

**Application Number:** 21/11723 Outline Planning Permission

**Site:** SS13 - LAND OFF, MOORTOWN LANE, RINGWOOD (NB: PROPOSED LEGAL AGREEMENT)

**Development:** Hybrid planning application comprising a total of 443 dwellings: Outline planning permission (all matters reserved except access) for residential development of up to 293 dwellings, public open space, ANRG, SuDS, Landscaping, other supporting Infrastructure associated with the development; Full permission for 150 dwellings with means of access from Moortown Lane, associated parking, ANRG, open space, landscaping, and SuDS, other supporting Infrastructure associated with the development. This application is subject to an Environmental Assessment and affect Public Rights of Way.

**Applicant:** Crest Nicholson South

**Agent:** Savills

**Target Date:** 06/05/2022

**Case Officer:** Robert Thain

**Officer Recommendation:** Service Manager - Grant

**Reason for Referral to Committee:** Decision deferred from September Planning Committee

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## BACKGROUND

This planning application was first considered by the Planning Committee at its meeting on 11<sup>th</sup> September 2004. The Officer Report for that meeting is attached at [Appendix 1](#). The written update paper is provided at [Appendix 2](#).

## INTRODUCTION

At its meeting of 11<sup>st</sup> September 2024, the Planning Committee resolved to defer this planning application. The printed minutes from that meeting set out that the application was deferred:

*“...in order to enable a three way dialogue between the District Council as local planning authority, the applicant and Ringwood Town Council over the proposed housing mix relative to the aspirations of the Neighbourhood Plan. That discussion should explore whether more smaller units could potentially be provided through further amendments to the application”.*

Since the Planning Committee on 11<sup>th</sup> September Officers have facilitated two meetings between the applicant, their agent and representatives of the Ringwood

Town Council. These meetings took place on 24<sup>th</sup> September and 30<sup>th</sup> October 2024 respectively.

### **24<sup>th</sup> September meeting**

At the meeting between Officers, the Applicant (Crest Nicholson) and Ringwood Town Council (RTC) on 24<sup>th</sup> September the representatives of the Town Council identified that in addition to the matter of the housing mix on the site - the minuted reason for deferral - the Town Council also had concern regarding:

- First Homes;
- Study rooms;
- Three-storey houses;
- The design and sustainability of the homes being proposed; and
- The lack of the access to the north-western corner of the site.

### *Housing*

It was discussed in the meeting that the number of proposed two-bed units would still include a number of first floor rooms labelled as a “study”. RTC had previously expressed concern that these rooms were of a size, and with their location at first floor, that they could actually be used as a bedroom so the claimed two-bedroom homes were in effect three-bedroom units and would not actually qualify as a smaller unit and accord with policy R5 of the Neighbourhood Plan.

Officers and the Applicant referred RTC back to the written update paper to the September Planning Committee meeting. The Nationally Described Space Standards (NDSS) deal with internal spaces within a new dwelling. The study rooms fall short of the minimum standard of living accommodation (both in area and width) to qualify as a single bedroom when measured against the NDSS. It is considered that in the absence of a locally prescribed standard that the NDSS is the best measure to ensure developments have adequate living conditions for future residents. The study rooms fall short of the accommodation space required to be counted as a bedroom and to count it as such would be harmful to the living conditions of future residents.

### *Three storey homes*

Representatives of the Town Council queried the location in Phase 1 of the proposed two 3-storey buildings. It is the Town Council’s view that the site allocation is to be an extension to the southern side of Ringwood and to that end the taller buildings should be further north and adjacent to the existing southern edge of the town as opposed to the centre of phase 1. The applicant agreed to review this position. This is addressed later in the report.

### *North-western access*

RTC continued to express concern at the lack of delivery of the north- western access connecting to Wellworthy Way.

Officers reminded RTC that this particular access within the Local Plan allocation for SS13 is outside of the application site and is not land in the control of the applicant.

The issue of the north-western access is considered later in this report.

*Building sustainability:*

The Town Council challenged the applicant as to the sustainable credentials of their buildings and sought to push the developer beyond the building regulations and to encourage the delivery of more sustainable homes. The applicant agreed to provide further commentary on this matter. This is addressed later in the report.

*Summary*

Following the meeting on 24<sup>th</sup> September the applicant wrote to both the Town Council and the District Council on 7 October 2024 to formally set out the proposed changes to the housing mix (reflective of the meeting) and also to provide the requested clarification on the other points raised by RTC.

