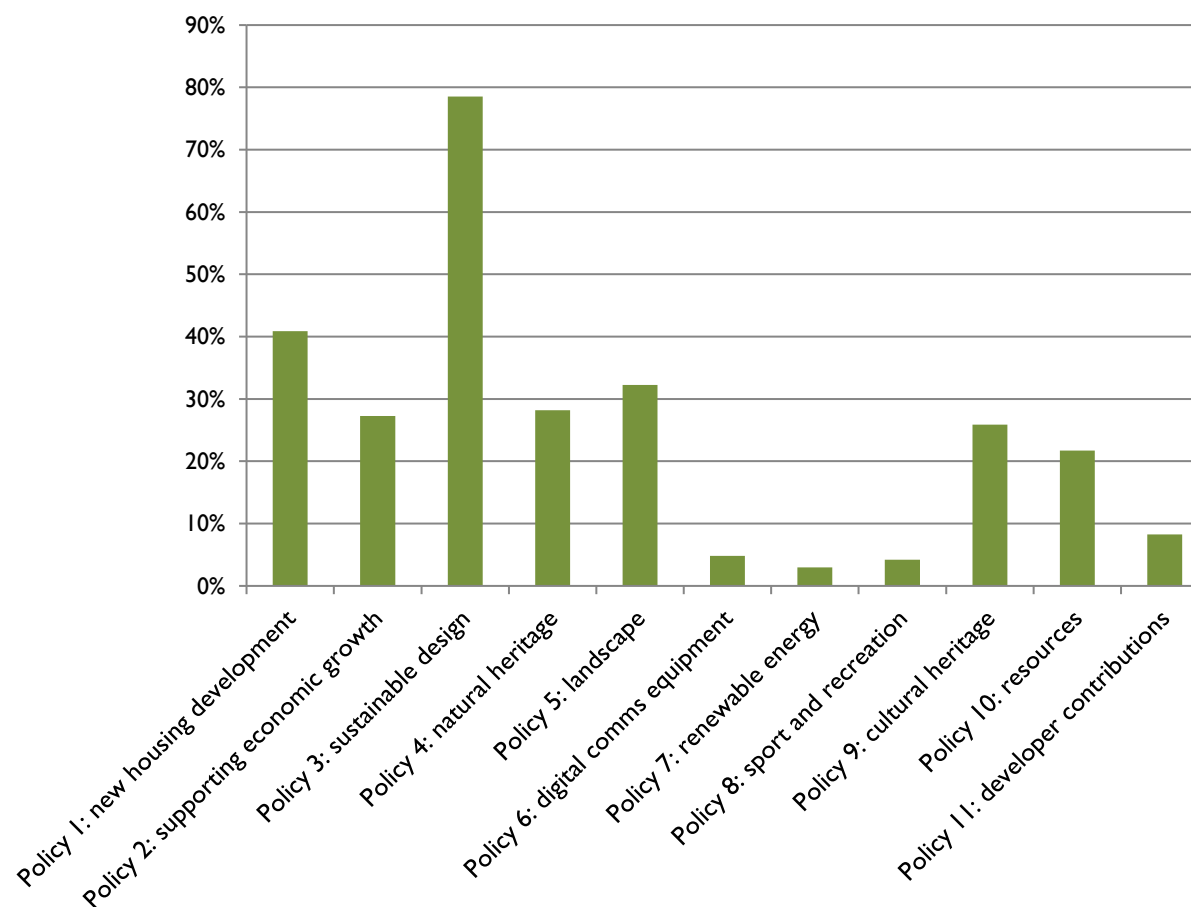


Figure 5: Proportion of policy use in decision making during April 2015 - March 2019.



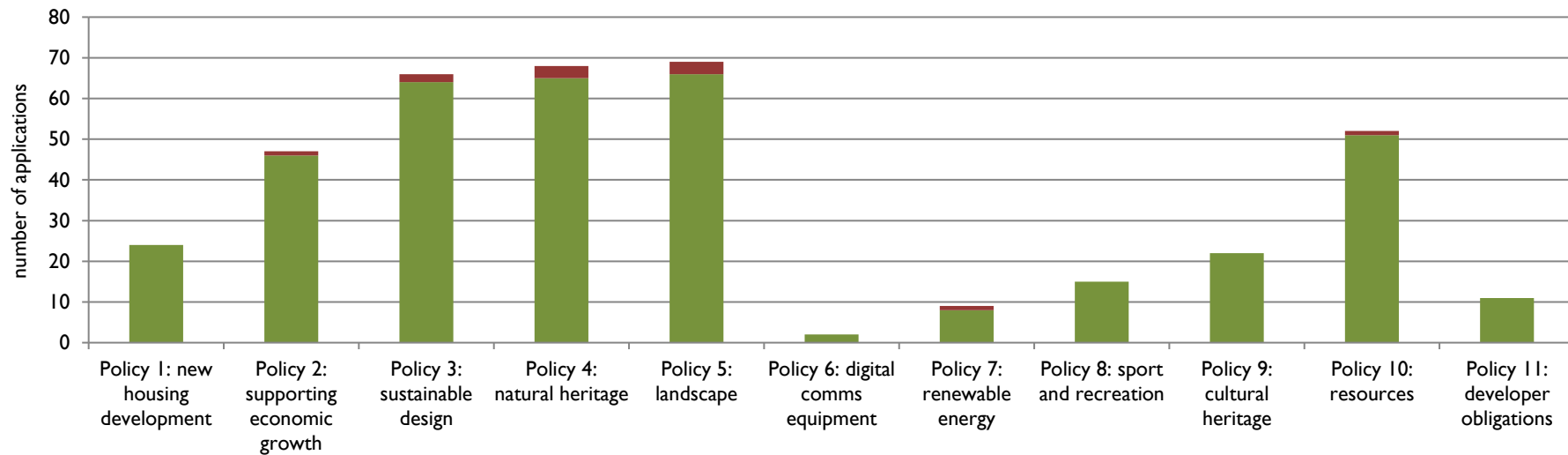


Figure 6: Summary of decisions made by CNPA during April 2015 – March 2019 that refer to specific policy types. Approved in green, refused in red.

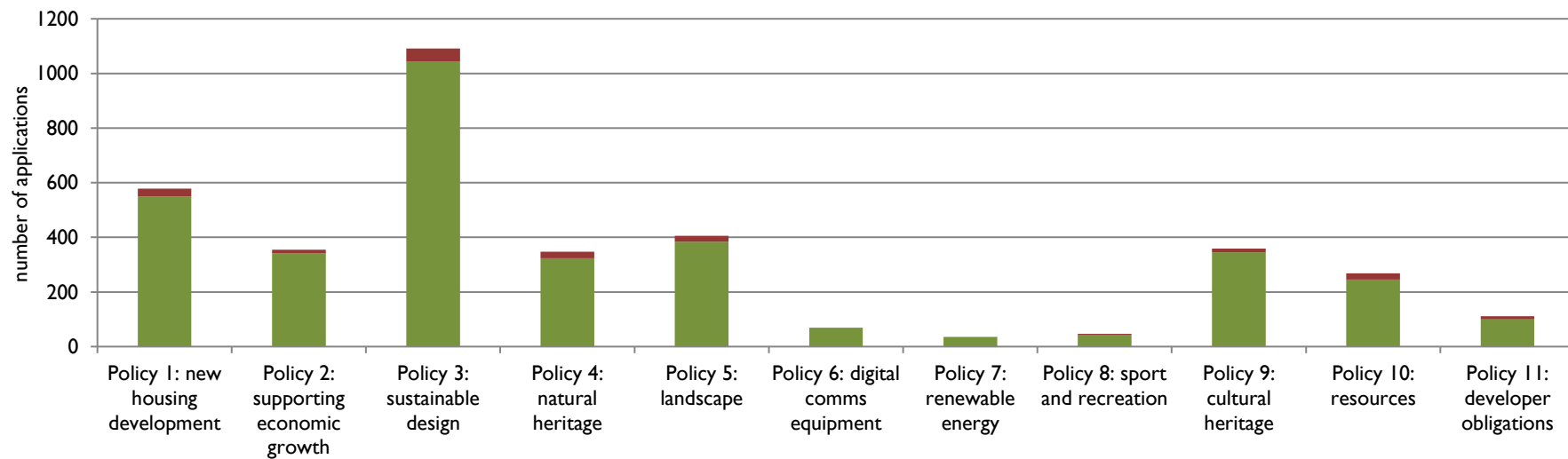


Figure 7: Summary of decisions made by Local Authorities during April 2015 – March 2019 that refer to specific policy types. Approved in green, refused in red.

## Sub-policies

With the exception of Policies 5 (Landscape), 6 (Siting and design of digital communications equipment) and 11 (Developer Contributions), all policies have sub-policies that sit below them, each of which deal with different aspects of the Policy's concerns. Some sub-policies are relevant to all aspects of a particular development, for example sub-policy 3.1 Design Statements could be applied to all applications, while others would apply only in specific situations, for example sub-policy 1.8 on Conversions.

Planning reports have tended to include information on when main policies have been used when determining applications. However information on when sub-policies have been used has not been included in all planning reports. It is therefore not possible to gain a fully representative picture of how sub-policies have been used over the monitoring period, as the data is incomplete\*. Nonetheless information on the number of times sub-policies were referred to in decision making is presented in Table 1.

\*Under reporting may be due to the way the sub-policies have been numbered in the LDP 2015. The proposed LDP 2020 seeks to address this by hierarchically numbering each sub-policy, which is hoped to encourage better recording of sub-policy use once the Plan is adopted.

Table 1: Proportion of applications during April 2015 – March 2019 where sub-policies have been referred to in planning reports, and where the main policy has been referred to (note not all reports included information on when sub policies were used, so the data presented below is unlikely to be fully representative of sub-policy use).

	<b>Policy 1: new housing development</b>	<b>Policy 2: supporting economic growth</b>	<b>Policy 3: sustainable design</b>	<b>Policy 4: natural heritage</b>	<b>Policy 7: renewable energy</b>	<b>Policy 8: sport and recreation</b>	<b>Policy 9: cultural heritage</b>	<b>Policy 10: resources</b>
<b>Proportion of times main policy only referred to in decisions</b>	24%	21%	56%	18%	3%	4%	12%	15%
<b>Proportion of times main and sub- policies referred to in decisions</b>	17%	6%	23%	10%	0.4%	0.4%	14%	7%

### Policy I New Housing Development

Maintaining high quality places where communities can be sustainable and thrive is key to the long-term success of the National Park. This should be undertaken in a way that makes the optimum use of resources, integrates with services and facilities, and promotes the highest standards in design and environmental quality.

The LDP aims to enable and actively support the delivery of new housing that is affordable and meets community needs, in turn supporting and growing the economy.

During the period April 2015 to March 2019, the policy was used 602 times in total. CNPA used the policy 24 times (around 4%) and Local Authorities used it 578 (around 96%) times. It resulted in around 95% (573) applications being approved and around 5% (29) being refused (Figures 8 and 9). Figure 10 shows this information geographically.

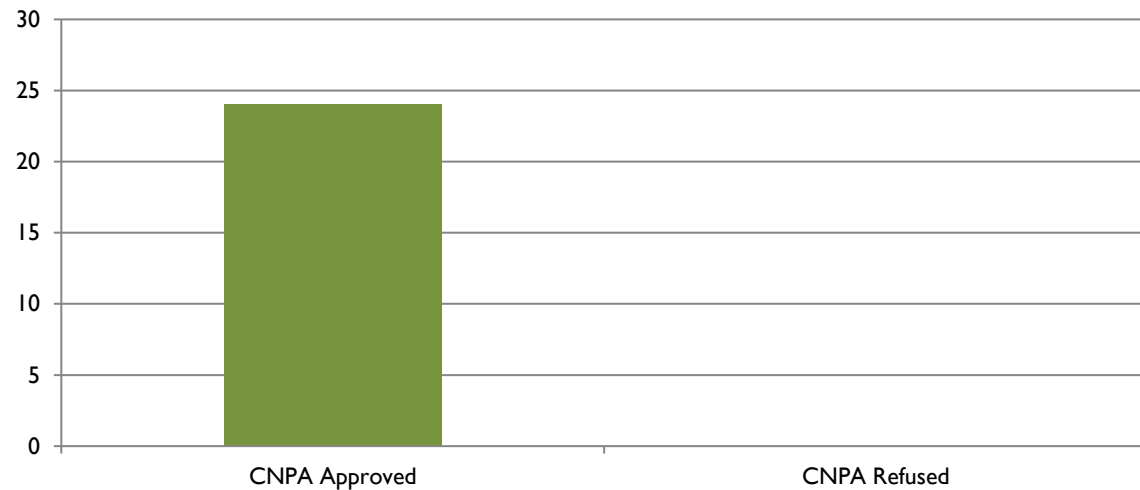


Figure 8: Number of applications determined by CNPA using Policy I during April 2015 – March 2019.

