

# NEW FOREST NATIONAL PARK AUTHORITY

## Local Development Framework MONITORING REPORT

December 2022



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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 2021 to 31 March 2022**, and focuses on assessing the effectiveness of the policies in the Authority's adopted Local Plan. It focuses explicitly on planning statistics and related issues, and does not seek to replicate data and information that is covered elsewhere, in particular in the Authority's State of the Park Report or the Infrastructure Funding Statement.

Assessment of the policies in the Local Plan indicates that many of the policies continued to be effective, and supported the delivery of the National Park's purposes and socio-economic duty. There remained a stock of sites with planning permission for housing and employment uses, with all of the housing site allocations coming through the system, either as resolutions to grant permission or as submitted planning applications. These trends will continue to be monitored and set out in next year's monitoring report.

## 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 a number of specific 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 2021 to 31 March 2022**, and, unless otherwise stated, refers to the whole of the National Park. The basis for the monitoring data is the list of indicators in the Authority's adopted Local Plan (2019), in order to assess the effectiveness of those 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 Local Plan 2016 – 2036 (2019)
  - Hythe and Dibden Neighbourhood Development Plan 2018 – 2026 – *covering that part of the National Park within Hythe & Dibden Parish*
  - New Milton Neighbourhood Plan 2016 - 2036 - *covering that part of the National Park within New Milton Parish* (came into effect in July 2021)
  - Hampshire Minerals and Waste Plan (2013)

### Duty to cooperate

- 1.5 The Localism Act 2011 introduced a 'duty to cooperate' on strategic planning matters (defined as those issues 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 2021/22, 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 Minerals and Waste Plan in October 2013 the Authority continues to work with Hampshire County Council, Portsmouth and Southampton City Councils, and the South Downs National Park Authority to monitor and implement the Plan. The National Planning Policy Framework (NPPF) states that Local Plans should be assessed within 5 years of adoption to determine if a full or partial update is necessary. In 2018 the Minerals and Waste Plan was reviewed by officers of

the partner authorities and it was concluded that there was no immediate need to review the Plan.

- 1.7 The Minerals and Waste Plan was assessed again in 2020 and it was concluded that, although the Plan has been performing and working to support minerals and waste planning, a partial update is needed to ensure full compliance with the NPPF and the National Planning Policy for Waste (NPPW). This was reported to the full Authority meeting on 25 March 2021, where Members resolved to approve the Hampshire Minerals and Waste Local Development Scheme setting out the timetable and programme for the partial update of the Minerals and Waste Plan.
- 1.8 Public consultation on the Partial Update of the Hampshire Minerals and Waste Plan began in November 2022 and runs for 12 weeks into January 2023.

### **Neighbourhood Plan production**

- 1.9 The Authority has continued to work with a number of Town and 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 eight Neighbourhood Areas formally designated for areas covering parts of the National Park. In addition to the 'made' Hythe and Dibden Neighbourhood Plan, the New Milton Neighbourhood Plan was 'made' in July 2021, and now forms part of the Authority's development plan for that part of the National Park, together with the adopted Local Plan. Paragraphs 6.33 to 6.35 of this report set out more detail on the progress of these plans.

### **Commenting on and contributing towards the preparation of other authorities' plans and development proposals**

- 1.10 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, including Test Valley Borough Council's Local Plan review and Bournemouth, Christchurch and Poole's Local Plan consultation. The Authority has also liaised with Hampshire County Council over the draft Waterside Transport Strategy, Waterside Local Cycling and Walking Infrastructure Plan and emerging Local Transport Plan 4.

### **Participating in sub and regional groups such as the Local Economic Partnerships and the South East Protected Landscapes Group**

- 1.11 The Authority continues to engage with the Solent LEP regarding cross-boundary economic issues as necessary. The Authority is an active member of the Partnership for South Hampshire (PFSH) and the partnership is working on an updated spatial strategy setting out how identified development needs will be met across the sub-region. This work is covered by a signed Statement of Common Ground. Additionally, joint work is being undertaken on water quality issues.

## **Joint Working with Neighbouring District Authorities and other bodies**

- 1.12 There are a number of Hampshire-wide professional officer groups which officers regularly attend, including the Hampshire Development Plans Group, the Planning Research Liaison Group, Hampshire Conservation Officers Group, and Development Control Officers Group. These are typically attended by representatives of all local planning authorities in Hampshire to discuss relevant current issues, many being cross-boundary issues, to share good practice and jointly commission new evidence base studies. These have largely continued as virtual online meetings during the monitoring period.
- 1.13 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 air quality monitoring.
- 1.14 As outlined in paragraph 1.11, during the monitoring period the Authority continued to engage with the Partnership for South Hampshire (PfSH), in particular on housing, infrastructure delivery and water quality issues.
- 1.15 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. Again, these have continued as virtual meetings during the last monitoring period.

## **Liaison with other statutory organisations**

- 1.16 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 other strategic projects where appropriate.
- 1.17 The Authority's officers meet annually with officers from Natural England, the RSPB, the Hampshire and Isle of Wight Wildlife Trust and New Forest District Council, to oversee the implementation of the Authority's habitat mitigation scheme and to determine which mitigation projects to prioritise.
- 1.18 During the monitoring period liaison has been undertaken with Transport for the South East (TfSE) and National Highways on regional transport issues and strategies. This has included input as a key stakeholder into the preparation of the Transport Strategy for the South East, and development of the local area studies.

## **Format of this report**

- 1.19 This report covers the entirety of the National Park and assesses the effectiveness of the Authority's planning policies in the adopted Local Plan. The report details the monitoring indicators set out in the Local Plan, and 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 a regular basis and covers topics such as water quality, animal accidents and sustainable transport. Further information on developer contributions is set out in the Authority's published Infrastructure Funding Statement.
- 1.20 This document, and previous years' monitoring reports, can be viewed on the planning policy pages of the Authority's website. Any comments and queries on this monitoring report should be addressed to the Policy and Conservation Team at the National Park Authority via the methods set out below.

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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 / Christchurch / Poole and South Hampshire 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 The New Forest National Park Local Plan, which was adopted on 29 August 2019, identifies the following key issues and challenges for the National Park over the next 20 years:
- *Conserving and enhancing the nationally protected landscape of the New Forest* – the outstanding natural beauty of the New Forest's landscape is the primary reason for its designation as a National Park and has the highest status of protection in the National Planning Policy Framework (NPPF).
  - *Ensuring the impacts of new development on the national and internationally protected habitats of the New Forest are avoided or fully mitigated* – over half of the National Park is designated as being of international importance for nature conservation and new development must not impact on the integrity of the New Forest and coastal habitats.
  - *Addressing concerns regarding the impact of new development on the local distinctiveness and heritage assets within the New Forest's built environment* – the Forest has a rich built and cultural heritage and its conservation is key to the delivery of the first statutory National Park purpose.
  - *Delivering new housing to help address local needs while at the same time ensuring development does not compromise the delivery*



*of the two statutory National Park purposes* – national planning policy recognises that National Park Authorities have an important role to play in delivering housing for local people within the context of a nationally protected landscape.

- *Sustaining a diverse local economy* – in delivering the two statutory Park purposes, the Authority has an important duty to foster the socio-economic wellbeing of the 35,000 people living within the National Park.
- *Supporting sustainable tourism and recreation within the Park* – the New Forest attracts millions of visitors each year and the Authority has a statutory purpose to promote the understanding and enjoyment of the Park's special qualities.

### **3. Local Development Scheme**

- 3.1 The Authority's Local Development Scheme (LDS) is a publicly available document setting out a schedule of what local development documents will be produced, and the timescales. The latest LDS for the New Forest National Park Authority was brought into effect on 12 October 2017. It sets out the details and timetable for the preparation of the Authority's now adopted Local Plan, and will be updated in due course to set out the details of any planned review of the adopted development plan documents.

#### **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). All the documents referenced in the LDS have been adopted and at the current time there are no plans for an immediate review of the adopted Local Plan.

#### **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 for the production and review of any scheduled minerals and waste planning documents. The latest LDS was brought into effect in July 2022. It includes timetables for the delivery of a monitoring report, and the Local Aggregates Assessment, both of which are produced annually. It also sets out the timetable for reviewing the adopted Minerals and Waste Plan.
- 3.5 The National Planning Policy Framework (NPPF) requires Local Planning Authorities to assess their Local Plans within five years of adoption, identifying the need for a full or partial review. The partner authorities have assessed the adopted Minerals and Waste Plan in 2018 and 2020. The 2020 review report concluded that, although the Plan has been performing and working to support minerals and waste planning, a partial update is needed to ensure full compliance with the NPPF and the National Planning Policy for Waste (NPPW).
- 3.6 This was reported to the full Authority meeting on 25 March 2021, where Members resolved to approve the approach to the review of the Hampshire Minerals and Waste Plan and the Local Development Scheme setting out the timetable and programme for the partial update of the Minerals and Waste Plan. In line with the timetable set out in the LDS, the period of public consultation on the Regulation 18 stage of the Plan process began in November, running for 12 weeks until the end of January 2023.