The District Council has then undertaken a focused re-consultation with comments sought from the Town Council and NFDC Housing Services on the proposed housing mix amendments.

The applicants subsequently set out a detailed response on these matters in a letter dated 7 October 2024 which has been made publicly available on the NFDC website (Appendix 3). The contents of the 7 October letter are addressed in the Planning Assessment set out later in this report.

**30<sup>th</sup> October meeting:**

At the second three-way meeting on 30 October 2024 the representatives of Ringwood Town Council (RTC), the District Council and the Applicant (Crest Nicholson) discussed the following points:

- The access to the north-west through Wellworthy Way
- Pedestrian and cycle connectivity
- First Homes
- Housing mix; and
- Sustainability

*North-west access:*

NFDC confirmed that there was engagement with Hampshire County Council (HCC) as landowner. It is understood that HCC is progressing a scheme of its own that could stand in isolation to the application. There has been no engagement with the applicant by HCC to progress a comprehensive scheme.

It was accepted that the applicant has no control over the HCC land and the access in the north-west of the allocation cannot be provided by the application. This results in the conflict between the application and the requirements of Local Plan Policy SS13 criterion (iii)(b).

The Town Council Members sought confirmation over an emergency access to the site with only one access. The applicant confirmed that there is an emergency access in the site corner whereby the cycleway could be used if Moortown Lane were blocked to emergency vehicles.

### *Pedestrian and cycle connectivity:*

Those representing the Town Council made the point that the north-west access would help improve the connectivity to Lidl and onwards to the town centre. The Town Council set out the position that the proposal conflicts directly with the requirements of policy R11 of the Neighbourhood Plan with regard to the appropriateness of non-car modes of travel proposed by the application.

The meeting was advised that the application will secure:

- An off-carriageway pedestrian and cycle route from the south-west corner of the site to connect with Christchurch Road
- A contribution is agreed towards delivery of pedestrian and cycle improvements on Christchurch Road which will link north towards the town centre.

There is no HCC Highways objection to the proposal.

### *First Homes:*

The Town Council impressed that Ringwood Neighbourhood Plan Policy R6 is part of the development plan and carries the full weight of a policy. The Town Council requested that the viability of first homes be formally tested.

The applicant advised that the position remains as it was at the September meeting; no first homes are proposed as part of the application.

### *Housing mix:*

On the understanding that the matter of “study rooms” remains a difference between the parties, the Town Council identified concern that the applicants offer is all in phase 2 and if the quantum of smaller homes were accepted as now proposed then there is concern that when the second phase is reached that the offer will be amended or changed.

There was discussion around providing comfort to the Town Council and that the smaller homes could be secured by a planning obligation, whilst acknowledging however it is within the gift of the applicant to seek a variation in the future.

The matter of first floor rooms being counted as a study or bedroom remains a difference between the parties. The Town Council challenged the applicant with regards to one of the 5 bedroom properties on the scheme having a bedroom below the NDSS yet it is still described as a bedroom.

### *Sustainability:*

The Town Council representatives explained that policy R10 of the Neighbourhood Plan required that applicants need to explain why achieving certain sustainable standards are not ‘feasible’. It is the lack of justification from the applicant that concerns the Town Council.

The discussion considered whether there is any merit in drafting a further planning condition to address the matter.

It was agreed that the meeting was unlikely to find any common ground with regard to the ANRG quantum and design plus the urban design critique of the scheme.

## **TOWN COUNCIL COMMENTS**

### **Ringwood Town Council**

A draft representation from Ringwood Town Council was received by NFDC Officers on 29 October 2024 with the caveat that this should not be made public.

Any additional comments made by Ringwood Town Council will be addressed in the NFDC November 2024 Planning Committee Update Sheet.

### **Councillor Comments:**

None received since NFDC Planning Committee on 11 September 2024.

### **Consultee Comments**

#### NFDC Housing:

As a strategic site allocation within the Local Plan, Land off Moortown Lane, Ringwood (SS13) has been designated to meet the identified need for housing across the district, including affordable housing. A recent review of the Council's current Housing Register identifies a total of 2094 live applicants, equating to 4621 people seeking affordable housing to rent within the district. To provide an indication of the number of applicants seeking affordable accommodation in the Ringwood area, a review of the total applicants who have identified Ringwood as their area of First Choice at application stage, results in a total of 206 live applications. The size of property required, ranges from 1 bed single person accommodation, to larger three and four bedroom housing. It should be noted that once properties become available to let, applicants who have not initially indicated a preference for Ringwood as an area may decide to bid.