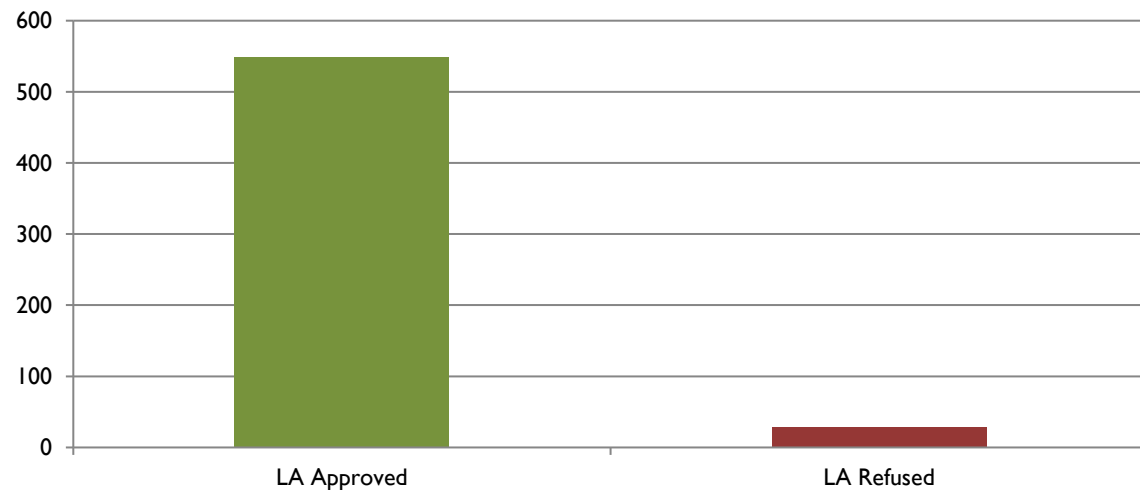


Figure 9: Number of applications determined by the Local Authorities using Policy I during April 2015 – March 2019.

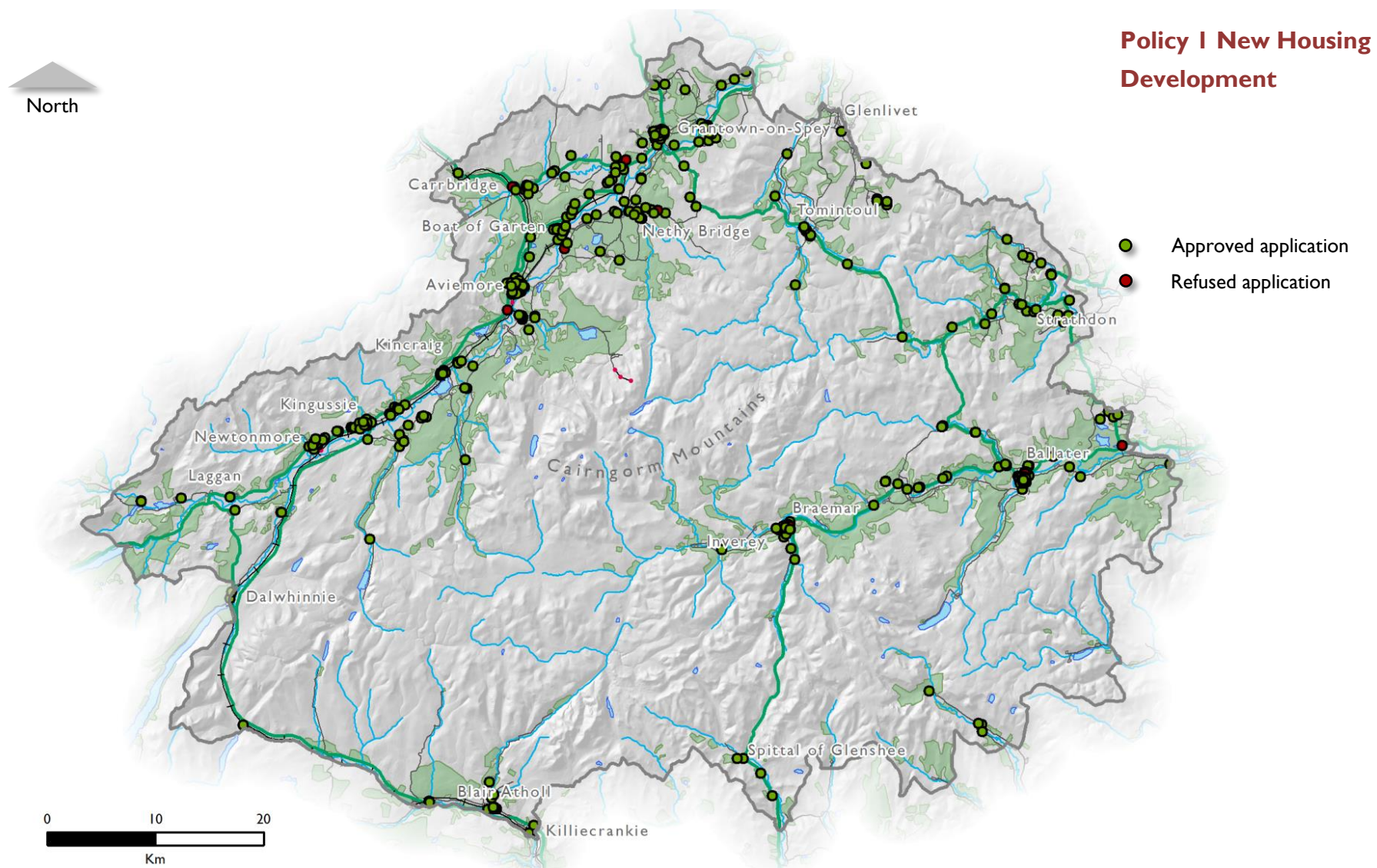


Figure 10: Location of planning applications where Policy I New Housing Development was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

## Policy 2 Supporting Economic Growth

Sustainable growth in the economy of the Park is at the heart of supporting our communities, helping them become and remain vibrant and attractive places for people to live and work.

The LDP has an important role to play in addressing the economic, social and environmental issues facing towns, settlements and rural areas within the Cairngorms National Park and facilitating successful economic growth in the future.

During the period April 2015 to March 2019, the policy was used 402 times in total. CNPA used the policy 47 times and Local Authorities used it 355 times. It resulted in around 96% (387) applications being approved and around 3% (15) being refused (Figures 11 and 12). Figure 13 shows this information geographically.

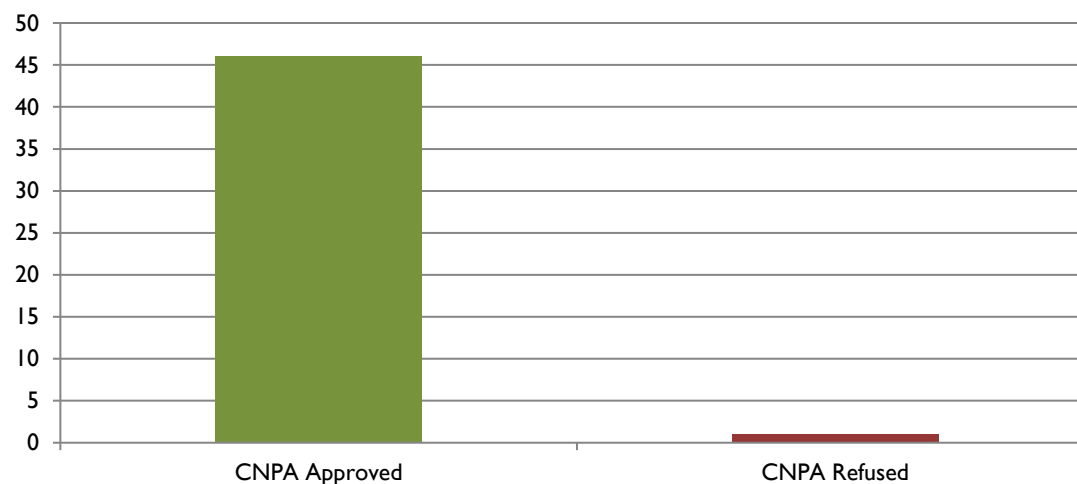


Figure 11: Number of applications determined by CNPA using Policy 2 during April 2015 – March 2019.

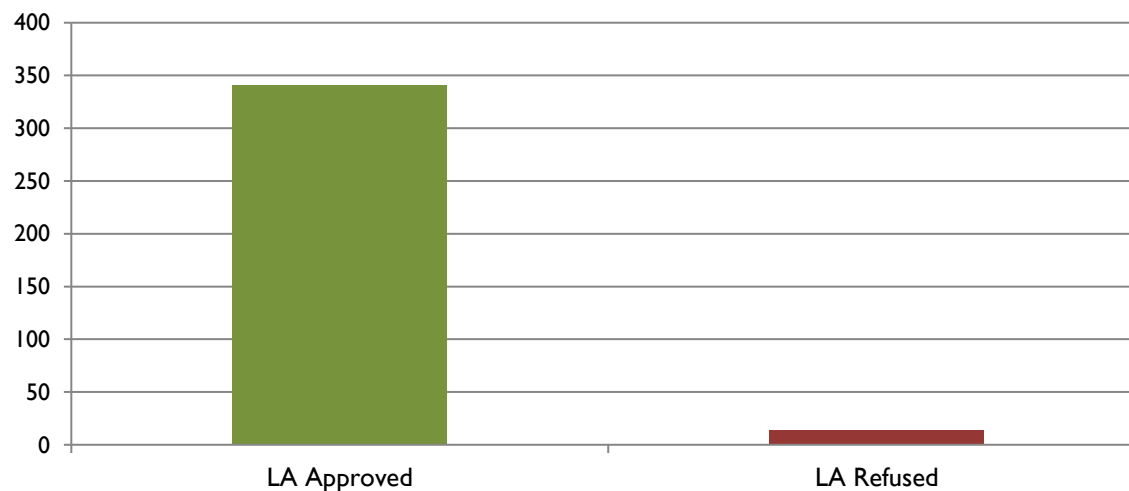


Figure 12: Number of applications determined by the Local Authorities using Policy 2 during April 2015 – March 2019.



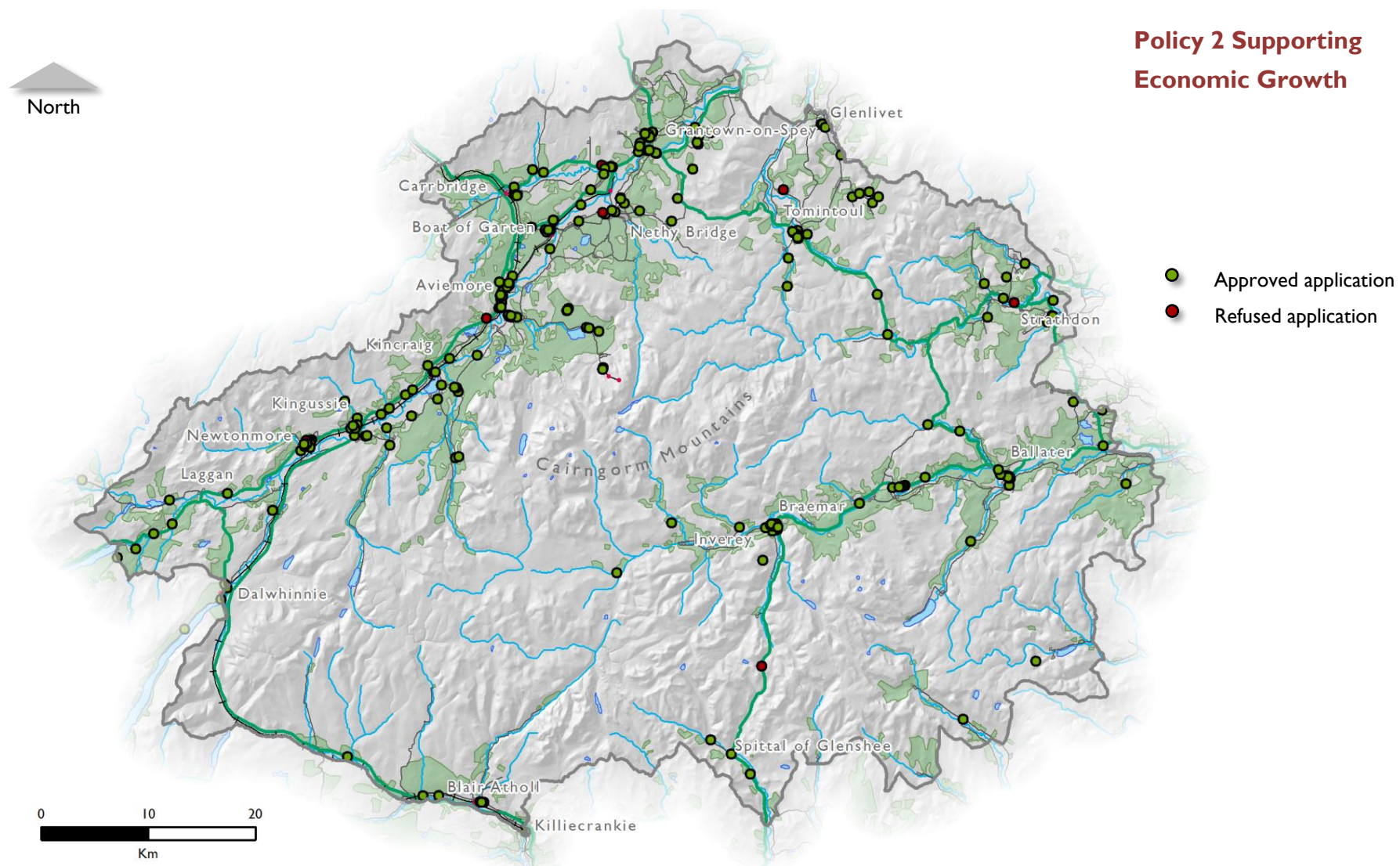


Figure 13: Location of planning applications where Policy 2 Supporting Economic Growth was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

### Policy 3 Sustainable Design

The distinctive character and identity of the Cairngorms National Park's natural and built heritage and settlements contribute to the qualities that make it special. The contribution that built development makes to our sense of place and quality of life is important to those who live and work in and visit the Park. Good design is key to achieving development fit for a National Park.