## 4. Protecting and Enhancing the Natural Environment

**Local Plan Strategic Objective 1:** Policies SP4, SP5, SP6, SP7, DP8, SP9, DP13, SP15

Protect and enhance the natural environment of the National Park, including the natural beauty of the landscape and the range of habitats and species.

**Local Plan Strategic Objective 3:** Policies SP11, DP12, DP13, SP14

Plan for the likely impacts of climate change on the special qualities of the New Forest.

- 4.1 The planning policies for the National Park in the Local Plan place a strong emphasis on protection of the natural environment. The policies reflect 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 Local Plan, as set out above, and also reflect the first statutory National Park purpose.

### Natural environment

#### *Priority habitats and species*

- 4.2 The amount of Biodiversity Action Plan (BAP) Priority Habitat in the National Park totals 30,536 hectares (as at 31 March 2022), which represents a small increase of 0.2% of the total priority habitat in the National Park since last year's monitoring report. In addition, the National Park continues to support 38% of the total area of biodiversity priority habitats within Hampshire (broadly the same as last year). The Authority receives this data from the Hampshire Biodiversity Information Centre (HBIC) and the latest information for this monitoring period clarifies that the habitats data has been moved to a new mapping framework which has led to more accurate boundaries and the removal of any hard surfaces such as tracks, and any overlaps with other priority habitats.
- 4.3 The single biggest BAP Priority Habitat in the National Park remains lowland heathland at 10,142 hectares of lowland heathland (a slight increase from 9,968 hectares last year). Approximately 91% of all the priority habitats in the Park fall within designated nature conservation sites (i.e. statutory sites and county-level Sites of Importance for Nature Conservation designations).

#### *Designated nature conservation sites*

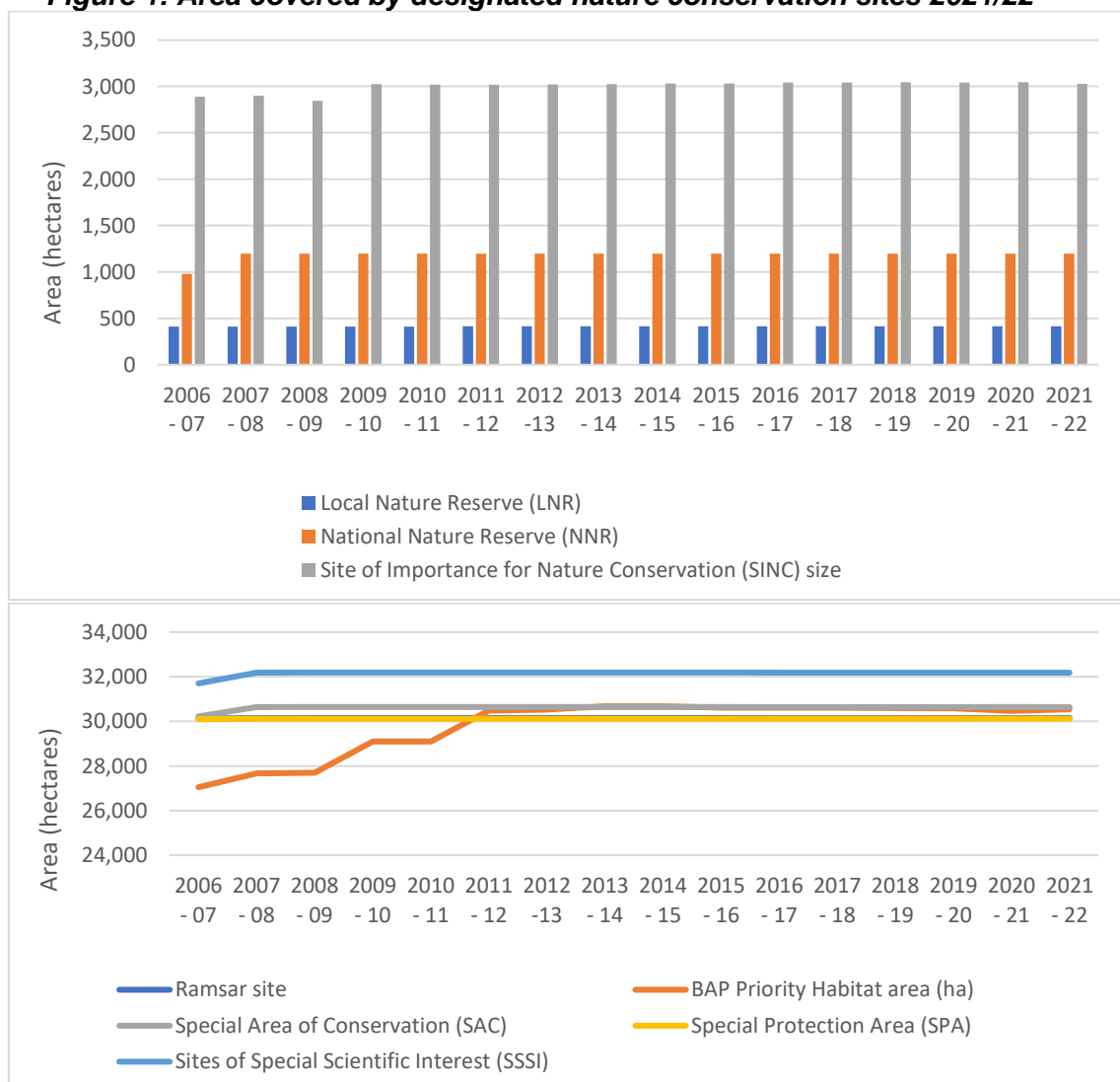
- 4.4 During this monitoring period the main change to statutory nature conservation sites was the loss of the Great Kingston Common National Nature Reserve in Ringwood, at 57 hectares. This area has ceased to be held and managed as a nature reserve by Natural England. However, the site is still largely covered by statutory nature conservation designations. The overall land in the National Park covered by statutory designated nature conservation sites totals 32,266 hectares, which is a loss of one hectare from

last year, despite the loss of the Great Kingston Common National Nature Reserve.

4.5 In addition, two new Sites of Importance for Nature Conservation (SINC) were created in Bramshaw, resulting in a net gain of 4.95 hectares. There are now 397 SINCs in the National Park covering 3,033 hectares. The total area covered by all statutory designated nature conservation sites and SINCs is 35,299 hectares, a slight increase from last year.

4.6 The longer term biodiversity trends since the National Park Authority became a Local Planning Authority in 2006 are set out in the two graphs below. These charts show that any fluctuations from year to year are relatively minor in the overarching trends of remaining steady or increasing.

**Figure 1: Area covered by designated nature conservation sites 2021/22**



## Air Quality

- 4.7 In preparing the Local Plan the Authority, together with New Forest District Council, appointed ecological consultants to survey the habitats of the New Forest Special Area of Conservation (SAC) for baseline evidence of air quality-related damage. That assessment did not identify any evidence to suggest an adverse effect on the integrity of New Forest European Sites was occurring, or that it was likely to occur as a result of proposed development in the New Forest District and National Park Authority Local Plans. However, the possibility for localised damage to occur at the roadside as a result of increased concentrations of nitrogen pollution could not be wholly precluded, and consequently the situation needs to be monitored.
- 4.8 The baseline assessment in 2018 recommended that further ecological surveys of the habitats be undertaken at three yearly intervals in 2021 and 2024 to evaluate habitat condition and any change in its status. In line with the recommendations, the National Park Authority is working jointly with New Forest District Council, and the specialist consultants Atkins, to monitor the condition of the protected habitats at seven specified locations close to the main road network in the National Park. The locations selected include both 'tall' habitats (e.g. woodland) and 'short' habitats (e.g. heathland) and so reflect the variety of habitats with the New Forest Special Protection Area (SAC). The research work includes the installation of air quality monitoring equipment at the seven locations within the New Forest SAC which is left in situ; and ecological fieldwork to assess any changes in vegetation types and distribution that evidences harm from emissions.
- 4.9 The air quality monitoring results demonstrate that the critical load for nitrogen deposition and the critical level for ammonia were exceeded at all of the monitoring locations in the New Forest SAC. While the rate of nitrogen deposition decreased with distance from the road, no such trend was observed for ammonia, which accords with traffic emissions typically not being the dominant source of ammonia. If traffic emissions are currently contributing to adverse effects on the New Forest SAC, nitrogen deposition is likely to be the key factor. The exceedance of ammonia levels is more likely to be affected by other sources of that pollutant (such as agriculture) than traffic emissions.
- 4.10 The results of this baseline study provide no indication that the New Forest SAC is being adversely affected by local traffic emissions 45 m or more from the road. Additionally, there are no indications of impacts of traffic emissions on the sampled heathland or woodland qualifying features of the SAC.
- 4.11 While the report concludes no effects are currently apparent, repeating this study in future years will be useful to determine if any adverse effects occur with the predicted increases in traffic emissions. It is therefore recommended that the monitoring continues in 2024 and 2027 as planned.