In addition to the information on the level of need for affordable rented accommodation the Council's Shared Ownership Interest List provides information on the level of demand for shared ownership in the area. There are currently 789 registrations on the list from those interested in accessing shared ownership within the district.

The affordable housing proposed across phases 1 & 2 of the development, offers 93 new affordable units to rent comprising a mix of sizes and unit types and 40 new shared ownership homes including smaller 2 bedroom and family sized accommodation. This accommodation mix will help meet the range of affordable housing needs identified within the area.

The viability of First Homes is a concern to the Housing Team, these concerns are reflected in the Committee Follow Up Report from Savills, which highlights the impact on the overall viability of a development the inclusion of First Homes can have, and crucially how this leads to a reduction in the total number of affordable housing provided and a loss of affordable housing of other tenures, which as the figures above for rented affordable housing and shared ownership show, would meet an identified need.

In addition, the current model of First Homes, based on a discount of 30% of open market value, up to a maximum of £250,000 can be comparatively more expensive and less accessible than shared ownership. To purchase a First Home, buyers will need to raise a deposit based on a mortgage of 70% of the sale price, whereas to purchase a shared ownership home of equivalent value a purchaser will need to raise a deposit and access a mortgage based on the percentage they can afford e.g. 25% of the value, rather than 70%.

It should also be noted that sale of First Homes is restricted to first time buyers only, where a couple wish to purchase both parties must be first time buyers to qualify. This places notably restrictions on those who can access this housing, including those seeking a home after a relationship breakdown and are unable to purchase on the open market, or those who's circumstances have changed and need a home more suitable for their needs, whether this be for a growing family or disability.

### **Public Representations:**

No additional public representations have been received since NFDC Planning Committee on 11 September 2024.

### **PLANNING CONSIDERATIONS**

The assessment of the application remains as set out in Appendices 1 and 2 to this report.

The following assessment of planning considerations address the further matters raised in the engagement between Ringwood Town Council, the applicant and Officers of the Planning Authority subsequent to the 24 September NFDC Planning Committee.

#### **i. Housing: Housing Mix and First Homes**

In response to the reason for deferral from 24 September NFDC Planning Committee the applicant set out in their letter of 7 October 2024 that sensitivity testing had been undertaken regarding the proposed mix and the following proposed changes could be made to the application in order to address the concerns of the Planning Committee:

The applicant can increase the open market 2-bed offering in the overall mix by increasing the total in Phase 2 (Outline) by 19 units and decreasing the equivalent number of open-market three-bed houses.

As such, the overall site housing mix across all tenures would now provide (out of a total of 443 dwellings):

- 40 x 1-bed (9%)
- 181 x 2-bed (41%)
- 126 x 3-bed (28%)
- 96 x 4+bed (22%)

The proposed change in the overall housing mix would equate to small dwellings (one-bed and two-bed units) comprising 49.89%. As such, the proposal falls very short (0.11%) of Ringwood Neighbourhood Plan (RNP) Policy R5 (Smaller Housing)

which seeks a minimum of 50% smaller homes on schemes of five or more dwellings where this can be achieved without detriment to the amenities and the character of the surrounding area and neighbouring properties. This shortfall equates to approximately half a dwelling.

In this instance the NFDC Local Plan sets out:

- Ten strategic objectives (pages 17-19). This includes under the sub-title of '*To provide more homes for local people*' both Strategic Objective 4 (Housing Provision) and Strategic Objective 5 (Housing needs, mix and affordability).

As such, both housing mix and affordability are clearly identified as strategic objectives in line with NPPF paragraph 21 in the NFDC Local Plan.

Additionally:

- Paragraph 1.3 (emphasis added) states that 'this Local Plan 2016-2036 Part One: Planning Strategy sets out strategic policies, including Strategic Site Allocations capable of accommodating 100 or more homes”.

- Policy HOU1 (Housing type, size, tenure and choice) itself states that (emphasis added):

“the strategy is to ensure that all residential development helps to address the diversity of housing needs of local people at all stages of life by providing a mix and choice of homes by type, size, tenure and cost. The policy objectives are to improve the diversity of housing choice, and to achieve an overall balance of housing provision in general accordance with housing needs evidence, (accounting for site specific material considerations)”

- The supporting text to Local Plan Policy HOU2 (Paragraph 6.2) states (emphasis added):

“For policies on householder development and other non-strategic housing policy matters see also the Saved Policies (listed at Appendix A) and the relevant Supplementary Planning Documents and other published guidance”.