The policy aims to ensure that all development, not just the expensive or iconic, delivers high standards of design and contributes to the sense of place.

During the period April 2015 to March 2019, the policy was used 1157 times in total. CNPA used the policy 66 times and Local Authorities used it 1091 times. It resulted in around 96% (1108) applications being approved and around 4% (49) being refused (Figures 14 and 15). Figure 16 shows this information geographically.

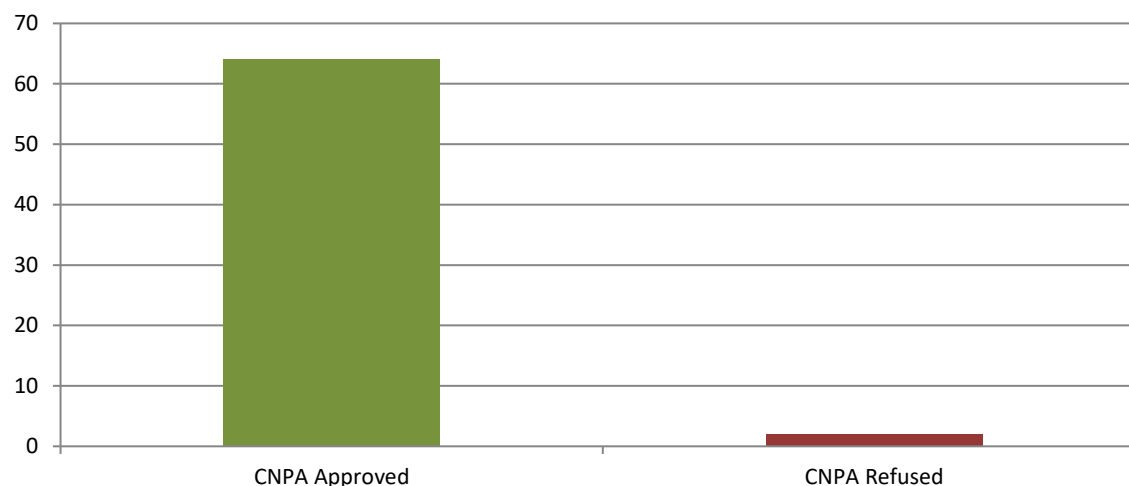


Figure 14: Number of applications determined by CNPA using Policy 3 during April 2015 – March 2019.

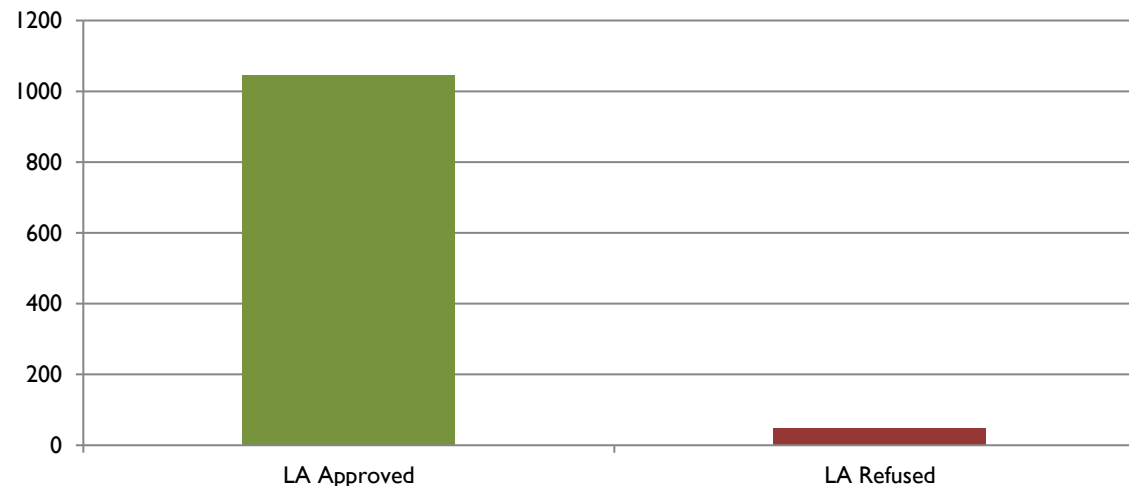


Figure 15: Number of applications determined by the Local Authorities using Policy 3 during April 2015 – March 2019.

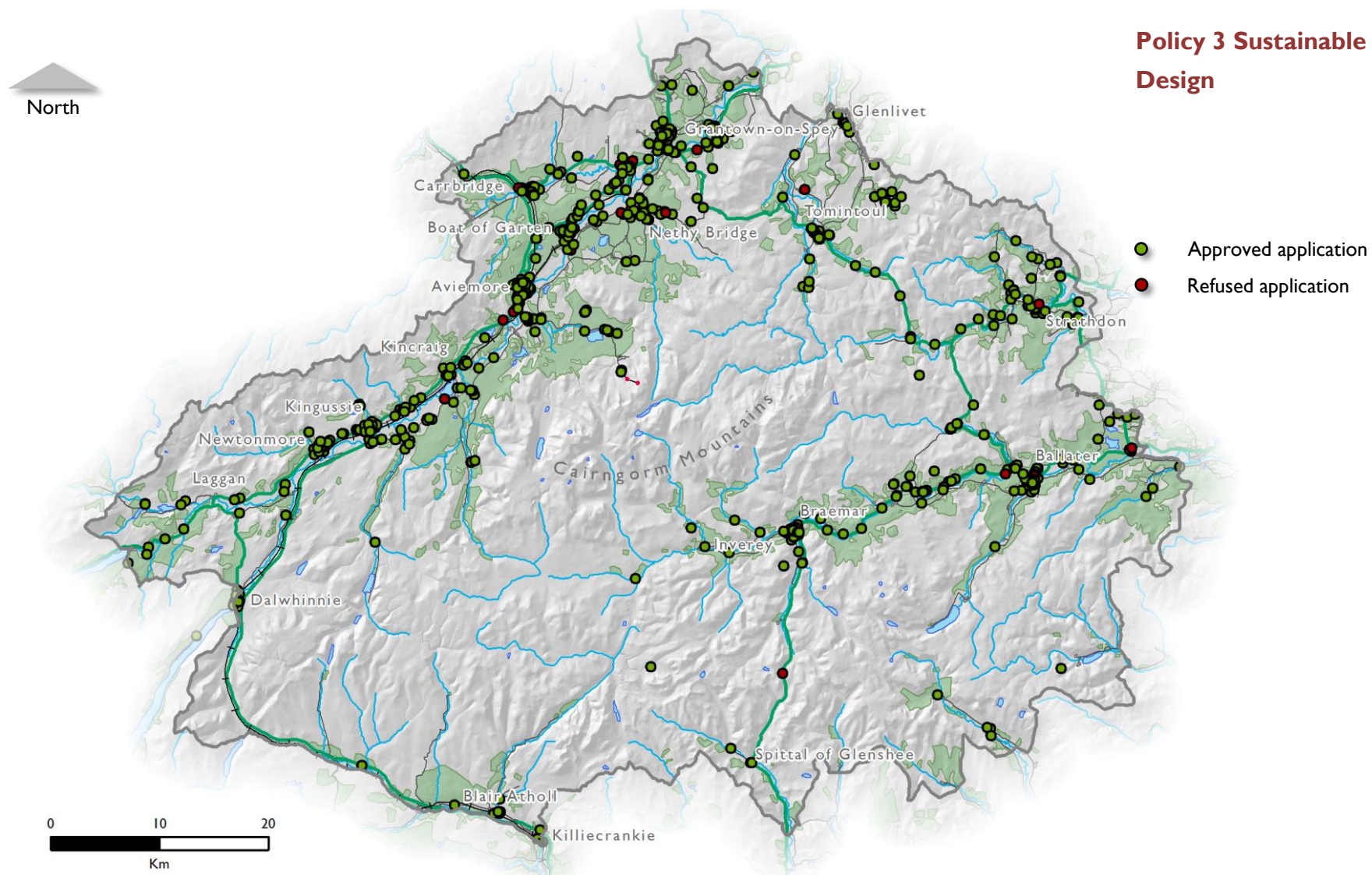


Figure 16: Location of planning applications where Policy3 Sustainable Design was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.



#### Policy 4 Natural Heritage

The range and quality of natural heritage in the Cairngorms National Park is unique in the UK and is internationally valued. A result of natural processes and land management, many of the special habitats and species of the Cairngorms need active management to continue to thrive. The unique natural heritage underpins all four aims of the Park, and the special qualities created as a result are valued by residents, visitors and those who care about the Park. Safeguarding habitats and species is key to the long-term success of the Park. The policy will ensure that development conserves and enhances the outstanding natural heritage of the Cairngorms National Park. It offers the necessary level of protection from adverse development and enables enhancement. During the period April 2015 to March 2019, the policy was used 415 times in total. CNPA used the policy 68 times and Local Authorities used it 347 times. It resulted in around 94% (388) applications being approved and around 6% (27) being refused (Figures 17 and 18). Figure 19 shows this information geographically.

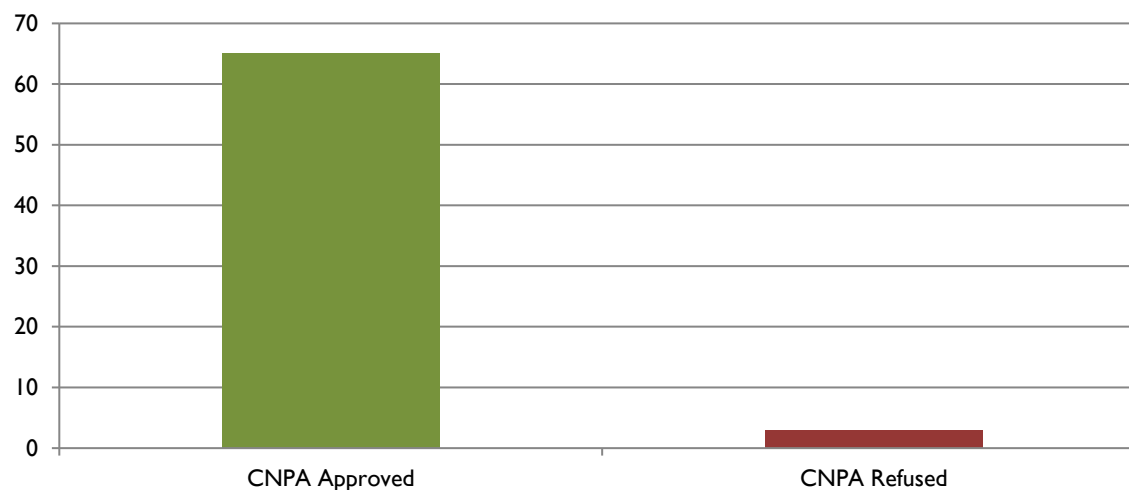


Figure 17: Number of applications determined by CNPA using Policy 4 during April 2015 – March 2019.

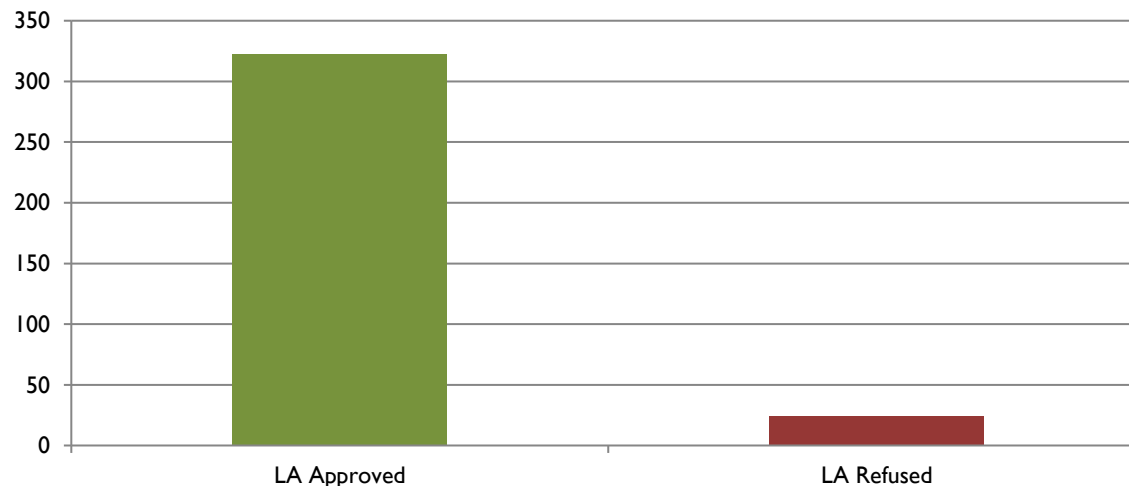


Figure 18: Number of applications determined by the Local Authorities using Policy 4 during April 2015 – March 2019.