### **Open space**

- 4.12 There has been no net loss of open space arising from a grant of planning permission during the monitoring period, in line with policy DP10 of the Local Plan.
- 4.13 The Authority continues to support the enhancement of existing public open spaces, sport and recreational facilities through the release of developer contributions. During this monitoring year no public open space contributions were either received or released. However, the Authority resolved to grant planning permission on several of the site allocations in the adopted New Forest National Park Local Plan (2019). The site allocations at Whartons Lane, Ashurst and Church Lane, Sway are both due to include new on-site public open space provision for the benefits of new residents and the existing community.

### **Water pollution and flood risk**

- 4.14 The Authority routinely consults the Environment Agency on planning applications that may impact on water quality or flood risk in the area. During the monitoring period the Environment Agency (EA) submitted objections to 2 applications based on reasons of flood risk. One application was refused on grounds including insufficient information to rule out flood risk, and the other application was subsequently withdrawn. Consequently, no planning applications were granted contrary to the advice of the Environment Agency.
- 4.15 The Environment Agency had no objections to planning applications in the National Park based on water quality objections during this monitoring period.

### **Renewable energy**

- 4.16 This monitoring period saw a large increase in planning applications granted for, or incorporating, renewable energy schemes. The majority comprised solar panels (19 applications), with 12 schemes incorporating air source heat pumps (compared to 2 last year). All were small scale schemes, in accordance with the adopted Local Plan policies.

### **Performance of the Natural Environment policies**

- 4.17 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 Local Plan. In particular, the National Park purposes remain fundamental to the overall strategy set out in the Local Plan.
- 4.18 Additionally, survey work and monitoring of the air quality in the New Forest continues to be undertaken to further strengthen the protection afforded to the natural environment of the National Park.

## 5. Protecting and Enhancing the Built Environment

**Local Plan Strategic Objective 2:** Policies DP2, SP16, SP17, DP18  
Conserve and enhance the cultural heritage and historic environment of the National Park, especially the wealth of individual characteristics that contribute to its local distinctiveness.

- 5.1 The Local Plan 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. This has been emphasised, and explored in more detail, in the Authority's Design Guide Supplementary Planning Document, adopted in January 2022, as well as the adopted Village Design Statements. The built environment planning policies help to deliver the first statutory National Park purpose.

### Design issues

#### *Planning applications*

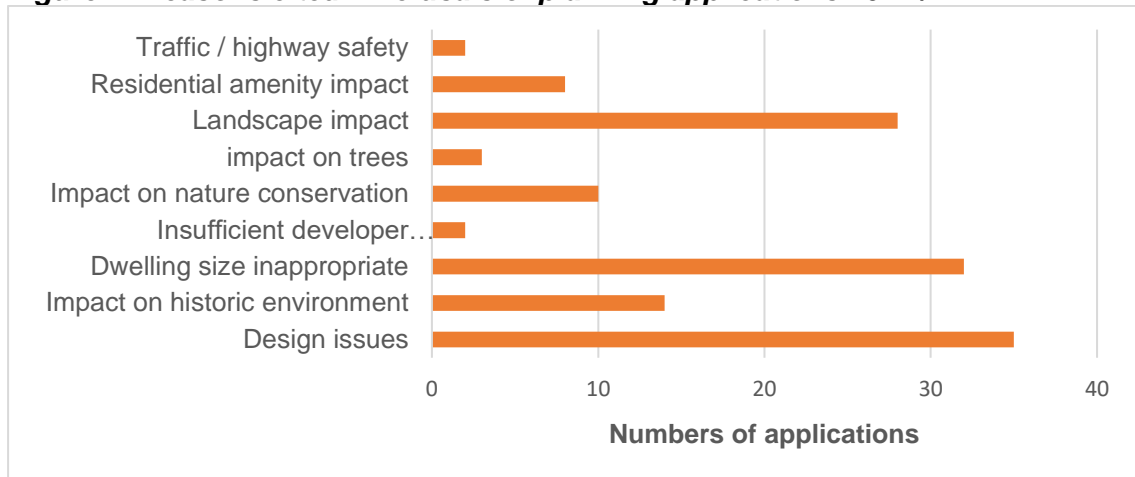
- 5.2 A total of 982 applications for planning permission were determined between 1 April 2021 and 31 March 2022 (a slight increase from last year). Approximately 8% of applications were subsequently withdrawn, and 8% were refused permission. These proportions remained broadly the same as last year.
- 5.3 Implementation of the Authority's planning policies for the built environment 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 broadly the same as 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.
- 5.4 Planning applications are also assessed against relevant supplementary planning documents including the Authority's Design Guide, which has been updated to reflect changes in national and local policy, and greater emphasis on sustainability, and was adopted in January 2022. Village Design Statements are also a material planning consideration, and there are seven of these covering parts of the National Park which have been adopted as Supplementary Planning Documents.

#### *Refusals of planning permission*

- 5.5 The main reasons for refusal of planning applications are illustrated in figure 2 overleaf. This highlights that, as in previous years, a significant proportion relate to unsuitable design issues, the inappropriately large size of dwellings, and impacts on the historic environment, especially for proposed development in a Conservation Area. These proportions remain comparable with last year's data.

- 5.6 The most commonly cited planning policies in refusing planning applications during this monitoring period are SP17 (Local distinctiveness); DP2 (General development principles); DP36 (Extensions to dwellings); DP18 (Design principles); DP37 (Outbuildings); and SP7 (Landscape character).

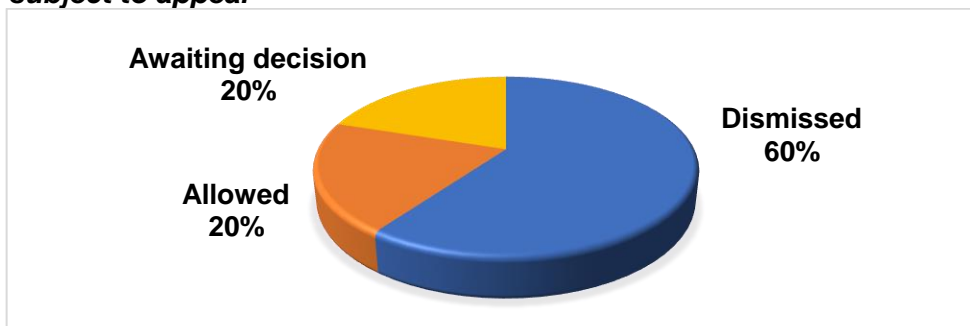
**Figure 2: Reasons cited in refusals of planning applications 2021 / 22**



Source: NFNPA

- 5.7 There were 77 planning applications refused during the monitoring period but only 16 were the subject of a subsequent appeal. The chart below shows the outcome of those appeals.

**Figure 3: Outcome of planning applications refused during 2021 / 22 that were subject to appeal**



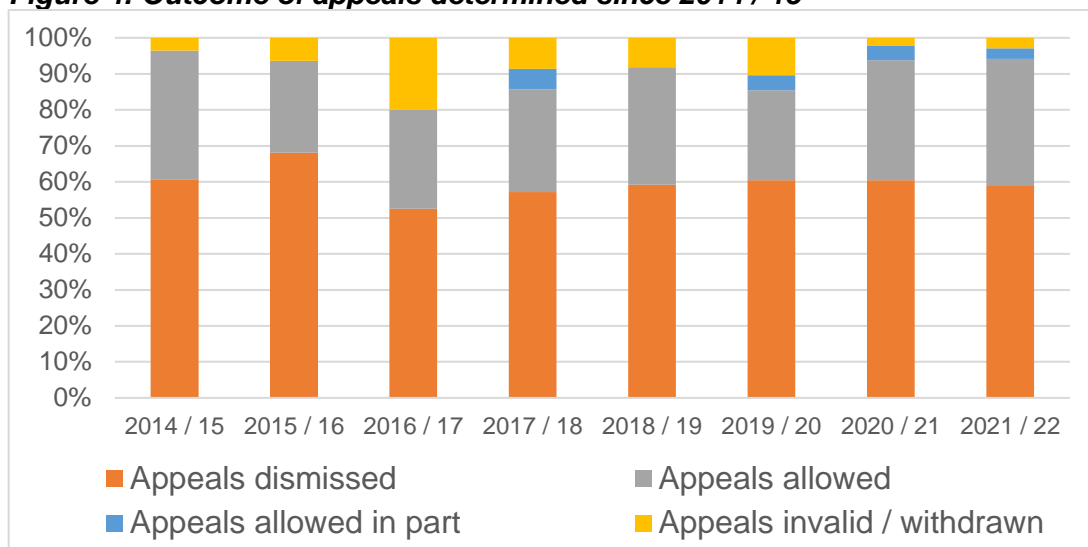
Source: NFNPA

### Appeal decisions

- 5.8 A total of 34 planning appeals were determined by the Planning Inspectorate during the monitoring period (some of which were refused planning permission by the Authority during the previous monitoring year), and their outcome is illustrated in Figure 4 overleaf. The number of appeals determined by the Planning Inspectorate is lower than last year (48 determined last year), although the proportions of appeals allowed and dismissed remain similar to those from last year, as shown in the chart overleaf.