Notwithstanding these points however, it is considered appropriate to clarify the HOU policy position relative to the adoption of the Ringwood Neighbourhood Plan. Whilst the specific parts of the Local Plan are set out above it is considered that it remains unclear from the Local Plan that Local Plan Policies HOU1 and HOU2 specifically are strategic policies. NFDC Officers have not been made aware of any document which definitively addresses the point. As such, it is concluded that Local Plan policies HOU1 and HOU2 are not clearly identified as non-strategic policies either.

However, Officers consider that there is a reasonable mix of dwelling sizes and typologies in phase 1 and that there are future opportunities to deliver some market flats and bungalows in Phase 2.

Therefore, notwithstanding whether Local Plan Policies HOU1 and HOU2 are indeed strategic policies or non-strategic policies, taking the proposed change in housing mix into account, the proposal clearly accords with Local Plan Policy HOU1 and has a very slight shortfall against Ringwood Neighbourhood Plan Policy R5. The very slight

shortfall in smaller homes when considered against Ringwood Neighbourhood Plan Policy R5 will be addressed in the Planning Balance.

The applicants have confirmed in their letter of 7 October 2024 that they will not be providing any First Homes in the scheme.

The applicants also confirmed in their letter of 7 October 2024 the following five viability considerations when considering First Homes and set out the following commentary (italics).

- a) *Cashflow Impact*: Traditional forms of affordable housing are pre-sold to a Registered Provider (RP) and the agreed acquisition price is paid over the construction period which reduces the developers finance costs. In contrast, First Homes are sold directly by the Developer after construction, so there is no early income to offset finance costs.
- b) *Marketing Costs*: The developer will need to market the First Homes, along with all its other market units, which will result in additional marketing costs.
- c) *Higher Profit*: It is accepted that the risk profile of selling First Homes is similar to that of private housing, so a higher profit margin is applied than the margin applied to traditional affordable housing.
- d) *Reduced offer from Registered Providers*: Registered Providers use shared ownership to subsidise their offers for rented housing. If the number of shared ownership units is suppressed by First Homes, it is likely that their overall offer would be below the values assumed in the viability assessment.
- e) *Affordability*: In order to achieve affordability similar to shared ownership, the First Homes would need to be sold at a discount of between 30-50% of market value. This would reduce the value of the First Homes with a knock-on impact on viability.

As such, the applicants have set out what in their view are five material considerations which when taken together has informed their decision not to amend the overall proposed Affordable Housing offer to include 25% First Homes.

NFDC Housing has reiterated that there is a substantial need for affordable housing to rent in the District and likewise in the Ringwood area, with a significant number requiring smaller (1-bed or 2-bed) housing. NFDC Housing has also confirmed that there is a significant number of people in the District who have expressed interest in securing Shared Ownership housing.

Clearly, the requirement for 25% First Homes set out in the second sentence of the Ringwood Neighbourhood Plan Policy R6 (First Homes) could likely lead to difficulty in practice with complying with the Affordable Rent and Shared Ownership tenure provision targets set out in Local Plan Policy HOU2. For example, it is likely that at least 25% First Homes, accounting for the feedback set out in the applicant's letter dated 7 October 2024, and national planning guidance, could lead to a significant material reduction in the overall number of both Affordable Rented and Shared Ownership homes delivered.



For reference, a significant reduction in both Affordable Rented and Shared Ownership when 25% First Homes is included in the affordable housing mix is noted and set out in the NFDC First Home Advice Note set out on the NFDC website.

The proposal as it stands could make a significant contribution towards meeting the District's Affordable Housing needs particularly smaller dwellings and units for rent in line with the comments from NFDC Housing.

Clearly, there is some difficulty in practice in complying with both Local Plan Policy HOU2 and Ringwood Neighbourhood Policy R6. The proposal is not compliant with Ringwood Neighbourhood Policy R6 given that no First Homes are proposed.