## Policy 4 Natural Heritage

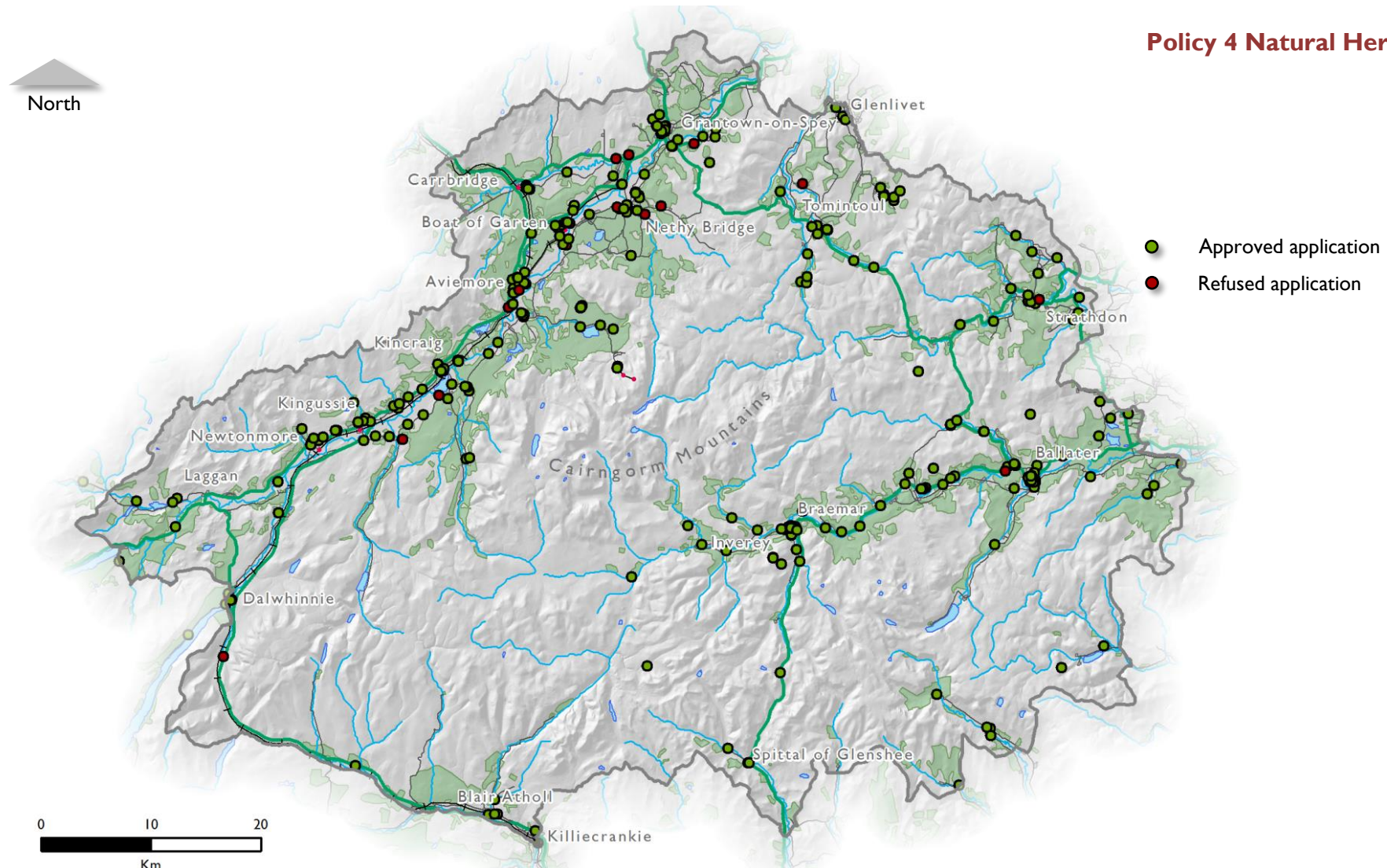


Figure 19: Location of planning applications where Policy 4 Natural Heritage was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

### Policy 5 Landscape

The landscapes of the Cairngorms are one of the National Park's most valuable assets, underpinning its character, designation and the appeal of the area as a place to visit, live and invest. The experience of large scale wildness in the National Park is particularly distinctive in UK terms.

The policy will conserve and enhance the diverse and spectacular landscapes of the National Park by ensuring that only development which conserves and enhances the special landscape qualities of the Park will be supported. It supports development that contributes to landscape enhancement and protects against development that would erode the landscape qualities we value.

During the period April 2015 to March 2019, the policy was used 475 times in total. CNPA used the policy 69 times and Local Authorities used it 406 times. It resulted in around 95% (450) applications being approved and around 5% (25) being refused (Figures 20 and 21). Figure 22 shows this information geographically.

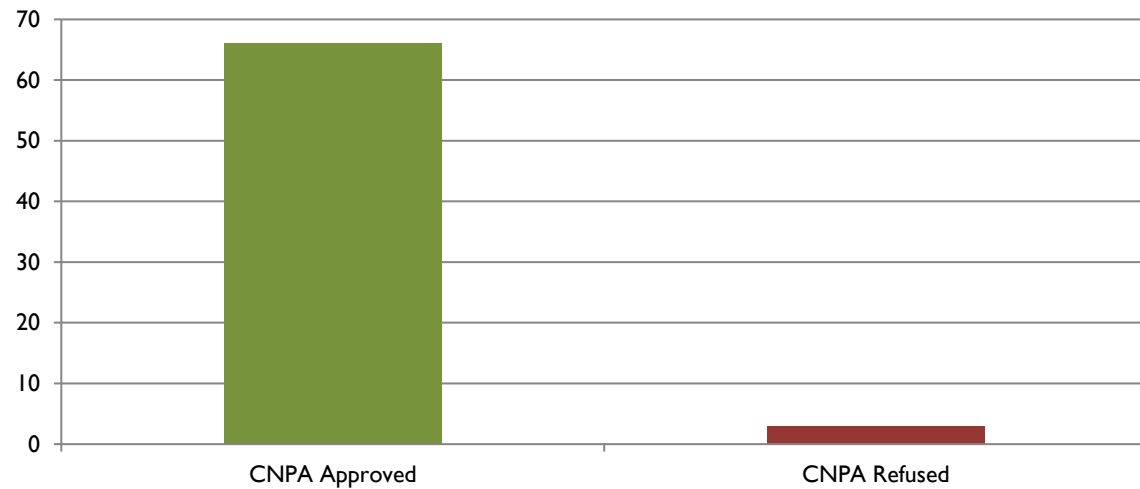


Figure 20: Number of applications determined by CNPA using Policy 5 during April 2015 – March 2019.

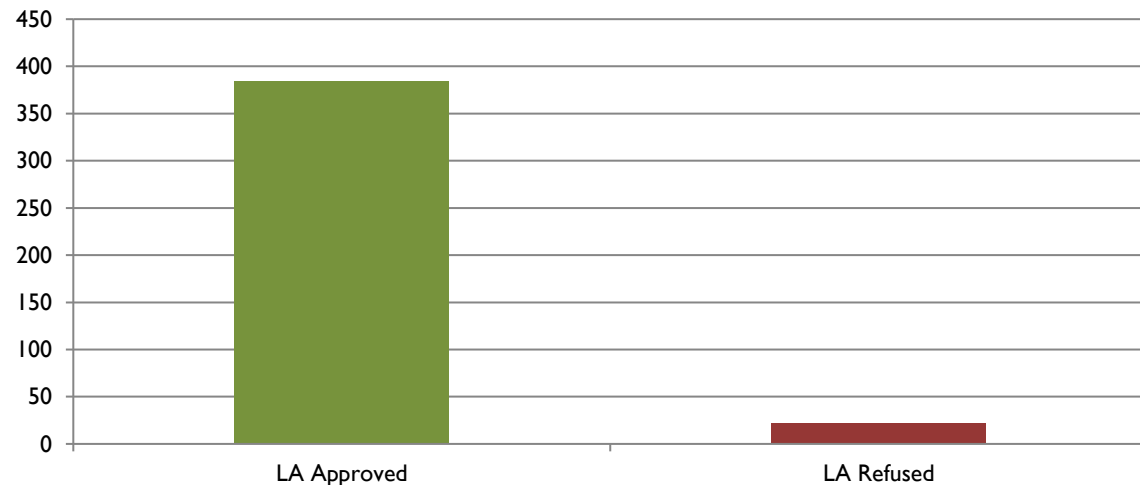


Figure 21: Number of applications determined by the Local Authorities using Policy 5 during April 2015 – March 2019.



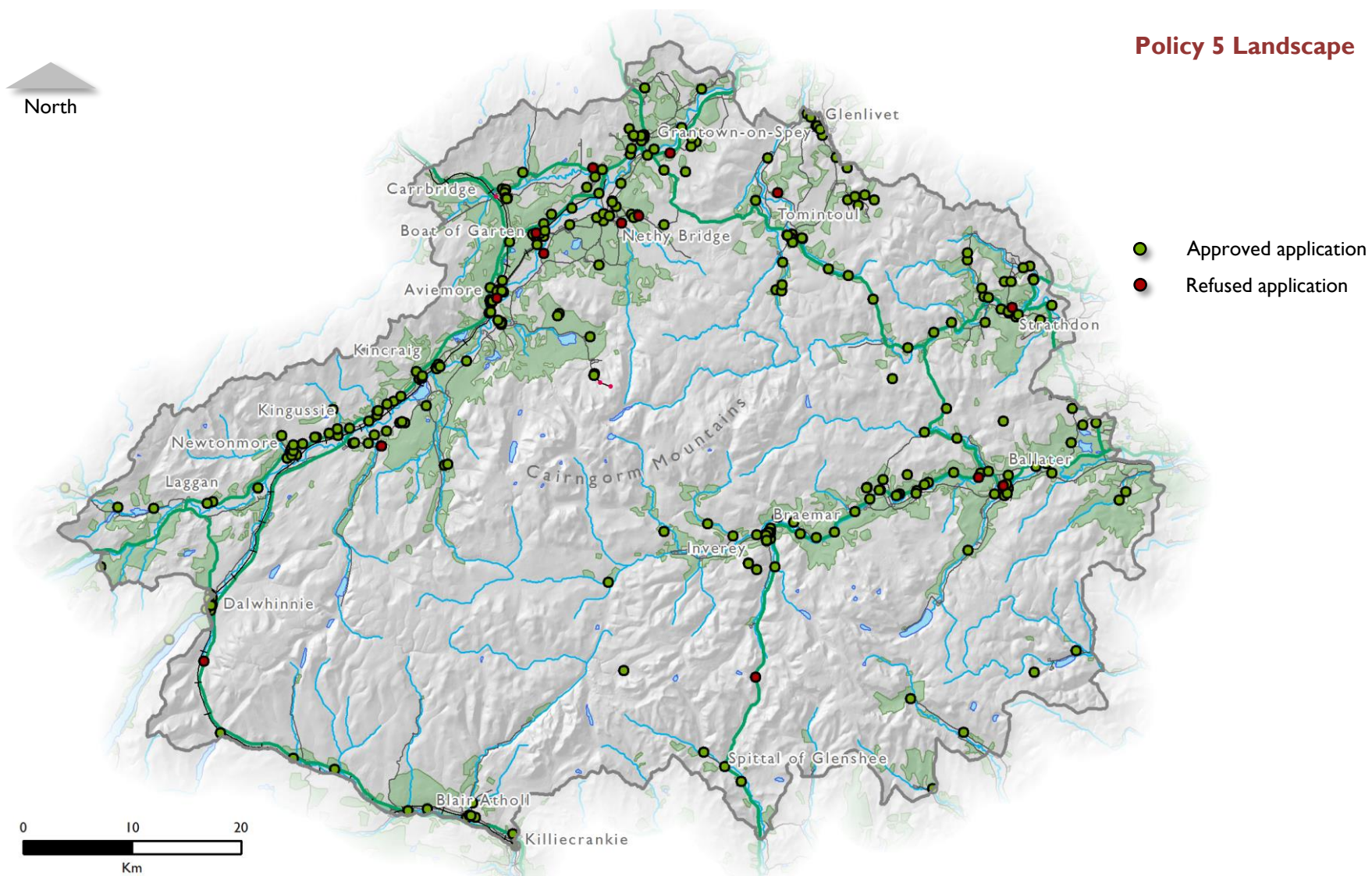


Figure 22: Location of planning applications where Policy 5 Landscape was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

### Policy 6 The Siting and Design of Digital Communications Equipment

The policy is intended to support world class digital technology through the provision of the most up to date networks to serve homes and business premises, whilst ensuring that all such infrastructure installations are sited and designed to keep environmental impacts to a minimum.