**Figure 4: Outcome of appeals determined since 2014 / 15**



Source: NFNPA

- 5.9 The Authority’s planning team keeps an index of relevant appeal decisions within the National Park which are cited in our appeal written statements. Members are regularly updated at the monthly Planning Committee meetings with relevant appeal decisions, and set out below is a summary of some of the more typical appeal decisions received in the last monitoring year.
- 5.10 A planning application for a new dwelling in Lyndhurst within the grounds of a locally listed property was refused permission in October 2020. A subsequent appeal was dismissed in November 2021. The main issue was the impact of the proposed new dwelling on the character and appearance of the Lyndhurst Conservation Area (LCA). Despite accepting the principle of residential development in this defined village location, the Inspector found the proposal to result in a cramped layout on a back-land site, not reflecting the built form of residential development in the vicinity.
- 5.11 In concluding the Inspector states that *“the proposal would fail to preserve or enhance the character and appearance of the LCA. As such, it would be contrary to Local Plan Policies DP2, DP34, SP16 and SP17.”* Additionally, *“the proposal would not accord with Policies of the Framework which require well-designed places and the conservation and enhancement of the historic environment”*.
- 5.12 In September 2021, a retrospective planning application for an outbuilding in Bransgore was refused permission. A subsequent appeal was allowed in January 2022. The main issue was the effect of the proposal on the character and appearance of the host property and surrounding area. The Inspector considered that the appeal building was largely obscured by the main dwelling, though the visible upper elements appear as a traditional timber outbuilding which does not dominate visually. It was also thought to be more appropriate than some other poorly designed outbuildings in the area.
- 5.13 Having consideration to the Authority’s Local Plan and Design Guide and the NPPF, the Inspector concluded that *“the siting, form and massing of the*

*appeal building is acceptable and that it does not result in any harm to the character and appearance of the host property or to the landscaped character and scenic beauty of this part of the National Park*". The Inspector considered it reasonable to attach a condition restricting use of the outbuilding to that incidental to the main dwelling.

- 5.14 An application for a new recreational equestrian access to a site in Bashley was refused permission in July 2021. A subsequent appeal was dismissed in March 2022. The main issues cited in the decision notice comprise the impact on the character and appearance of the area; and the effect on the integrity of the New Forest European sites and the special interest features of the New Forest SSSI.
- 5.15 The Inspector afforded weight to the Authority's Guidelines for Horse Related Development SPD, due to its role in supporting the relevant Local Plan policies. In particular where the SPD states that "*existing field gates should be used to provide access to paddocks and stables, in order to prevent hedgerow removal and an associated urbanising impact on the rural environment. This reflects a recognition within the Landscape Character Area of harmful impacts on the National Park landscape arising from hedgerow removal, where thick hedgerows and frequent oaks are identified as forming part of the impression of being within the New Forest*".
- 5.16 The Inspector concluded that the proposal would not accord with the NPPF "*which require well-designed places and the conservation and enhancement of the natural environment*". As the appeal was dismissed on the reasons of impacts on the character and appearance of the area, the Inspector did not need to consider the impacts of the proposal on the nature conservation designations.

#### *Village Design Statements*

- 5.17 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. The weight afforded to Village Designs Statements is proportionate to the degree of consistency between the VDS, the statutory development plan for the National Park and national planning policy set out in the NPPF and accompanying NPPG.
- 5.18 Individual Village Design Statements have now been adopted for Wellow (2011), Landford (2011), Ashurst and Colbury (2013), Boldre Parish (2013), Sway (2013), and Hordle (2015). A VDS covering Hyde was adopted in 2012, however, this has now been updated to reflect changes in national and local planning policy and was adopted in July 2022.
- 5.19 Additionally, the Authority holds an annual Building Design Awards that recognise high quality design and the best new developments in the National Park, with residential schemes, non-residential schemes, conservation

projects and green buildings all eligible for an award. The Awards did not take place during 2021 due to the Coronavirus pandemic. However, they returned in 2022 with winners including Tuckermill House in Boldre as the Best Residential Scheme comprising a modern extension which maximises light and views in a 1930s house. The Old Dairy in Sway was awarded Best Non-Residential Scheme, and Best Conservation Project went to the Ice House at Beaulieu Palace. Cameron's Cottage at RSPB Franchises Lodge in Landford was awarded Best Green Project winner.

### **Performance of the Built Environment policies**

- 5.20 The appropriateness of the design of proposed development continues to be an area of importance for the assessment of planning applications and remains a significant reason for refusal of applications. In addition to the local planning policies the Authority's Design Guide Supplementary Planning Document plays a part in seeking to aid applicants and developers in achieving a level of design that is more locally specific to the New Forest and appropriate to a National Park. This is complemented by a number of local Village Design Statements, which have been supported at appeals by Planning Inspectors.
- 5.21 The Authority's Design Guide was originally adopted in December 2011 and reflected the policies in the Authority's Core Strategy. Following the adoption of the Local Plan in 2019 the Design Guide needed to be updated in line with the new local planning policies and with changes to national planning policy since 2011. This has now been reviewed and updated, and was formally adopted at the full Authority meeting in January 2022.
- 5.22 The Authority's Business Plan 2018 – 2021 identifies related built environment projects (including the review of 3 Conservation Area Character Appraisals and the publication of a list of non-designated heritage assets in the National Park) that complement the review of the development plan policies and Design Guide. Grant funding was received by the Authority to undertake work on updating the existing 'local list' of non-designated heritage assets for the National Park area. In autumn 2021 a Heritage Project coordinator was appointed, and liaison with local communities was undertaken to identify locally important heritage assets. These assets comprise a wide range of buildings, structures and sites, and over the last few months the Authority's Planning Committee has approved a significant number of these assets be added to the New Forest National Park Local List.

## 6. Vibrant Communities

**Local Plan Strategic Objective 4:** Policies DP10, DP34, DP35, DP36, DP37, SP38, SP39, DP40, DP41

Strengthen the well-being, identity and sustainability of rural communities and the pride of local people in their area.

**Local Plan Strategic Objective 5:** Policies SP19 – SP30, DP31, DP32, SP33

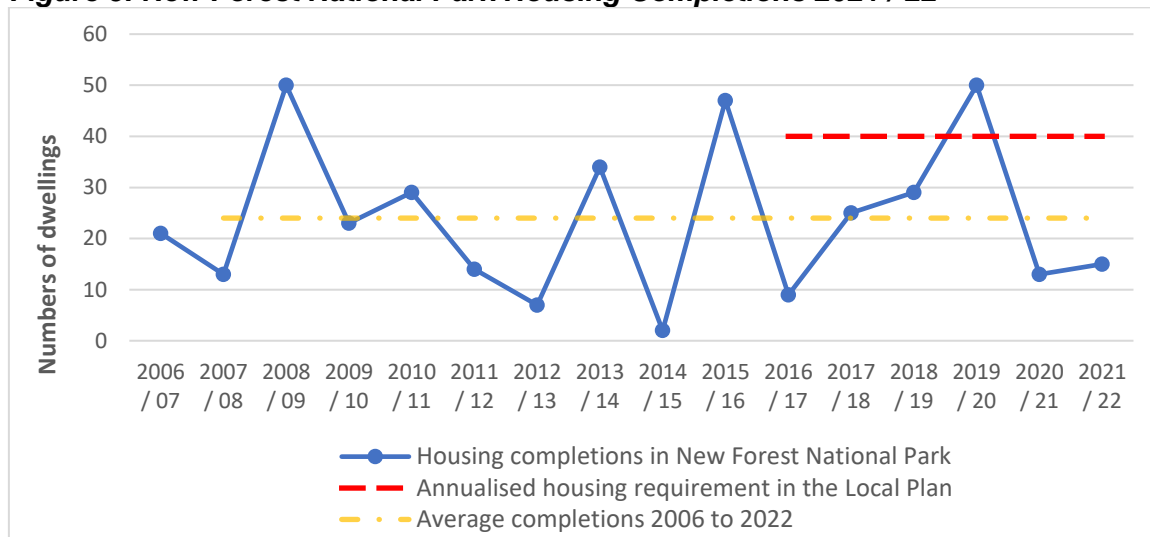
Promote appropriate housing to meet local needs and maintain the vibrant communities of the National Park.