However, the recommendation remains as that set out in the September 2024 NFDC Planning Committee report that whilst the proposal does not comply with Ringwood Neighbourhood Plan Policy R6, given that no First Homes are to be provided, this is outweighed by the wider social benefit of making a significant contribution towards the Districts affordable housing needs in accordance with the tenure split set out in Local Plan Policy HOU2. The non-compliance with Ringwood Neighbourhood Plan Policy R6 will be addressed in the Planning Balance.

ii. Study Rooms

The applicants set out in their letter dated 7 October 2024 that they will not be amending the study rooms which are provided in some of the two-bedroom dwellings in Phase 2 given that they fall outside the Nationally Described Space Standards (NDSS) (as set out in the Update Sheet supporting the September Planning Committee).

Essentially, Officers consider that in the absence of a locally prescribed standard that the NDSS is a material consideration which can provide a suitable measure to ensure developments have adequate living conditions for future residents.

The national Planning Practice Guidance (PPG) (a website resource) includes a chapter on Housing: Optional Technical Standards. This sets out guidance on how planning authorities can gather evidence to set optional requirements and the nationally described space standard.

The PPG sets out that:

*The government has created a new approach for the setting of technical standards for new housing. This rationalises the many differing existing standards into a simpler, streamlined system which will reduce burdens and help bring forward much needed new homes. The government set out its policy on the application of these standards in decision-taking and plan-making in a [written ministerial statement](#).*

The Written Ministerial Statement (WMS) is linked in the PPG (as of 31 October 2024) and was made on 25 March 2015. The WMS sets out (emphasis added):

*This written ministerial statement sets out the government's new national planning policy on the setting of technical standards for new dwellings. This statement should be taken into account in applying the National Planning Policy Framework, and in particular the policies on local standards or requirements at paragraphs 95, 174, and 177, in both plan making and decision-taking.*

The PPG also sets out that:

*Where a local planning authority (or qualifying body) wishes to require an internal space standard, they should only do so by reference in their Local Plan to the [nationally described space standard](#). The requirements of the space standard are set out in a supporting document – the [nationally described space standard](#).*

The applicant has reviewed the proposed Phase 1 five-bedroom houses in plots 13, 31, 33, 49, 50, 132 and 133. One of the smaller bedrooms in these units was also below NDSS standards and as such has forwarded revised floorplans which provide all bedrooms in these plots to NDSS standard. The external dimensions remain unchanged.

However, the other proposed study rooms fall short of the accommodation space required to be counted as a bedroom against these standards and to count it as such could be harmful to the living conditions of future residents, notwithstanding how other sites are marketed and in the absence of a Local Plan policy on the matter.

In summary, the floor area of the proposed study rooms in some Phase 1 houses falls below the standard set out for a single bedroom in the NDSS and as such it is considered appropriate to discount them as bedrooms given the national standards and the need for adequate amenity for future occupiers. As such, the proposal provides a suitable level of ANRG provision subject to conditions and a planning obligation.

iii. Access (Vehicular, Cycle, Pedestrian) and Public Transport

HCC Highways set out the following to Ringwood Town Council in an email dated 21 October 2024::

*Regarding access to the site, the Transport Assessment for the development and associated junction modelling was based on a single vehicular access onto Moortown Lane. This was the case from the first submission and throughout the planning process. The site is considered acceptable with this single access onto Moortown Lane.*

As set out in the September 2024 NFDC Planning Committee report (Appendix 1) the proposal does not preclude the future delivery of a future vehicular link to Forest Gate Business Park to the north-west as set out in Local Plan Policy SS13 criteria (iii)(b) and supports that future delivery of that objective as far as is reasonably possible through the proposed highway design.

As set out in the September 2024 NFDC Planning Committee report (Appendix 1) an emergency access is proposed at the south-west corner of the site (Plan reference: (ITB12364- GA-025E). HCC Highways has raised no objection to this proposed access.

The latest Strategic Flood Risk Assessment (SFRA) is on the NFDC website and sets out that Officers have worked with neighbouring local authorities through the Partnership for South Hampshire (PfSH), on a joint evidence base to inform development requirements for the sub-region. The PfSH Level 1 SFRA 2024 update

has delivered revised reporting, mapping and guidance notes, which are also available on the NFDC website.

The area on Moortown Lane at the point of the emergency access is identified as being in Flood Zone 2 (medium probability) in the PfSH Level 1 SFRA 2024. The national Planning Practice Guidance confirms that essential infrastructure, which as defined in the NPPF (December 2023) Annex 3 (Flood risk vulnerability classification) includes transport infrastructure (such as roads and access routes), is compatible with Flood Zone 2.