During the period April 2015 to March 2019, the policy was used 71 times in total. CNPA used the policy twice and Local Authorities used it 69 times. It resulted in around 99% (70) applications being approved and around 1% (1) being refused (Figures 23 and 24). Figure 25 shows this information geographically.

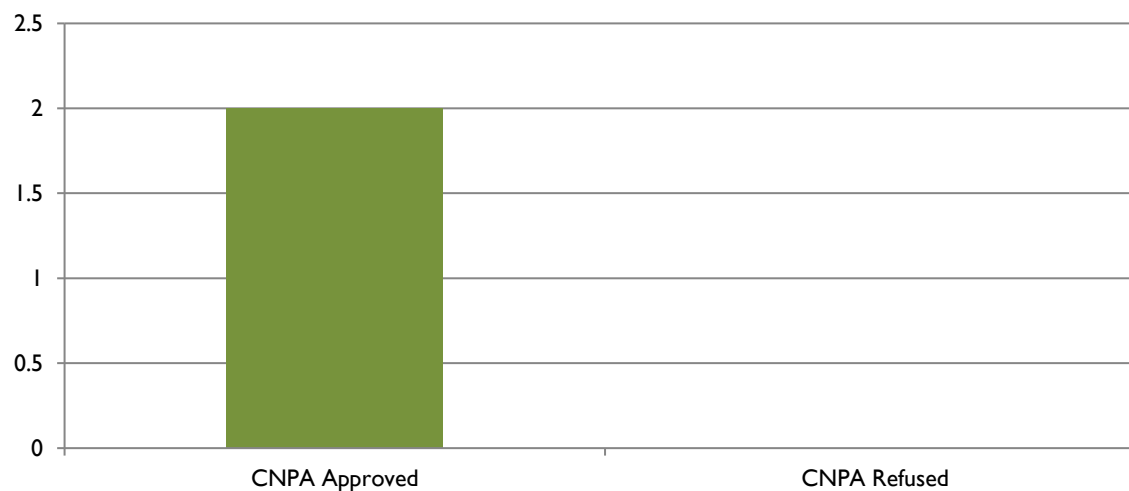


Figure23: Number of applications determined by CNPA using Policy 6 during April 2015 – March 2019.

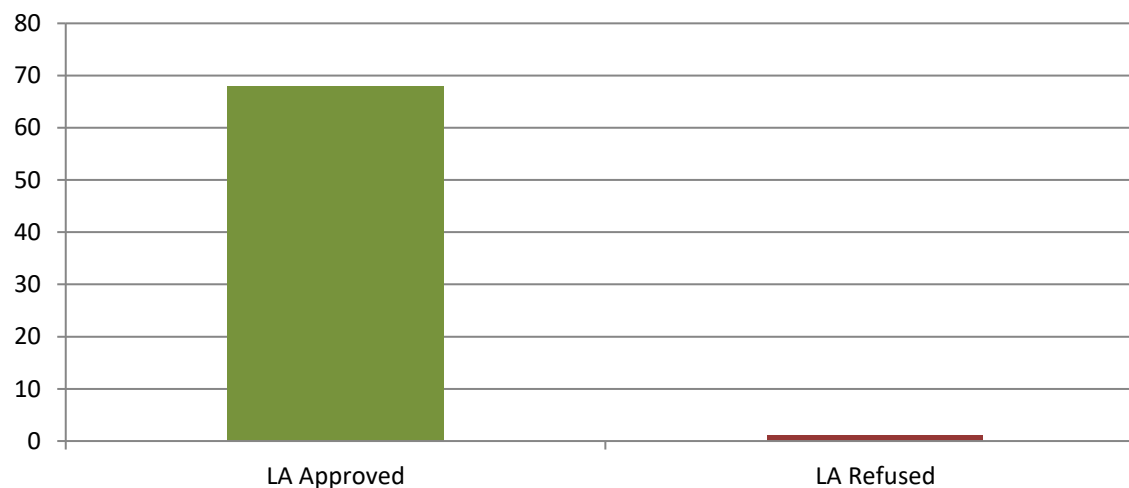


Figure 24: Number of applications determined by the Local Authorities using Policy 6 during April 2015 – March 2019.

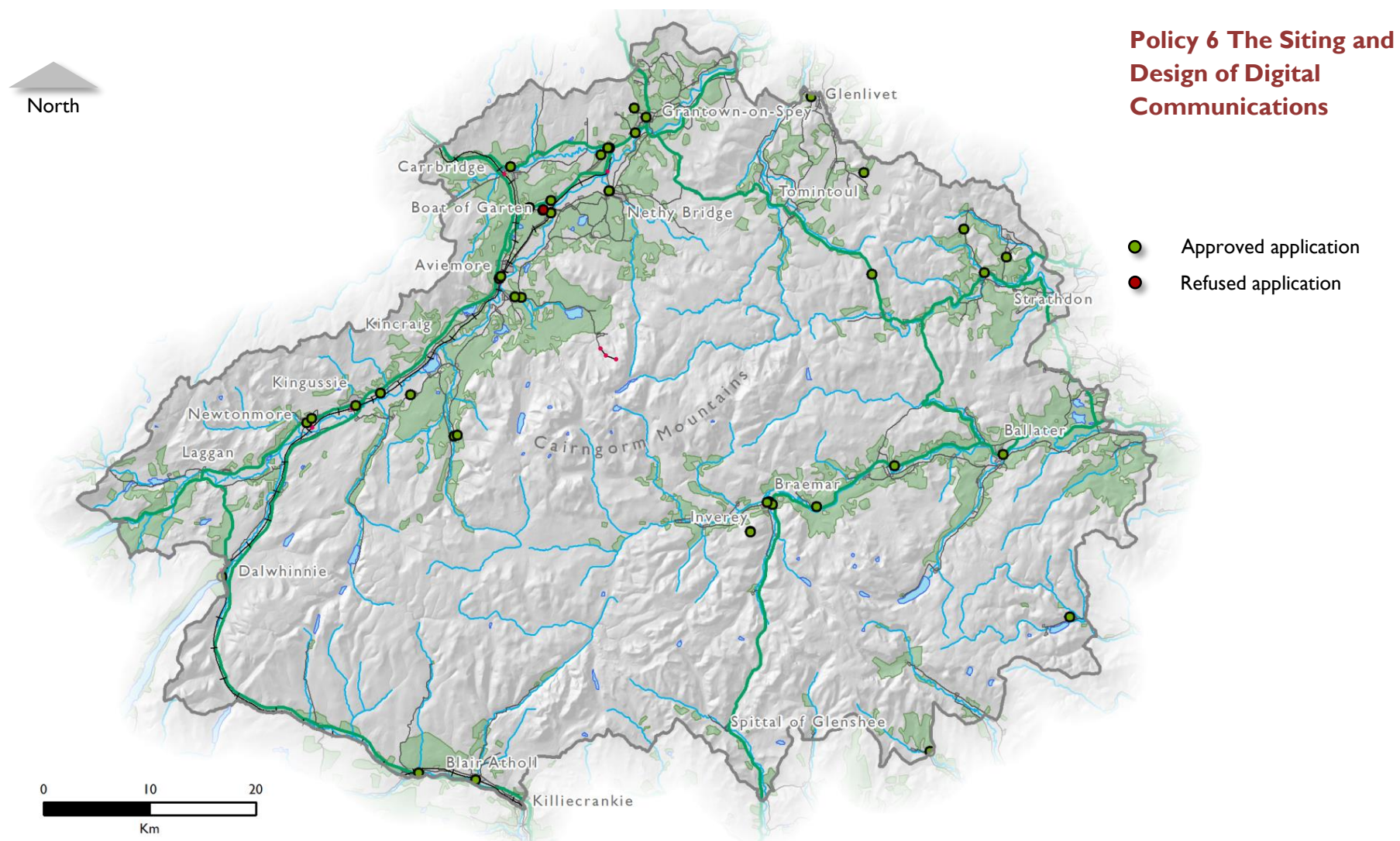


Figure 25: Location of planning applications where Policy 6 The Siting and Design of Digital Communications Equipment was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.



### Policy 7 Renewable Energy

The National Park has an abundance of natural resources which provide options to generate renewable energy. This includes energy from biomass, hydro, solar, heat pumps, anaerobic digestion, energy from waste and some wind energy. The policy aims to enable appropriate renewable energy generation by harnessing the Park's natural resources in a way which achieves the collective delivery of the four aims of the Park. It sets the framework to harness this energy potential, and so will allow the Park to play its part in addressing the issues of climate change and fuel poverty. During the period April 2015 to March 2019, the policy was used 44 times in total. CNPA used the policy 9 times and Local Authorities used it 35 times. It resulted in around 96% (42) applications being approved and around 4% (2) being refused (Figures 26 and 27). Figure 28 shows this information geographically.

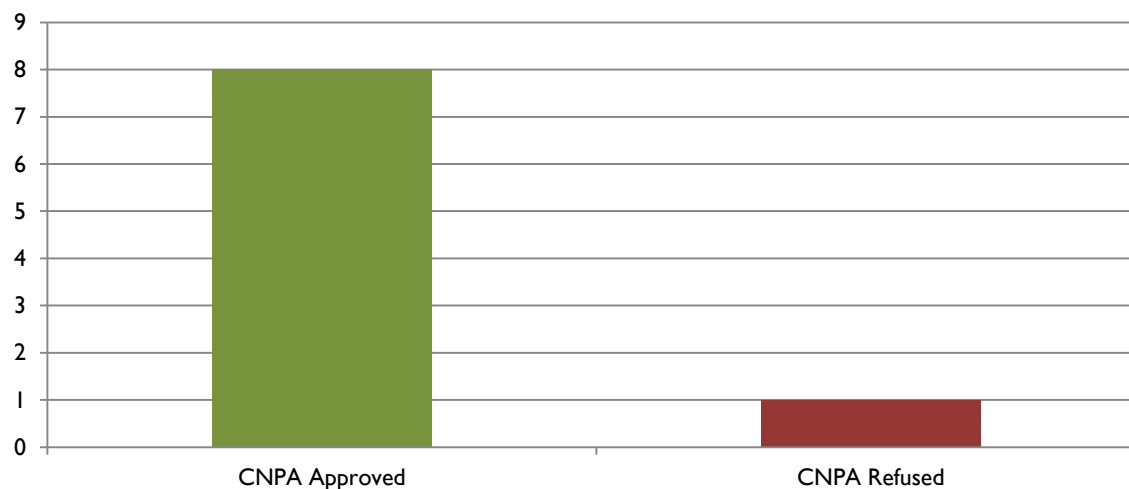


Figure 26: Number of applications determined by CNPA using Policy 7 during April 2015 – March 2019.

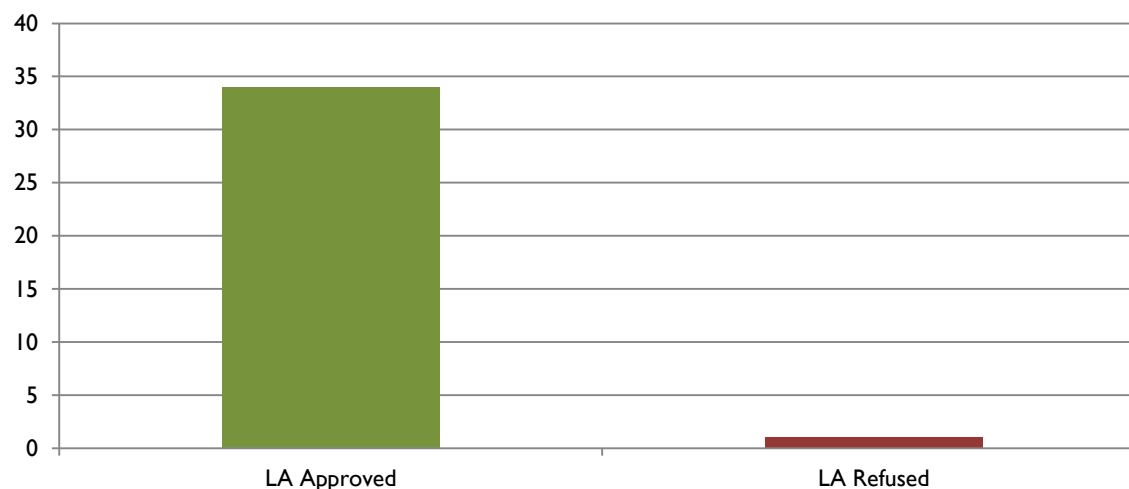


Figure 27: Number of applications determined by the Local Authorities using Policy 7 during April 2015 – March 2019.