### Housing

6.1 There was a net gain of 15 dwelling completions during the monitoring period. There were no large site completions this year. All completions were on windfall sites, with several arising from redevelopment of existing sites or conversion of existing properties. This included the redevelopment of the former Hatch Motors site in Sway for 8 dwellings. Conversions included two office to residential uses, and two separate dwellings created from a former B&B property.

6.2 The chart below illustrates completions in the National Park since 2006, and it is notable that, despite the pandemic and lockdowns during this monitoring year, there were previous years with lower completion rates.

**Figure 5: New Forest National Park Housing Completions 2021 / 22**



6.3 It should be noted that housing completions from 1 April 2016 onwards contribute to the housing requirement of the adopted Local Plan for the Plan period 2016 through to 2036. This has totalled 141 dwellings, giving an average of 24 dwellings per year, and demonstrating that the Local Plan windfall allowance of 20 net new dwellings per year is realistic.

- 6.4 Under the previous Core Strategy policies there were no housing site allocations in the National Park and therefore all development came forward through ‘windfall sites’. Consequently, Figure 5 overleaf shows 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. The housing allocations in the Local Plan are predicted to come forward slightly later into the Plan period, therefore the numbers of dwellings completed in the first few years of the Local Plan are based solely on windfall sites, and have been lower than the annualised Local Plan housing requirement.
- 6.5 Of the adopted Local Plan housing site allocations, there is a resolution to grant planning permission for 120 dwellings at land to the south of the former Fawley Power Station, whilst full planning permission has been granted on the site of the former Lyndhurst Park Hotel for 79 dwellings. The remaining three allocations are the subject of current planning applications (land at Whartons Lane, Ashurst, Ashurst Hospital in Ashurst and land at Church Lane, Sway). The sites at Whartons Lane, Ashurst and Church Lane, Sway both have Planning Committee resolutions to grant permission. Between them these two sites will deliver an additional 108 dwellings.
- 6.6 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 24 new dwellings completed each year. This development contributes to addressing local housing needs arising from communities within the National Park, in accordance with the Authority’s socio-economic duty.

#### *Five year housing supply*

- 6.7 Current 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<sup>1</sup>. The Authority’s five year housing supply calculation is based on the housing requirement set out in the adopted Local Plan which runs from 2016 to 2036. The calculation is set out at the start of Appendix 2 of this report, and indicates that the Authority currently has in excess of a 5 year housing land supply. It should also be noted that the Authority is not covered by the Government’s ‘Housing Delivery Test’ and national planning policy continues to recognise that National Parks are areas where development should be restricted.
- 6.8 The Authority currently has a stock of outstanding planning permissions for 114 net new dwellings, with roughly a third already under construction. The details of the sites making up the five year housing land supply are set out in Appendix 2 of this document.

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<sup>1</sup> The Government is consulting on proposed changes to the NPPF – [Levelling-up and Regeneration Bill: reforms to national planning policy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/levelling-up-and-regeneration-bill-reforms-to-national-planning-policy) – which would amend this.

### *Location of new housing*

- 6.9 Approximately 70% of new dwelling completions were in one of the four defined villages, compared to 62% last year. A significant number of this year's new dwelling completions were on the former Hatch Motors site at Sway. New dwellings completed outside the defined villages included conversions from office to residential. They are considered appropriate outside the defined villages thereby complying with relevant Local Plan policies (Policies SP4 and SP19).
- 6.10 Policy SP5 of the Local Plan requires new development to comply with the Habitats Regulations to avoid or fully mitigate any potential adverse effects on the ecological integrity of the National Park's internationally designated nature conservation sites. The Authority has established a Mitigation Scheme (2020) into which developers can make a financial contribution to help mitigate the recreational impacts of new development on the designated sites. However, avoidance or mitigation may not be possible in all cases, for instance if a larger number of windfall dwellings come forward within 400m of the New Forest SAC and SPA. Consequently, monitoring this policy requires an assessment of the numbers of dwellings permitted within 400m of those designated sites. The Local Plan examination process established the principle that some new development will continue to take place within close proximity to the internationally designated sites of the New Forest, and that this scale of development should be monitored.
- 6.11 Analysis of the sites granted planning permission for housing during the monitoring period shows that four new dwellings fall within that boundary (compared to 10 last year). 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 across the National Park, and works with Natural England and other partners represented on the steering group to prioritise appropriate mitigation projects.

### *Affordable housing*

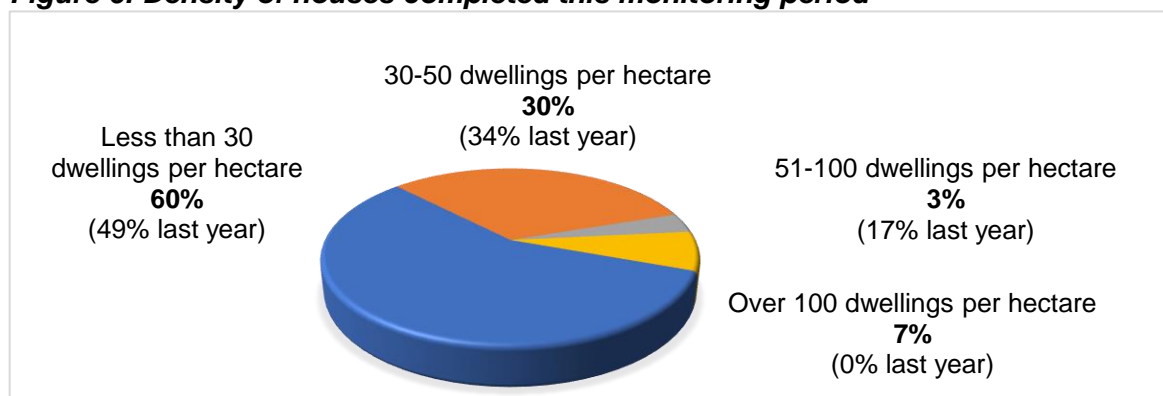
- 6.12 There were no affordable dwellings permitted or completed during the monitoring period, the same as last year. However, two affordable dwellings are under construction in Burley. This is the Authority's rural exception site for affordable housing funded using developer contributions.
- 6.13 The Authority continues to work with local communities and partners to identify appropriate rural exceptions sites for affordable housing. Such sites are supported by the adopted Local Plan policies and have helped deliver over 30 net new affordable dwellings in the National Park since the Authority assumed its planning responsibilities in 2006.
- 6.14 In addition, the Local Plan includes a number of housing site allocations which will contribute a significant level of new affordable housing for local people in

identified housing need the National Park. The consented application for the redevelopment of the former Lyndhurst Park Hotel site includes on-site affordable housing provision and other Local Plan site allocations are the subject of current applications that include a policy compliant level of on-site affordable housing provision. The applications at the former Fawley Power Station site, Whartons Lane in Ashurst and Church Lane in Sway would deliver circa 115 new affordable dwellings for local people in housing need.

### *Housing density*

- 6.15 The following diagram illustrates the density of dwellings completed during the monitoring period. It should be noted that the data has been calculated on a mix of net and gross floor area as the data on net developable floor area was not available for all sites.

**Figure 6: Density of houses completed this monitoring period**



Source: Hampshire County Council

- 6.16 The completions that are 'Over 100 dwellings per hectare' comprise the subdivision of an existing flat in Lyndhurst High Street into two flats. The lowest density developments are largely comprised of new individual dwellings. The Local Plan policies (particularly Policy DP34) recognise that a range of development densities will be appropriate across the National Park, depending on the site specific circumstances.

### *Lawful Development Certificates*

- 6.17 In addition, there were seven dwelling units identified through the Lawful Development Certificate procedure during the monitoring period (compared to five units last year). These arose from the removal of an agricultural occupancy condition on one property and the rest from buildings being used as separate dwellings, including two as holiday lets.

### **Defined villages**

#### **Retail**

- 6.18 The Local Plan sets out shopping frontages in the four defined villages in the National Park. The relevant Local Plan policy DP40 (Change of use from retail

in the defined villages) seeks to safeguard the role of the defined villages in meeting some of the day-to-day retail needs of local residents and visitors.

- 6.19 From 1 September 2020, the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 came into effect. These changes have resulted in the revocation of Classes A and D from the Use Classes Order which limits the effectiveness of how the shopping frontage policies can be monitored. This means that shops, financial and professional services and cafes and restaurants all now fall within Class E, and can change between different uses within that class without needing to apply for planning permission.
- 6.20 However, a survey of the shopping frontages in the four defined villages was undertaken in June 2022, and analysed for the purposes of this monitoring report on the basis of the old use classes. This identified little change from the last monitoring period. In the villages of Brockenhurst and Lyndhurst the numbers of retail (A1) units remain above the recommended minimum of 50%, at 57% and 57% respectively. The proportion of retail units in Sway at 33% remains the same proportion as last year, although this lies below the recommended policy threshold of 40%. The proportion of retail units in Ashurst also remains the same as last year at 23%, which remains significantly below the minimum threshold of 40%. However, as the shopping frontage in Ashurst comprises 13 units (both retail uses and non-retail uses) it is particularly sensitive to any change of use in one or more of those units and results in a proportionally significant overall change in the percentage value (as opposed to say Lyndhurst where there are 83 units, thus a change of one or two units has very little impact on the overall percentages).
- 6.21 With regard to vacancy rates, there was little change from the 2021 figures. Ashurst had one vacant unit in 2022, compared to none last year. Brockenhurst had fewer vacancies than last year, at two vacant units (compared to five last year). Conversely, Lyndhurst had the same level of vacant units as last year, at seven units (five of which were retail units). Sway also had the same vacancy rate as last year, with two vacant units (one retail unit).