As such, the proposed emergency access in the south-west corner of the application site acceptable with regard to flood risk.

In addition to the commentary set out on the matters of pedestrian and cycle access set out in the September 2024 NFDC Planning Committee report (Appendix 1), HCC Highways also set out the following to Ringwood Town Council in the email dated 21 October 2024:

*The pedestrian and cycle connections provide suitable active travel facilities to serve the proposed site and encourage travel by sustainable modes:*

- *An off-carriageway pedestrian and cycle route is being provided from the south-west corner of the site to connect with Christchurch Road*
- *A contribution is agreed towards delivery of pedestrian and cycle improvements on Christchurch Road*
- *A Pedestrian and cycle link would be provided to the north of the site connecting into the Castleman Trail via Crow Arch Lane, with onward routes to the town centre.*
- *A Pedestrian link would be provided connecting into the SANG (and onward routes) north of Crow Arch Lane*

*HCC Highways consider that the assessment undertaken is robust and does not need revisiting at this stage.*

As set out in the September 2024 NFDC Planning Committee report (Appendix 1) the proposal does not preclude the future delivery of a future vehicular link to Forest Gate Business Park to the north-west as set out in Local Plan Policy SS13 criteria (iii)(b) and supports that future delivery of that objective as far as is reasonably possible through the proposed highway design.

The proposal does not preclude the future delivery of SS13 criteria (iii)(b) and supports that future delivery of that objective as far as is reasonably possible through the proposed highway design.

NFDC Officers are currently discussing with HCC Officers on future development options on the residual part of the Local Plan Allocation Site. HCC are keen to deliver some development on the land within their ownership. However, such a proposal is not considered imminent. HCC are keen to ensure that the land in their control is adequately serviced and are keen to ensure that any access position from the application site into the HCC land remains flexible and is not fixed at this stage in order to not prejudice the layout of any HCC proposal. HCC has also indicated that it is possible to deliver a scheme on their land independent of the application site.

Officers have reiterated to HCC the need to facilitate a through vehicular route in line with Local Plan Policy SS13.

As such, in line with the September 2024 NFDC Planning Committee report (Appendix !), the April 2024 consultation response received from HCC Highways and their email to Ringwood Town Council on 21 October 2024, the proposed vehicular, cycling and pedestrian access routes and public transport are acceptable and, as such, subject to suitable conditions and a s106 planning obligation, the proposal accords with Local Plan policies CCC2, IMPL2 and SS13 criteria (iii)(a) and (iv)(c) and Ringwood Neighbourhood Plan policies R1 (A Spatial Plan for Ringwood) and R11 (Encouraging Active and Healthy Travel).

iv. Sustainable Construction

The applicants have confirmed in their letter of 7 October 2024 additional details on building sustainability within Phase 1. This includes:

- Phase 1 of the development will comply with part L 2021 (of the Building Regulations) and it is proposed that the first tranche of dwellings will have heating and water provided through energy efficient gas boilers.
- Plots within Phase 1 which commence after the anticipated changes in Building Regulations in early 2026 will then switch to an alternative energy strategy most likely incorporating air source heat pumps.

The applicant also stated that it cannot yet be specific on how many homes on Phase 1 will incorporate these enhanced future homes standards but suggests that approximately half of the dwellings in Phase 1 (75 units) could reasonably at this time be assumed to fall under the likely new Building Regulations.

The applicants also set out that Phase 1 dwellings will contain a number of energy saving measures which assist in delivering an EPC rating of B and above. This includes:

- Google Nest devices which work to optimise heating when it is needed;
- Photovoltaic panels on each house;
- Lo-Carbon Sentinel dMEV unit which is designed for continuous low-energy ventilation;
- WWHRS waste water systems which capture heat from waste water and use it to pre-heat incoming cold water; and
- Triple glazing on some dwellings.

The applicants also confirmed that a proportion of future phases will be constructed to the Future Homes standards in line with the Building Regulations at that time. Units in Phase 2 of the development are likely to have a predominance of Air Source Heat Pumps, significantly reducing the CO<sup>2</sup> emissions of the development. In conjunction with the proposed photovoltaic panels this will result in CO<sup>2</sup> emissions reductions that could result in a significant proportion of the development will be zero carbon ready.

The applicant has also confirmed that each house in Phase 1 will have photovoltaic panels and these will be secured through a suitable condition.