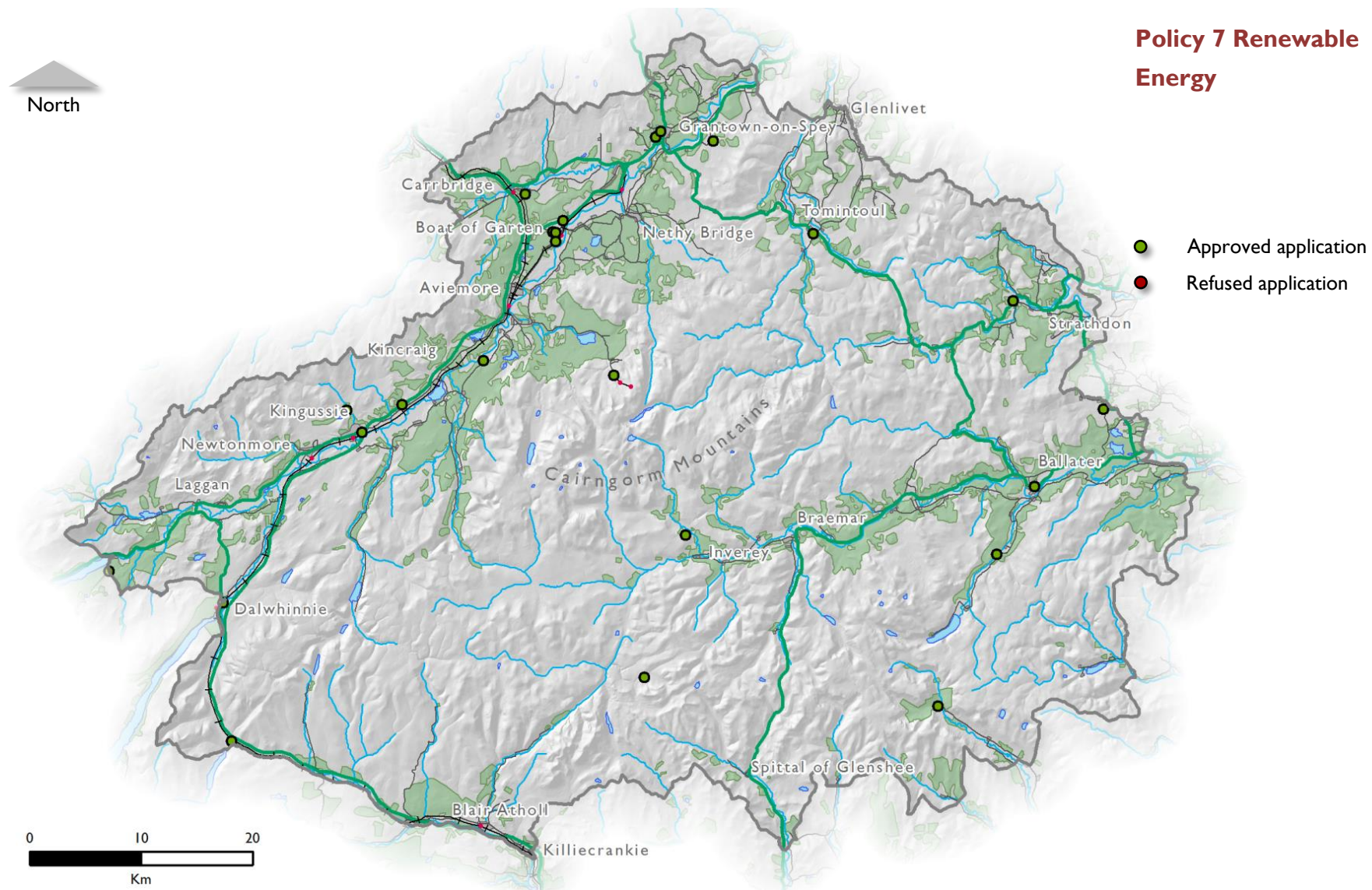


Figure 28: Location of planning applications where Policy 7 renewable Energy was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.



### Policy 8 Sport and Recreation

The Cairngorms National Park offers outstanding opportunities for formal and informal recreation, from sports pitches and sports centres to ski centres, golf courses and mountain bike centres, and a network of paths that links communities to the countryside. There are also many other public and amenity open spaces, ranging from public parks, landscaping schemes within large-scale developments, community sports hubs and formal equipped play areas.

The policy aims to ensure the needs of local communities and visitors for recreational space and facilities are accommodated, and existing facilities protected. This includes informal and formal recreation provision.

During the period April 2015 to March 2019, the policy was used 62 times in total. CNPA used the policy 15 times and Local Authorities used it 47 times. It resulted in around 94% (58) applications being approved and around 6% (4) being refused (Figures 29 and 30). Figure 31 shows this information geographically.

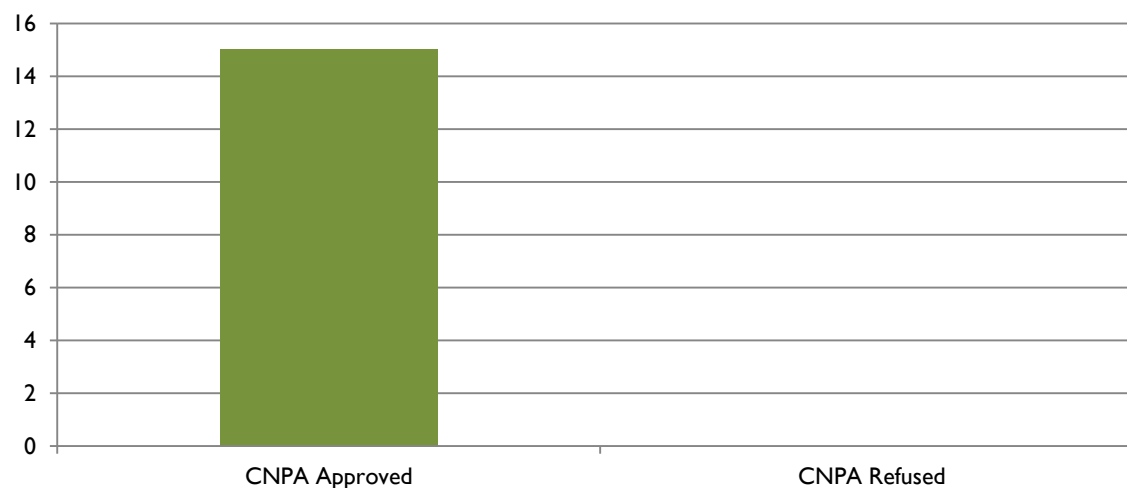


Figure 29: Number of applications determined by CNPA using Policy 8 during April 2015 – March 2019.

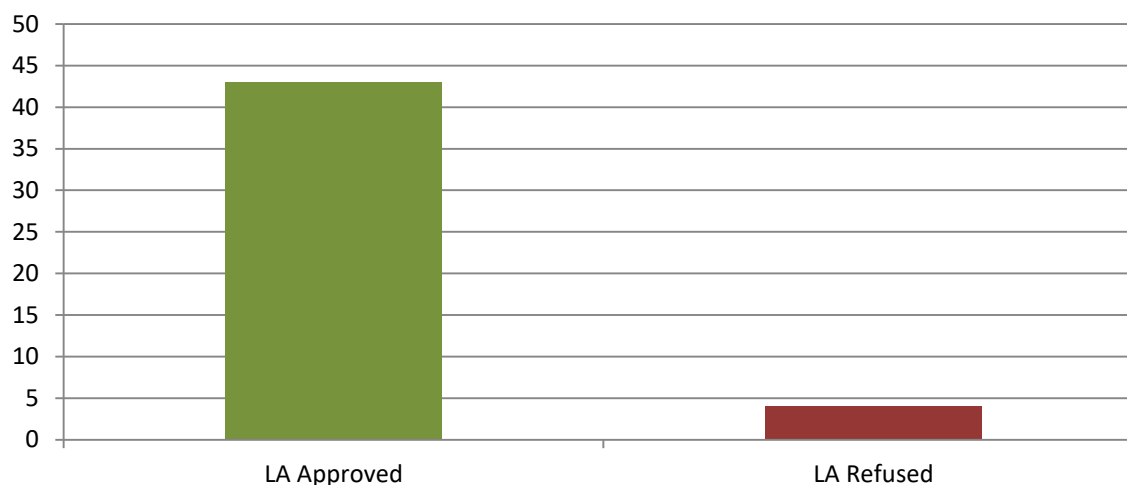


Figure 30: Number of applications determined by the Local Authorities using Policy 8 during April 2015 – March 2019.

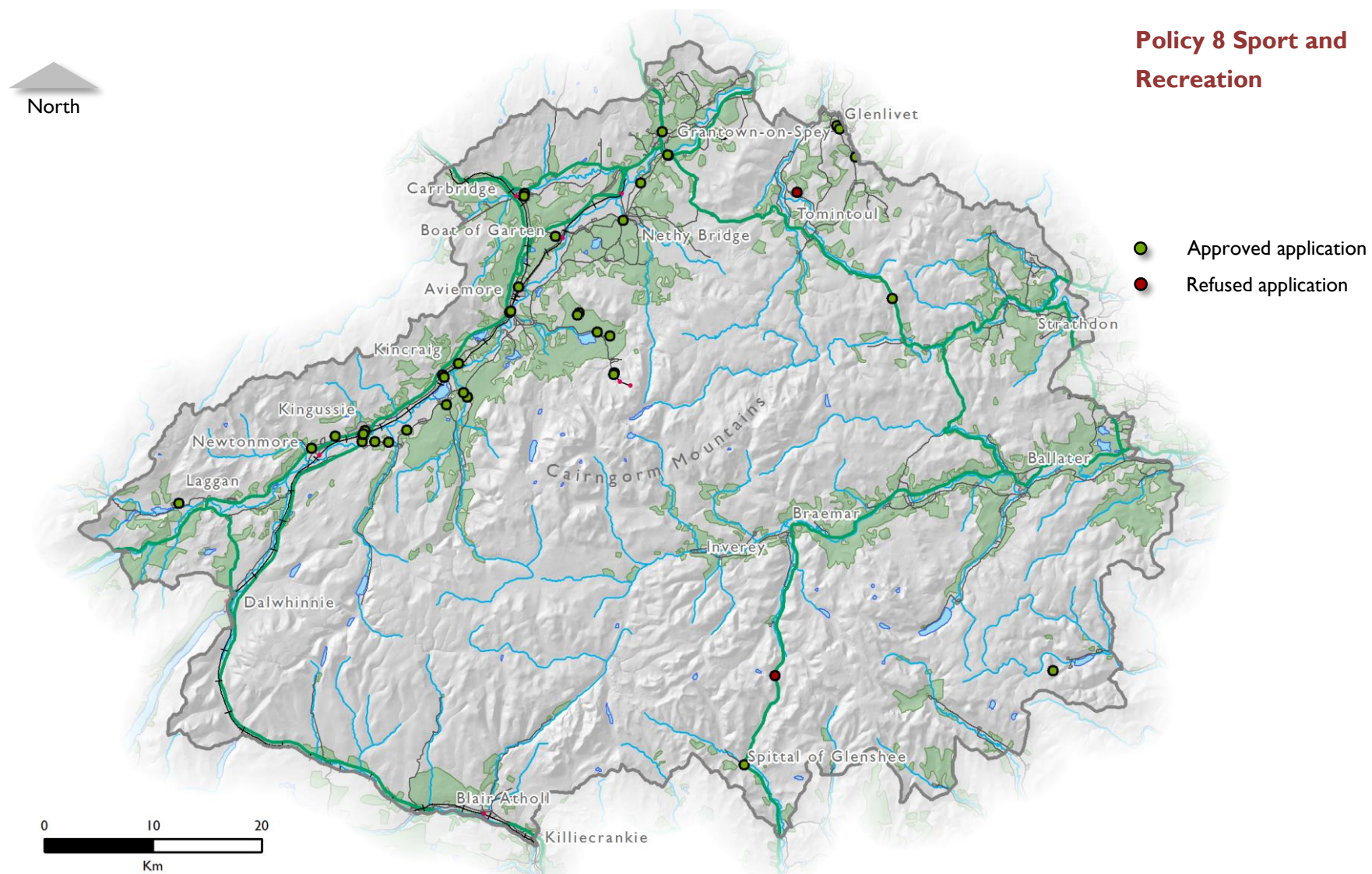


Figure 31: Location of planning applications where Policy 8 Sport and Recreation was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

### Policy 9 Cultural Heritage

The cultural heritage of the Cairngorms ranges from archaeological remains to internationally significant listed buildings, important architectural and historic townscapes, historic gardens and landscapes, to ancient routes through the Park. All of these provide a clear link to the history of this part of Scotland and the part it played over time to create the Park and communities we know and value today.

The policy aims to conserve and enhance the rich cultural heritage of the Cairngorms National Park. It plays a key role in ensuring all development makes an appropriate contribution to the conservation and enhancement of cultural heritage in the Park.

During the period April 2015 to March 2019, the policy was used 381 times in total. CNPA used the policy 22 times and Local Authorities used it 359 times. It resulted in around 96% (367) applications being approved and around 4% (14) being refused (Figures 32 and 33). Figure 34 shows this information geographically.