### **Community facilities**

- 6.22 Throughout the last monitoring year, a small number of planning applications have been permitted for community facilities, spread throughout communities across the National Park. These applications comprise improvements to a church in Copythorne, a new boardwalk at Landford Bog Nature Reserve and, extensions to the Scout headquarters in Burley and the War Memorial Hall in Pilley (which will help facilitate a community shop and post office). The Local Plan supports the retention of existing community facilities and the development of essential community facilities, in accordance with the Authority's socio-economic duty (set out in Policy SP39).



## Developer contributions

- 6.23 Policy SP38 of the Local Plan emphasises that development proposals shall make provision for the infrastructure and measures necessary to ensure 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, relating to affordable housing, public transport and open space.
- 6.24 Developer contributions are also required to mitigate the impacts of increased recreational pressures associated with new residential and visitor accommodation development on the internationally protected habitats of the Solent coast and the New Forest heathlands. Further details of these mitigation schemes can be found in the Authority's updated [Habitat Mitigation Scheme](#) (2020) and the [Bird Aware Solent Strategy](#).
- 6.25 In the 2021 – 2022 reporting year, the biggest financial contributions received overall were the affordable housing and transport contributions arising from the redevelopment of the former Redmayne Engineering site in Brockenhurst (planning application reference 20/00236), which contributed £301,100 towards off-site affordable housing delivery, and £33,786 toward local transport schemes.
- 6.26 The developer contribution monies received and released by the Authority during the monitoring period are set out in the table below.

**Figure 7: Developer contributions 2021 / 2022**

Type of Contribution	Amount received	Amount released
Affordable housing	£301,100	£52,807
Public open space, sport & recreation	£0	£0
Transport	£33,786	£33,786 transferred to Hampshire County Council for local transport measures
New Forest SPA habitat mitigation	£70,635	£28,614
Solent SPA habitat mitigation	£7,686	£7,686 transferred to the Bird Aware Solent habitat mitigation scheme
<b>TOTAL</b>	<b>£413,207</b>	<b>£122,893</b>

Source: NFNPA

- 6.27 During 2021 – 2022 no public open space contributions were either received or released. However, the Authority resolved to grant planning permission for the Local Plan site allocations for housing at Whartons Lane in Ashurst, and Church Lane in Sway, both of which will include new on-site public open space provision for the benefits of new residents and the existing community.

- 6.28 Changes in national planning policy mean that the National Park Authority is only able to negotiate financial contributions towards transport infrastructure from larger developments. Given the typical profile of development in the protected landscape of the New Forest National Park, transport contributions are not usually triggered. In 2021 – 2022 the Authority received £33,786 in transport contributions from the redevelopment of the former Redmayne Engineering site in Brockenhurst. These funds were transferred to Hampshire County Council as the statutory highway authority for this area of the National Park.
- 6.29 In this monitoring period a total of £52,807 affordable housing developer contributions was spent as part of the pre-commencement work for the Authority's two affordable dwellings at Burley.
- 6.30 The Authority continues to negotiate contributions towards habitat mitigation measures focused on both the New Forest and Solent coast Natura 2000 sites. As these contributions are required to demonstrate legal compliance, they are sought from all net new dwellings and visitor accommodation permitted in the National Park, unlike other forms of contributions where various site size thresholds apply. During 2021 – 2022, habitat mitigation contributions towards the New Forest's internationally designated sites were also sought from seasonal campsite uses under the requirements of the Habitats Regulations.
- 6.31 Developer contributions towards the New Forest SPA, are used to implement a range of mitigation measures. The Authority's New Forest Habitat Mitigation Scheme is overseen by a Steering Group comprising officers from Natural England, RSPB, the Hampshire & Isle of Wight Wildlife Trust and New Forest District Council which meets annually.
- 6.32 Contributions to the Scheme were spent on a number of mitigation measures during the 2021-22 reporting period including communications and media development, as well as employing two seasonal rangers (at a total cost of £16,117) who 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.
- 6.33 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. These contributions are received by the Authority but are 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. The key mitigation measure funded is a team of rangers who patrol the Solent coast, including the National Park's coastline. The rangers aim to reduce bird disturbance by helping people to better understand the importance of the over-wintering birds and their vulnerability to disturbance. Funds are also spent on associated monitoring, marketing and communications.

- 6.34 More details of the developer contributions received and spent can be found in the Authority's [Infrastructure Funding Statement](#), published on the Authority's website in December 2022.

### **Neighbourhood Plans**

- 6.35 There are eight Neighbourhood Areas that have been formally designated by the Authority. These comprise Ringwood Town (area designated in February 2021), Fordingbridge Town (area designated in April 2020), 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).
- 6.36 The draft New Milton Neighbourhood Plan was subject to a local referendum on 6 May 2021 and a total of 88% of those who voted supported the Neighbourhood Plan, with a turn-out of 35%. Following this positive public endorsement, the Authority formally adopted (or 'made') the New Milton Neighbourhood Plan at the full Authority meeting on 1 July 2021 for the part of the parish within the National Park. This joins the Hythe and Dibden Neighbourhood Plan as the two 'made' Neighbourhood Plans covering the respective parts of those parishes within the National Park.
- 6.37 The Authority will continue to work with the above mentioned local communities as they develop their Neighbourhood Plans, together with any other National Park communities wishing to prepare a Plan.

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

- 6.38 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.
- 6.39 The Authority has kept a register since 1 April 2016, and there are 383 individuals on the register (as at 30 October 2022). During the period 31 October 2021 to 30 October 2022 a total of 46 individuals signed up to be on the register, which is less than half the numbers who signed up between Oct 2020 and October 2021. Approximately 21% of all those on the register would prefer a self build plot within, or adjacent to a, defined village (i.e. Ashurst, Brockenhurst, Lyndhurst or Sway), with a further 21% wanting a site elsewhere in the National Park. Additionally, 57% would be content with a site in either a defined village or anywhere else in the National Park, whilst 1% of individuals did not give an answer.
- 6.40 Local planning authorities have a legal duty to grant sufficient planning permissions to meet the demand for self-build and custom housebuilding in their area (as indicated by the register) on a rolling three-year basis. To date

the Authority has permitted sufficient suitable permissions, but given the high level of recent additions to the register it is unclear whether this will be possible in future years. The Government is also proposing changes to self and custom build provision through the Levelling Up & Regeneration Bill. The numbers on the register and numbers of suitable permissions granted are reported on an annual basis to the Government.

### **Performance of Vibrant Communities policies**

- 6.41 Although housing completions in this monitoring period were only slightly higher than last year, there continues to be good progress on the Local Plan housing site allocations, which all have either a grant of planning permission or a submitted planning application. Work at the site of the former Lyndhurst Park Hotel has commenced, which will deliver 79 new dwellings (including some on-site affordable housing provision).
- 6.42 In addition, there remains a stock of sites with unimplemented planning permissions for residential development, which is an increasingly important material consideration for planning inspectors when assessing planning appeals for proposed housing development. The Authority also has in excess of a five year housing land supply.
- 6.43 Overall, development for housing during the monitoring period has come forward in line with the policies in the Authority's Local Plan.

## 7. A Sustainable Local Economy

**Local Plan Strategic Objective 6:** Policies SP42, SP43, SP44, SP45  
Develop a diverse and sustainable economy that contributes to the well-being of local communities throughout the Park.

**Local Plan Strategic Objective 7:** Policies SP48, DP49, DP50, DP51 – DP53  
Encourage land management that sustains the special qualities of the National Park.