Whilst the proposal does not strictly accord with Ringwood Neighbourhood Plan Policy criterion (A) inasmuch as layout, building orientation and massing have not overtly informed this transition to zero carbon ready, the applicants have set out how they intend to transition to zero carbon ready in part in the later phases of the proposal. Moreover, there is an opportunity for criterion (A) to inform any future Reserved Matters application on the Outline element of the scheme.

Ringwood Neighbourhood Plan Policy criterion (E) requires a Climate Change Statement is to be submitted to demonstrate compliance with that Policy. The statement should demonstrate how opportunities to reduce the energy use intensity (EUI) of buildings over the plan period have been maximised in accordance with the energy hierarchy. Criterion (C) sets out the objective that all planning permissions for new (and refurbished) buildings should demonstrate that they have been tested to ensure the buildings will perform as predicted prior to occupation.

The applicants submitted an Energy and Sustainability Statement in December 2021. A suitable condition is recommended that seeks an updated Energy and Sustainability Statement for each subsequent phase of development which takes criteria (C) and (E) into account along with the recently adopted NFDC Climate Change SPD.

In line with the September 2024 Planning Committee report, the proposal does not meet the objectives in Policy R10 criterion B (certification to Passivhaus standard or equivalent) and criterion (D) Whole-Life Cycle Carbon Emission Assessments, and as such this matter will need to be considered in the balancing exercise in the conclusion.

Therefore, the recommendation remains as that set out in the September 2024 NFDC Planning Committee report that the proposal clearly does not accord with Ringwood Neighbourhood Plan Policy R10 but has had adequate regard to the recently adopted NFDC Climate Change SPD. Suitable conditions can secure detailed information on photovoltaic panels and an updated Energy Strategy.

As such, this material consideration will need to be considered in the balancing exercise in the conclusion.

v. Design

The applicants set out in the dated 7 October 2024 that they will not be amending the layout and scale of dwellings in Phase 1.

The Ringwood Design Code sets out with regard to scale, form and massing (page 50) that - *across the town, the majority of the buildings are between two to three storeys, down to single storey for cottages and bungalows* – and as such, the proposed range of storey heights within Phase 1, including the two proposed three-storey houses, is consistent with the range of storey heights across the town when considered as a whole. The predominant storey height within Phase 1 is, as set out in the September 2024 Planning Committee report, two-storey.

### **Planning Balance and Conclusions**

The Council is only able to demonstrate a deliverable housing land supply of some 3.07 years. This is notably lower than the expected rolling five-year supply target set out in national planning guidance. Given this notable shortfall the presumption in

favour of sustainable development, as set out in Paragraph 11(d) of the NPPF, is engaged and as such planning permission should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.

The applicants have set out a revised Housing Mix which includes 19 additional two-bedroom market dwellings in Phase 2 (the Outline application). These will be in lieu of 19 three-bedroom market dwellings. The revised Housing Mix would be very slightly under the 50% requirement for smaller dwellings in Ringwood Neighbourhood Plan Policy R5 but would accord with Local Plan HOU1.

The applicants have set out that they do not intend to revise their affordable housing of 30% with a Local Plan Policy HOU2 compliant tenure split to include at least 25% First Homes dwellings in line with Ringwood Neighbourhood Plan Policy R6 (First Homes). The applicants have summarised five contributing factors in their letter of 7 October 2024 as to why they do not wish to provide First Homes.

NFDC Housing has reiterated that there is a significant need for rented affordable housing (both social rent and affordable rent) in the District and that this need is most acute for smaller homes. NFDC Housing also confirmed that there is also significant interest in the District for Shared Ownership housing. The proposal would therefore make an important contribution to meeting some of this affordable rent (social rented and affordable rented) and shared ownership housing need.

The delivery of at least 25% First Homes could likely lead to a significant reduction in the level of both Shared Ownership and Affordable Rented Housing. Through the need to meet the national planning guidance requirement for new First Homes to be priced at £250,000 or less after the minimum 30% discount has been applied, it is likely that the reduction in Shared Ownership and Affordable Rented Housing would be focused on the proposed smaller units (1 and 2 bed homes).

Clearly, there is some difficulty in practice in complying with both Local Plan Policy HOU2 and Ringwood Neighbourhood Policy R6. Essentially, the proposal is not compliant with Ringwood Neighbourhood Policy R6 given that no First Homes are proposed. However, it is considered that the social benefits to the District of providing the proposed affordable housing offer – which as set out is compliant with the tenure split in Local Plan Policy HOU2 – outweighs the social benefits of providing at least 25% First Homes.