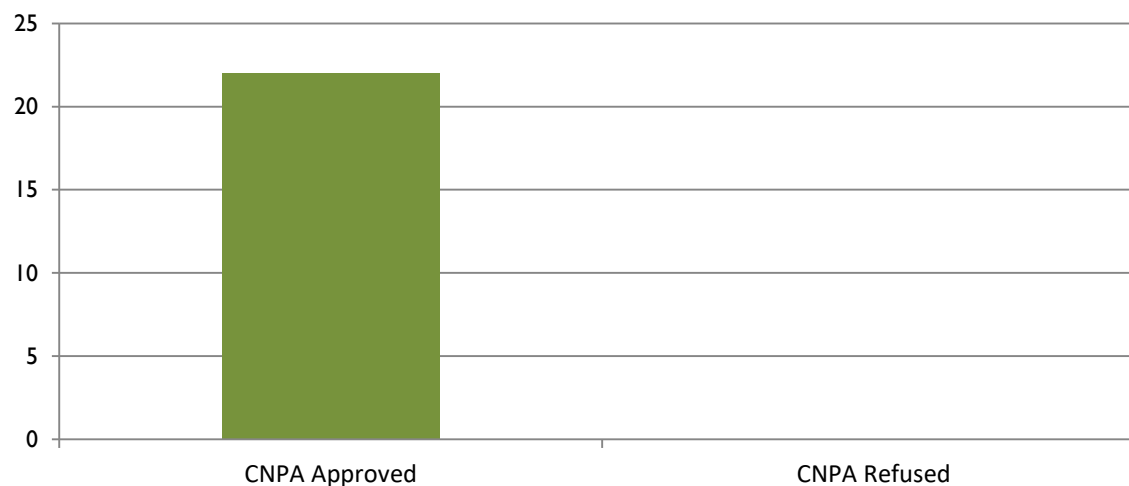


Figure 32: Number of applications determined by CNPA using Policy 9 during April 2015 – March 2019.

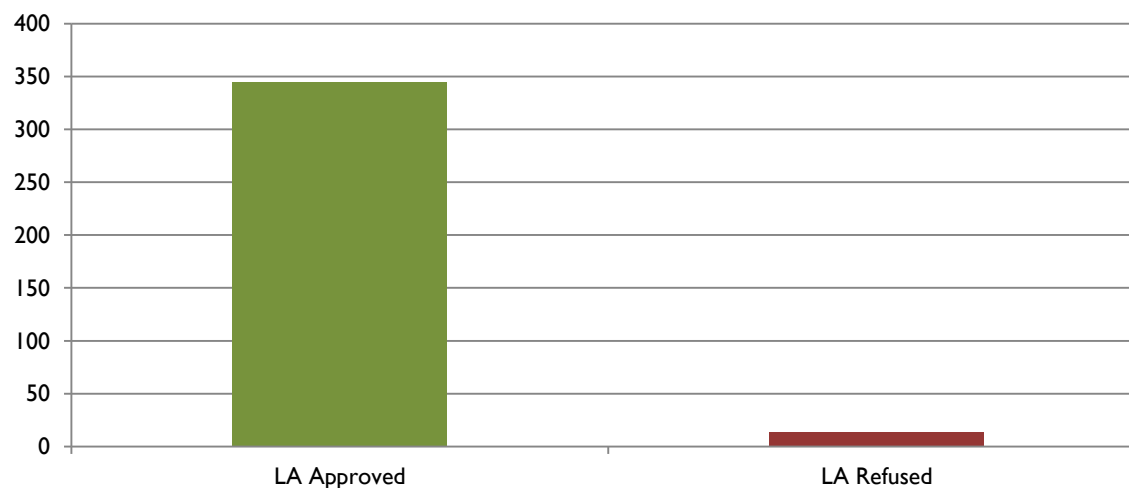


Figure 33: Number of applications determined by the Local Authorities using Policy 9 during April 2015 – March 2019.



## Policy 9 Cultural Heritage

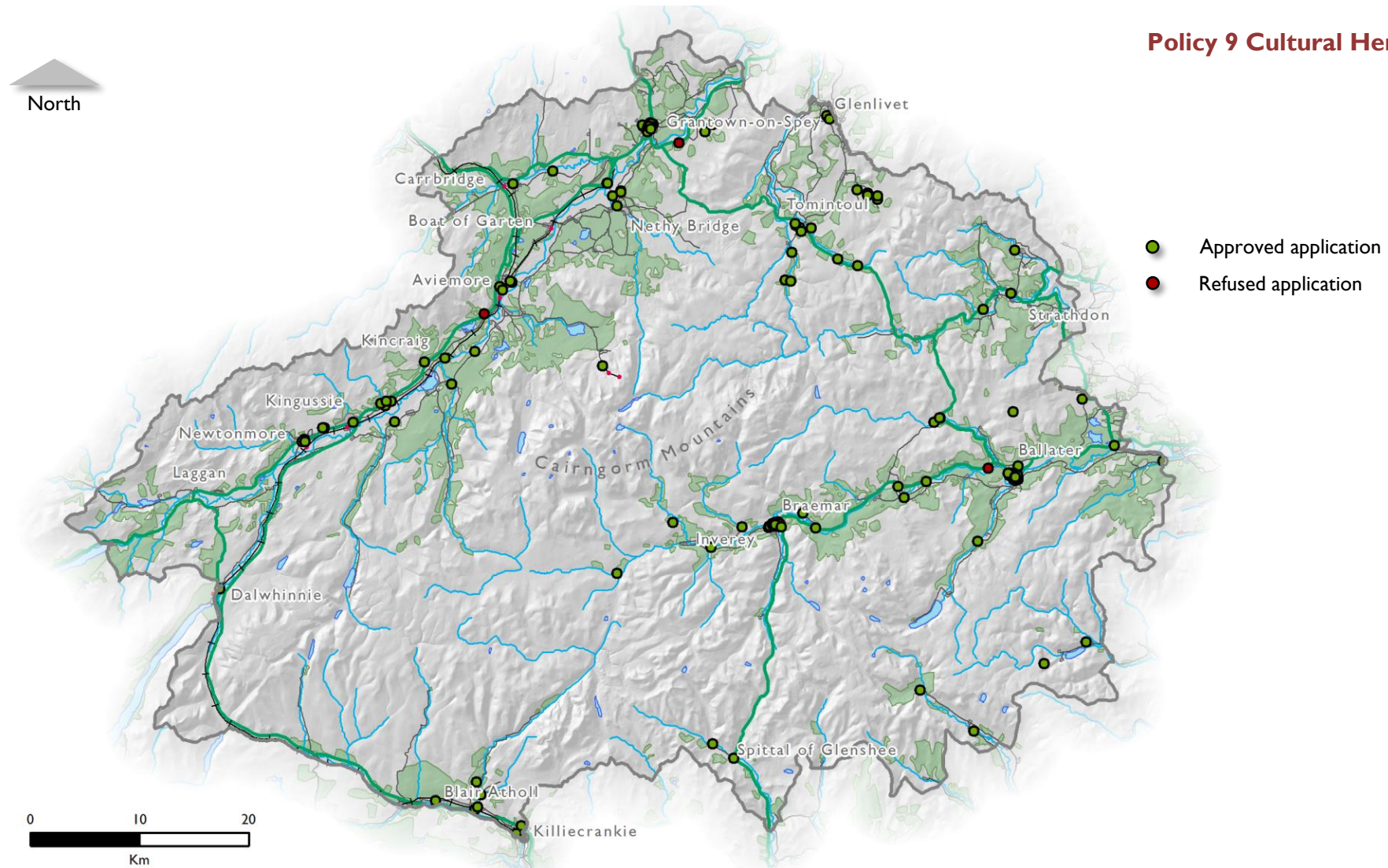


Figure 34: Location of planning applications where Policy 9 Cultural Heritage was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.

### Policy 10 Resources

Reducing our consumption and protecting our limited resources is integral to conserving what is important about the Park, and helping our communities adapt to more sustainable way of living. The policy aims to reduce the overall resource use footprint of the National Park. It will protect what is important about our resources, while facilitating appropriate development in ways that create a net positive outcome. It complements legislative obligations beyond the requirements of planning law, and allows sufficient flexibility to adapt to changes and developments in technology and research associated with the protection and exploitation of resources. During the period April 2015 to March 2019, the policy was used 320 times in total. CNPA used the policy 296 times and Local Authorities used it 24 times. It resulted in around 92% (296) applications being approved and around 8% (24) being refused (Figures 35 and 36). Figure 37 shows this information geographically.

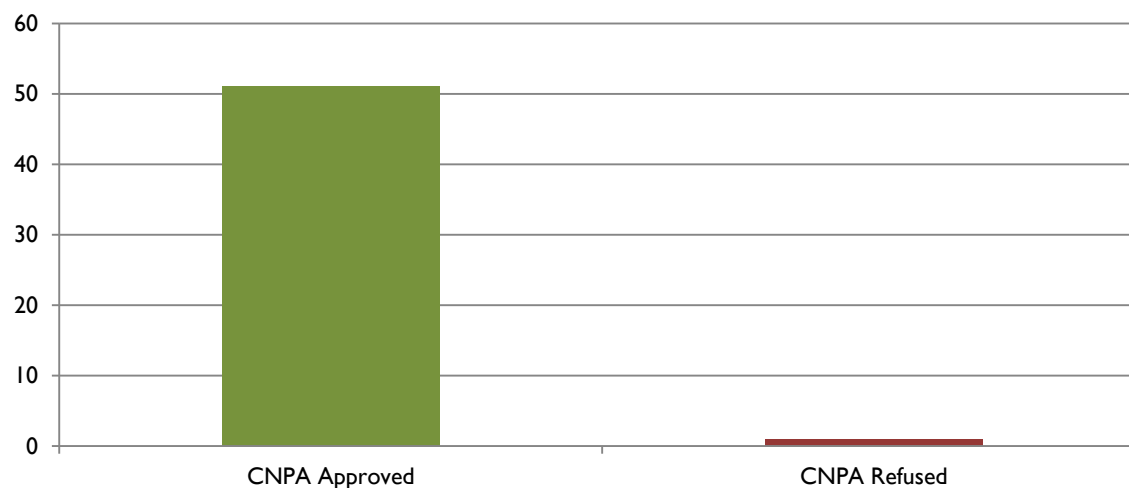


Figure 35: Number of applications determined by the Local Authorities using Policy 10 during April 2015 – March 2019.

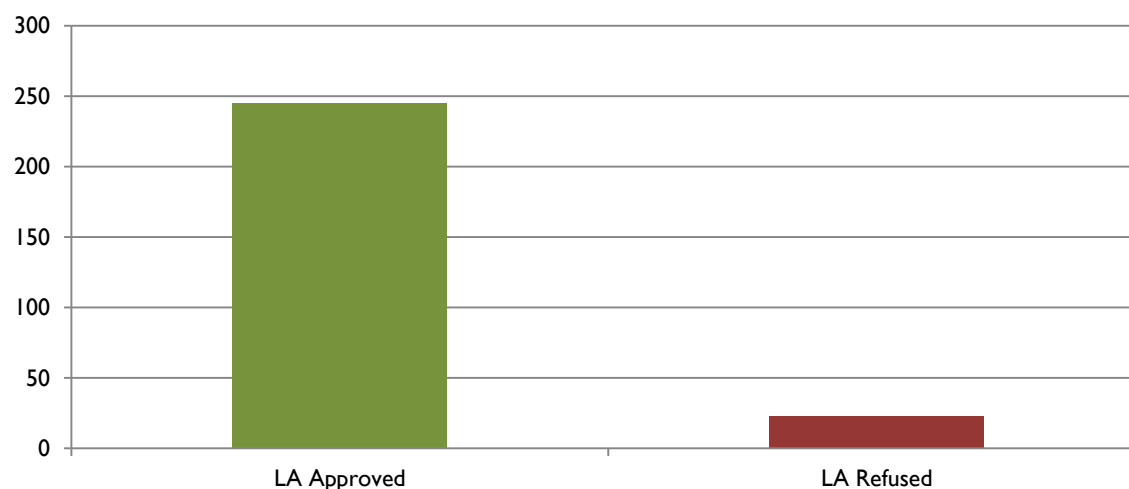


Figure 36: Number of applications determined by the Local Authorities using Policy 10 during April 2015 – March 2019.