**Local Plan Strategic Objective 8:** Policies SP46, DP47  
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*

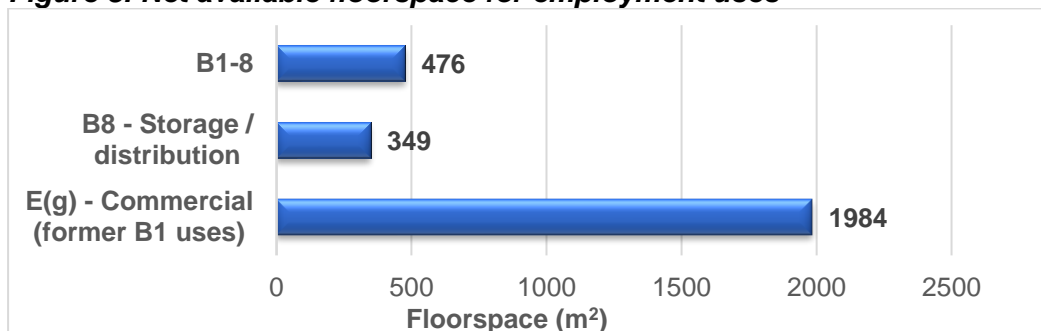
*Total amount of employment floorspace on previously developed land*

7.1 There was a net gain of 151 m<sup>2</sup> of industrial and office floorspace completed during the monitoring period, compared to a net loss of 216 m<sup>2</sup> last year. This comprised a gain of floorspace through the change of use and redevelopment of units to B8 storage use at Sway, set against a loss of floorspace at Paulton’s Park (although this will in due course be replaced by purpose built office units). Both sites are previously developed land and part of existing employment sites. These figures do not include the loss of offices which have been converted to residential uses under permitted development rights as the floorspace data is not available.

*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 Local Plan. This approach was supported by the Local Plan Inspectors in 2019. An analysis of available employment land reveals that there is a stock of sites with planning permission for industrial and office uses totalling some 2,809 m<sup>2</sup> floorspace (see graph below), compared to 2,972 m<sup>2</sup> last year. Only one of these sites is in a defined village, although they all comprise extensions or improvements to existing sites and premises, in line with Policy SP42 in the Local Plan.

**Figure 8: Net available floorspace for employment uses**



Source: Hampshire County Council

- 7.3 From 1 September 2020, the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 came into effect. This introduced a new Use Class 'E' which now covers commercial, business and service uses and incorporates the former B1(a) offices use. This means that uses within this class can change use without requiring an application for planning permission. General industrial (B2) and storage and distribution (B8) use classes remain broadly unchanged. The implications of this change will be assessed in future reports.

### **Conversions from office to residential use**

- 7.4 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 and made permanent in October 2015. During the monitoring period there were two conversions from office to residential use completed, compared to none last year.

### **Telecommunications**

- 7.5 There were eight applications approved for telecommunications infrastructure during the monitoring period. One of these was a determination as to whether prior approval was required in respect of the installation of 4 DSLAM cabinets, a 20 metre high monopole, paving and associated ancillary works. The apparatus is proposed on an adopted highway in Netley Marsh, and the works are required to upgrade the existing apparatus to provide improved coverage and capacity in relation to new 5G services. It has been identified that there is an acute need for a mast in this location in order to deliver a 5G service to the area. The height of the mast has been kept to an absolute minimum required in order to provide the new coverage. The application was submitted with a Declaration of Conformity with ICNIRP Public Exposure Guidelines which relates to the limitation of exposure of the general public to electromagnetic fields.
- 7.6 The Authority was only able to comment on the siting and appearance of the proposal as part of this application. Due to the nature of the equipment there was no scope for a more sympathetic design, despite being located within a Conservation Area. Ultimately the siting and appearance was considered acceptable and no further details were required.

### **Agriculture, farming and forestry**

- 7.7 During the monitoring period a total of 18 planning applications for agricultural development throughout the National Park were permitted, compared to 10 last year. These comprised new or replacement barns with some new agricultural buildings, as well as a few forestry related buildings. In addition, there were three development proposals for buildings for agricultural or horticultural purposes that were refused on the basis of insufficient evidence of the need for the buildings, in line with policy SP48 (The land-based economy) and policy DP50 (Agricultural and forestry buildings). Additionally, a proposed access track to serve agricultural land was refused on the grounds of impacts on the historical landscape character, and lack of agricultural justification.

- 7.8 In addition, one agricultural workers dwelling was completed during the monitoring period.

### **Recreational horsekeeping**

- 7.9 This monitoring period saw a large increase in planning permissions granted for recreational horsekeeping activities and associated development, totalling 34 applications compared to 16 last year. The majority of these permissions were for new or replacement stables, with some additional tack rooms, maneges, and a few field shelters, in dispersed locations throughout the National Park.
- 7.10 In contrast, a small number of applications were refused, on the grounds of inappropriate design, scale and form, resulting in visually intrusive proposals having an urbanising impact on the landscape of the New Forest.

### **Visitor facilities and accommodation**

- 7.11 The only visitor facilities completed during the monitoring period comprised a conversion and extension to form a restaurant and spa at the Montague Arms in Beaulieu. In addition, there remains an outstanding permission for a 38 bedroom extension to the Balmer Lawn hotel in Brockenhurst.

### **Performance of economic policies**

- 7.12 There was an increase in employment floorspace in this monitoring period, and there remains a stock of sites 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.
- 7.13 Additionally, the report highlights that proposals for employment, agriculture and recreational horsekeeping continue to be developed in line with the policies in the Authority's Local Plan.

## **8. Conclusions**

- 8.1 This report assesses the performance of the policies in the Local Plan during the monitoring period.
- 8.2 As can be seen in the previous chapters of this report many of the policies are performing well, and continue broad 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 new or improved community facilities and associated infrastructure.
- 8.3 There were slight increases in housing and employment completions this year, whilst there also remains a stock of sites with planning permission for housing or employment uses. This monitoring information highlights that 'windfall development' within the National Park remains relatively strong, which will still play an important role in addition to the housing allocations in meeting local housing and employment needs, all of which are now in the pipeline, either as planning permissions or submitted planning applications.
- 8.4 The broad conclusion of this year's monitoring shows that the Local Plan policies are continuing to perform effectively and are achieving the Local Plan's objectives, whilst also supporting the New Forest National Park's purposes and special qualities.



## APPENDIX 1: Key Local Plan Indicators

Key:

	Aim achieved		Aim partially achieved		Aim not achieved		Neutral / Unknown
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### Protecting and Enhancing the Natural Environment

Indicator	Target	Local Plan policies	Outcome	
Mitigation measures funded by developer contributions	No target	SP5, SP6	£28,614 spent on ecological mitigation for the New Forest's designated sites	
Planning applications refused on landscape grounds	Not to allow development that would have adverse impacts on the Park's landscape	SP7	Remains a significant reason for refusal, supported at appeal	
Planning permissions granted contrary to Environment Agency advice on water quality & flooding	Zero applications		Zero applications	
Monitor levels of windfall development within 400m of the New Forest SPA & SAC	To ensure potential urban edge impacts of windfall development within 400m are mitigated	SP5	Extant permissions for four new 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	SP5, SP6	i) Small loss of priority habitats in the National Park, representing 0.02% of the total area.  ii) 2 new SINC's created, resulting in a net gain of 4.95ha	
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	DP10	No net loss of open space. New provision proposed on Local Plan site allocations in Ashurst & Sway	
Applications refused on the basis of impacts on the coast	Not to allow development that would have adverse impacts on the Park's coast	DP13	Zero applications	

Level and type of renewable and low carbon energy schemes permitted	Increase in numbers of applications permitted	SP14	Moderate number of schemes permitted, comprising domestic solar panels, or heat pumps.	
Work with neighbouring authorities to monitor changes in air quality on the New Forest's Natura 2000 sites	To establish the trend of movement in critical levels of pollutants for the Natura 2000 sites and work with partners on a strategic mitigation package if significant effects are likely to affect the integrity of sites	SP5, SP6	Ecological consultants monitoring air quality in 2021 and beyond. See paragraphs 4.7 - 4.11 for more details.	

### Protecting and Enhancing the Built Environment

Indicator	Target	Local Plan policies	Outcome	
Planning applications refused on the basis of impacts on the historic environment	Not to allow development that would have adverse impacts on the Park's historic environment	SP16	Remains a significant reason for refusal and the new Local Plan policies have been strengthened.	
Planning applications refused on design grounds	Not to allow development that would be incompatible with the character of the area	SP17, DP18	Remains a significant reason for refusal	

### Vibrant Communities

Indicator	Target	Local Plan 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	SP1, SP19, SP42	Most new development lies in or adjacent to the defined villages, or is appropriate to a rural location (as supported by Policy SP4)	
Density of new dwellings completed	Not to allow development that would be incompatible with the character of the area	DP2	Density reflects area's character & nature of sites	

Number and size of replacement dwellings permitted	Not to allow development that would be incompatible with the character of the area	DP35	17 replacement dwellings permitted	
Location and type of retail development permitted	Retain retail uses in 50% of the shopping frontages in Lyndhurst and Brockenhurst, and 40% in Ashurst and Sway shopping frontages	DP40	Brockenhurst & Lyndhurst have more than the recommended proportion of retail units, whilst Sway & Ashurst have fewer retail units (see paragraph 6.18 – 6.21 for details)	
Location and type of new / enhanced community facilities	Net gain in facilities / improved facilities	SP39	Net gain of a range of new and improved facilities	
Location and type of new housing permitted and completed	To meet the Local Plan requirement of 800 dwellings between 2016 & 2036	SP19	15 net dwellings completed, with 70% within the defined villages	
Location and type of affordable housing permitted and completed	50% in defined villages; rural exception sites elsewhere	SP27	Zero dwellings completed or permitted. Local Plan site allocations will deliver significant affordable housing	
Applications permitted for agricultural or forestry workers dwellings	-	DP31	Permission granted for one agricultural workers dwelling	
Net additional pitches permitted for gypsies, travellers and travelling showpeople	-	SP33	Zero pitches permitted or completed.	

## A Sustainable Local Economy

Indicator	Target	Local Plan policies	Outcome	
Total amount of additional employment floorspace completions – by type	No significant net loss	SP42	Net gain of 151 m <sup>2</sup> of floorspace	
Total amount of employment floorspace on previously developed land – by type		SP42	151 m <sup>2</sup> of floorspace	
Employment land available – by type		SP42 - 43, DP44 - 45	2,809 m <sup>2</sup> floorspace	
Existing employment sites lost to other uses due to the implementation of permitted development rights	No target	SP42	2 office units lost to residential uses	

Applications permitted for agricultural and forestry buildings	-	DP50	18 permitted	
Applications permitted for recreational horse-keeping and associated development	-	DP51, DP52, DP53	34 permitted	
Planning applications for new or improved visitor facilities and accommodation	To ensure the defined villages remain the focus for visitor facilities & accommodation	SP46, DP45	Extension to Montague Arms in Beaulieu permitted	

## APPENDIX 2: 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 Local Plan which is 800 dwellings between the period 2016 and 2036. The Authority currently has in excess of a deliverable 5 year supply of housing land based on unimplemented planning permissions and anticipated housing site allocations and windfalls over the next five years.

		<b>Dwellings</b>
<b>A</b>	Housing requirement in the Local Plan period	800
<b>B</b>	Completions so far in the Plan period	141
<b>C</b>	Number of dwellings left to deliver in the Plan period (A – B)	659
<b>D</b>	Number of years of the Plan period left	14
<b>E</b>	Annualised average requirement for the remainder of the Plan period (C ÷ D)	47
<b>F</b>	5-year housing supply requirement (E x 5)	235
<b>G</b>	5% buffer to add to the 5-year housing supply (F x 0.05)	12
<b>H</b>	5-year housing supply requirement with 5% buffer (F + G)	247
<b>I</b>	Number of dwellings predicted to be completed in 5 year period 2022 / 23 to 2026 / 27	364
<b>J</b>	Number of years of housing supply (I ÷ H x 5)	7.4

**Schedule of sites with unimplemented planning permission for housing (as at 31 March 2022)**

REF.	NET AREA	ADDRESS	LOCALITY	DWELLINGS NET GAIN	UNDER CONSTRUCTION
18/00517	0.12	LAND ADJACENT TO PARK LODGE, RINGWOOD ROAD,	BURLEY	2	2
09/94638	1.12	SHRIKE COTTAGE, HOLMSLEY, BURLEY	RINGWOOD	1	1
10/95596	1.02	HOLMSLEY LODGE, HOLMSLEY, BURLEY	RINGWOOD	1	0
21/01000	1.07	GODWINS HOUSE, WATERDITCH ROAD, BRANSGORE	CHRISTCHURCH	1	1
18/00995	0.56	THE SPINNEY, SETLEY	BROCKENHURST	1	1
19/00338	0.07	AVENUE HOUSE, EAST BANK ROAD	BROCKENHURST	1	0
19/00407	0.02	66 & 68 BROOKLEY ROAD	BROCKENHURST	1	0
19/00320	0.02	13 BROOKLEY ROAD	BROCKENHURST	2	0
19/00279	0.12	INCHOLM, NORTH ROAD	BROCKENHURST	3	0
19/00547	0.08	13 CHESTNUT ROAD	BROCKENHURST	1	0
18/00497	0.36	FORMER REDMAYNE ENGINEERING SITE STATION APPROACH	BROCKENHURST	9	0
19/00395	0.04	TANGLEWOOD STABLES, BALMER LAWN ROAD	BROCKENHURST	1	0
20/00784	0.06	FOREST VIEW, 2 MARTINS ROAD	BROCKENHURST	1	1
20/00620	0.13	BROOKWOOD, SWAY ROAD	BROCKENHURST	1	0
19/00623	1.20	NEW FOREST ACTIVITY CENTRE, RHINEFIELD ROAD	BROCKENHURST	1	0
20/00554	0.01	7-9 HAYTERS COURT, GRIGG LANE	BROCKENHURST	5	0
21/00677	0.02	LAND AT DILTON FARM	BROCKENHURST	1	0
19/00810	0.09	GLENGARRY, MAIN ROAD	EAST BOLDRE	1	1
10/95257	1.06	TREGONALS BUNGALOW, LYMINGTON ROAD	EAST END	1	1
10/95509	0.17	FAIRWEATHER GARDEN CENTRE, HIGH STREET	BEAULIEU	6	0
20/00489	3.52	SITE OF LITTLE MARSH HOUSE, PARKSHORE	BEAULIEU	1	1
20/00072	0.11	HARLICKS HILL, HATCHET LANE	BEAULIEU	2	0
20/00943	6.99	MALLARDS, BUCKLERS HARD	BEAULIEU	1	1
19/00150	0.27	ROCKFORD FARM BARN, ROCKFORD ROAD	ROCKFORD	1	0
18/00794	1.73	BROOM COPSE FARM, MOYLES COURT, ELLINGHAM DROVE	ROCKFORD	1	0
18/00272	0.38	OAKLANDS, RINGWOOD ROAD	NORTH GORLEY	1	1

19/00911	1.76	PETERS HOLD, NEWTOWN ROAD	MINSTEAD	0	0
17/00016	0.06	COPYTHORNE LODGE FARM, ROMSEY ROAD	COPYTHORNE	1	1
15/00740	0.30	LARK RISE, SANDY DOWN	BOLDRE	1	1
15/00767	0.07	SHIRLEY HOLMS FARM, SHIRLEY HOLMS	SWAY	1	0
18/00548	0.07	LAND REAR OF 1 & 2 SHELLEYS COTTAGES, MANCHESTER ROAD	SWAY	1	0
20/00672	0.08	THE COTTAGE, STATION ROAD	SWAY	1	0
20/00208	0.51	SITE OF HOLLY HILL, HANGERSLEY LANE	RINGWOOD	1	1
18/00920	0.13	HOME FARM COTTAGE, HALE LANE	HALE	1	0
20/00225	0.02	WORKSHOP ADJACENT AVEBURY, SHEPHERDS ROAD	BARTLEY	1	0
17/00025	0.21	CANANDO FARM, TATCHBURY LANE	WINSOR	1	1
17/00939	1.54	TATCHBURY MANOR, TATCHBURY LANE	WINSOR	10	10
20/00194	2.13	CARLTON HOUSE, RINGWOOD ROAD	WOODLANDS	29	0
12/97577	0.02	16 LAND TO THE REAR OF WOOD ROAD	ASHURST	1	1
20/00443	0.11	LAND OF DENE LODGE, VAGGS LANE	HORDLE	1	1
19/00233	0.04	ROWAN COTTAGE, 6 SHAGGS MEADOW	LYNDHURST	1	0
17/00019	0.05	LAND ADJACENT TO 7 HASKELLS CLOSE	LYNDHURST	1	0
19/00063	0.23	WOODPECKER, SANDY LANE	LYNDHURST	1	0
19/00729	0.02	68 HIGH STREET	LYNDHURST	2	0
19/00275	0.02	35 LAND TO REAR OF HIGH STREET	LYNDHURST	1	0
15/00763	0.14	RUFUS HOUSE HOTEL, SOUTHAMPTON ROAD	LYNDHURST	1	1
21/00141	0.06	1 HEATHER HOUSE, SOUTHAMPTON ROAD	LYNDHURST	1	0
20/00846	0.06	11 CEDAR MOUNT	LYNDHURST	1	0
18/00615	0.08	PART PARCEL OS SU3808 LAND BIRCHLANDS FARM, CARTERS LANE	MARCHWOOD	1	1
21/00828	0.06	LITTLE NORMANDY, NORMANDY LANE	LYMINGTON	1	1
20/00773	0.11	CLOUD HOTEL, MEERUT ROAD	BROCKENHURST	2	0
22/00050	0.10	GUEST HOUSE, THE WILLOWS, 72 LYNDHURST ROAD	ASHURST	1	0
20/00748	0.21	LAUREL COTTAGE, CANADA COMMON ROAD	WEST WELLOW	1	1
08/93142	0.07	THE WHITE HOUSE, LAND ADJACENT FOREST ROAD	NOMANSLAND	1	1
				<b>114</b>	<b>32</b>