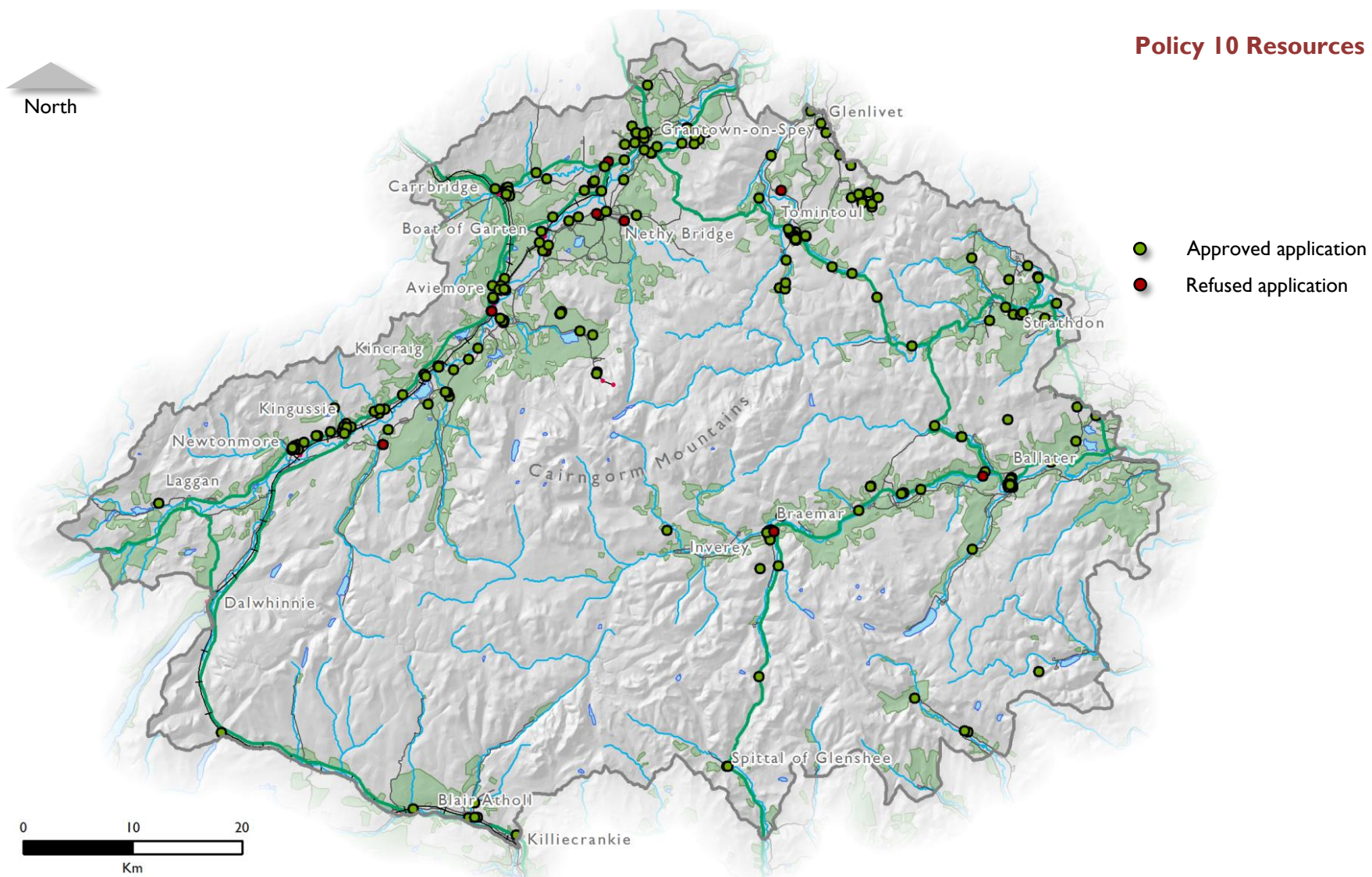


Figure 37: Location of planning applications where Policy 10 Resources was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.



### Policy 11 Developer Contributions

New developments can have an impact on facilities, services and infrastructure outwith the development site. It is important that these impacts are addressed as part of the development, so that communities are not disadvantaged as a result. Developer contributions can help to overcome problems in granting planning permission by reducing, eliminating or compensating for some negative impacts arising from the proposed development. The policy aims to ensure the delivery of a range of improvements that may be needed as a result of new development, while ensuring that contributions are at an appropriate level that maintains viability for the developer. During the period April 2015 to March 2019, the policy was used 122 times in total. CNPA used the policy 11 times and Local Authorities used it 111 times. It resulted in around 91% (111) applications being approved and around 9% (11) being refused (Figures 38 and 39). Figure 40 shows this information geographically.

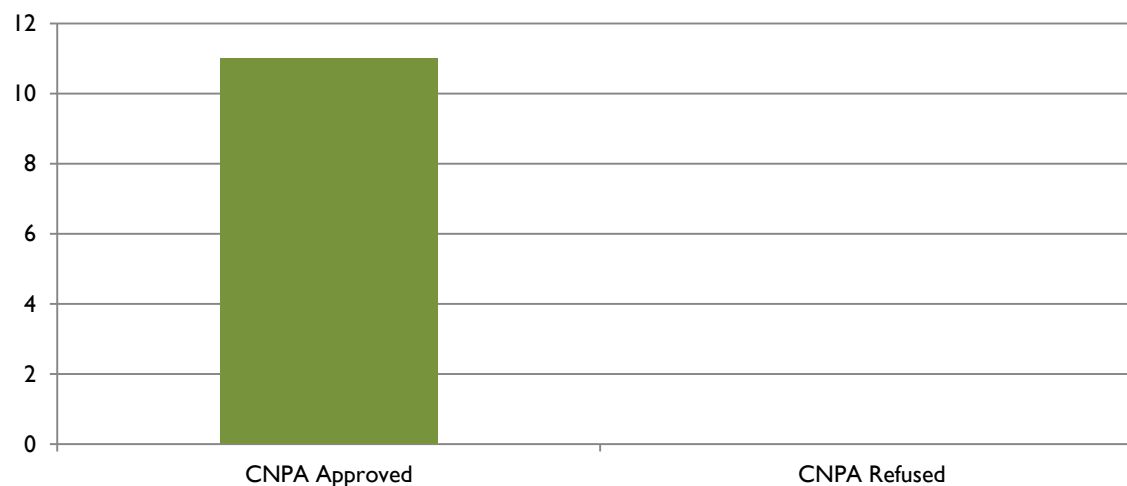


Figure 38: Number of applications determined by CNPA using Policy 11 during April 2015 – March 2019.

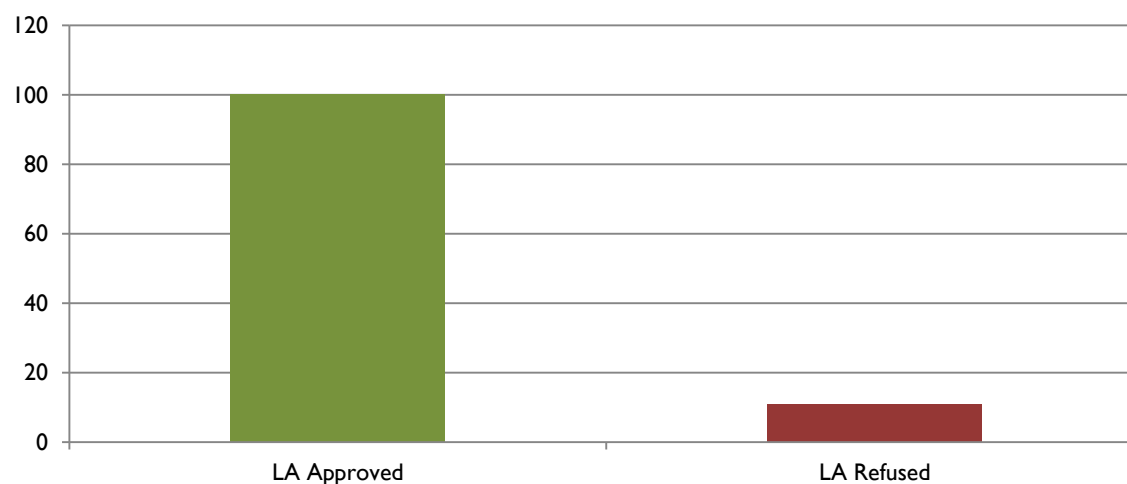


Figure 39: Number of applications determined by the Local Authorities using Policy 11 during April 2015 – March 2019.

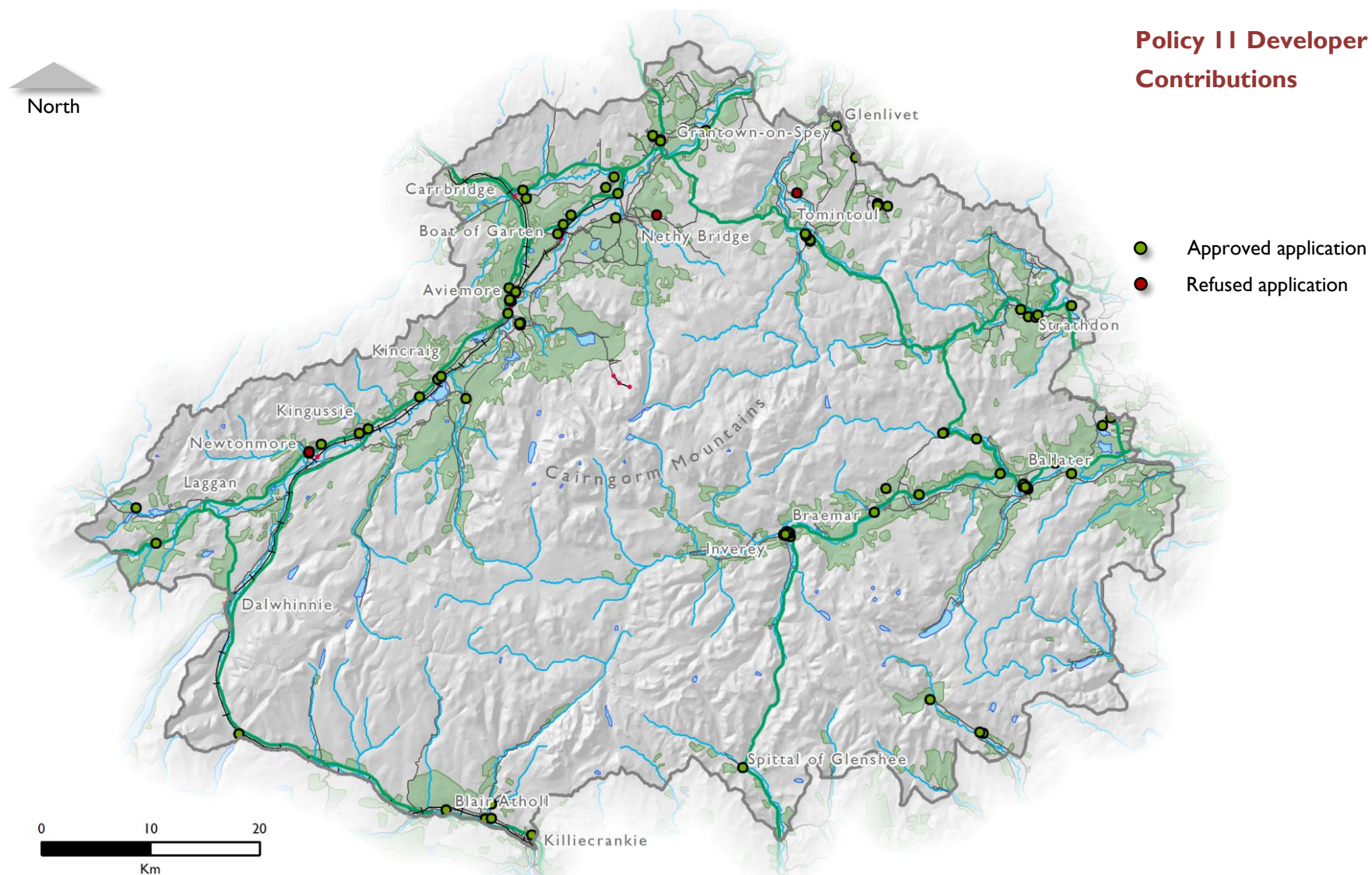


Figure 40: Location of planning applications where Policy 11 Developer Contributions was used. Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2019. All rights reserved. Ordnance Survey Licence number 100040965 Cairngorms National Park Authority.



## Appeals

Information was gathered on the number of appeals made to Planning and Environmental Appeals Division of Scottish Government and the Local Review Bodies of Local Authorities during the monitoring period. Records of 26 appeals were found.

Of these, there were 15 appeals were against refusal of planning permission. 11 referred to LDP policies in the decision notice, with 9 referring to sub-policies. The policies and sub-policies referred to are shown in Table 2.

Of the remaining 11 appeals, one did not have relevant information available. Eight were appealing against conditions imposed, so the appeal decision notices did not consider LDP policies. Two appeals were against non-determination within the statutory time periods, but neither appeal decisions made reference to policies in the decision notice.

Table 2: Policy use in appeals during April 2015 – March 2019, showing most used in bold.

Policy	Number of times referred to in appeal decisions
<b>Policy 1: New housing development</b>	<b>7</b>
<b>Policy 2: Supporting economic development</b>	<b>5</b>
Sub-policy 2.2: Tourism and leisure development	2
Sub-policy 2.4: Protecting existing sustainable economic activity	1
<b>Policy 3: Sustainable design</b>	<b>8</b>
Sub-policy 3.1: Design statements	1
<b>Policy 4: Natural heritage</b>	<b>5</b>
Sub-policy 4.3: Other important natural and earth heritage sites and interests	3
Sub-policy 4.4: Protected species	1
Sub-policy 4.5: Other biodiversity	1
Sub-policy 4.6: All development	1
<b>Policy 5: Landscape</b>	<b>3</b>
<b>Policy 9: Cultural heritage</b>	<b>2</b>
Sub-policy 9.1: National designations	1

## **Allocated Sites**

Detailed monitoring on the status of the LDP's allocated sites is reported in the Plan's Action Programme, which was updated and published in June 2019.

Therefore, for site information, the Action Programme should be referred to – available via <https://cairngorms.co.uk/wp-content/uploads/2019/07/Action-Programme2019.pdf>.