The floor area of the proposed study rooms in some Phase 1 houses falls below the standard set out for a single bedroom in the NDSS and as such it is considered appropriate to discount them as bedrooms given the national standards and the need for adequate amenity for future occupiers.

The applicant has provided amended plan for some larger homes where upon review they determined that some of the smaller bedrooms were in fact below NDSS. The amended plans include bedrooms that are sized in line with the NDSS.

HCC Highways has no objection to the proposal subject to suitable conditions and a planning obligation. As set out, NFDC Officers are discussing development options on the residual portion of the application site with HCC Officers. The importance of addressing Local Plan Policy SS13 criterion (iii) (b) which seeks an access through to Forest Gate Business Park in any future development proposal has been reiterated.

As such, the proposed vehicular, cycling and pedestrian access routes and public transport are acceptable and therefore the proposal accords with Local Plan policies CCC2, IMPL2 and SS13 criteria (iii)(a) and (iv)(c) and Ringwood Neighbourhood Plan Policies R1 and R11.

The applicants have set out that they will not be amending the layout and scale of Phase 1.

The proposal clearly does not comply with Ringwood Neighbourhood Policy R10. However, the applicants have provided a list of the proposed energy saving devices to be adopted in Phase 1 and Phase 2. The applicants have also confirmed that each house in Phase 1 will have a photovoltaic panel. This can be secured through a suitable condition. The applicants have provided an Energy and Sustainability Statement (December 2021). It is recommended that this can be updated in later development phases through a suitable condition to take change of policy and legislative changes in the interregnum. In line with the September 2024 NFDC Planning Committee report, Officers consider that the proposal has had adequate regard to the NFDC Climate Change SPD.

Therefore, in summary, the proposal clearly does not accord with Ringwood Neighbourhood Plan Policies R6 (First Homes) and R10 (Zero Carbon Buildings) and falls very slightly short of according with Ringwood Neighbourhood Plan Policy R5 (Smaller Housing).

However, taking all the above into account Officers conclude that the adverse impacts of the proposal would not significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework when taken as a whole. As such the proposed development benefits from the Framework's presumption in favour of sustainable development and this weighs heavily in favour of the proposal.

The scheme would not comply with the Development Plan (which now includes the Ringwood Neighbourhood Plan) when considered as a whole. However, material considerations, including that the scheme would constitute sustainable development within the meaning of the Framework, indicate that a decision should be made other than in accordance with the development plan. In these circumstances the scheme is acceptable and planning permission should be granted.

## **RECOMMENDATION**

Delegated Authority be given to the Service Manager (Development Management) to reconsult Natural England prior to the proposed adoption of the shadow HRA and AA, and to GRANT PERMISSION subject to:

- i. the prior completion of an agreement pursuant to Section 106 of the Town and Country Planning Act to secure the following:
  - Affordable housing provision (133 units);
  - Air quality monitoring contribution;
  - Alternative Natural Recreational Greenspace (ANRG), Public Open Space (POS) and play spaces including management and maintenance framework (including provision for the scenario whereby management is not undertaken properly or the management company ceases to operate)
  - ANRG Phase 1 Phasing Plan;

- Biodiversity Net Gain management and monitoring;
- Community Facility contribution in lieu of community focal point ;
- District Council Monitoring charges (recreational habitat mitigation commencement and on-site monitoring and/or inspections, affordable housing monitoring, biodiversity net gain monitoring, public open space);
- Formal public open space (football pitch) contribution;
- Habitat Mitigation;
- Linden Ring 3 footpath improvement contribution;
- Hampshire County Council:-
  - Primary Education in Ringwood contribution;
  - Countryside Services (Public Rights of Way) contribution;
  - Local Highway Authority contribution.

ii. The imposition of the Conditions, as set out in Appendix 1, and any additional / amended conditions deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.



Planning Committee 11 September 2024

<b>Application Number:</b>	<b>21/11723</b> Outline Planning Permission
<b>Site:</b>	SS13 - LAND OFF, MOORTOWN LANE, RINGWOOD (PROPOSED LEGAL AGREEMENT)
<b>Development:</b>	Hybrid planning application comprising a total of 443 dwellings: Outline planning permission (all matters reserved except access) for residential development of up to 293 dwellings, public open space, ANRG, SuDS, Landscaping, other supporting Infrastructure associated with the development; Full permission for 150 dwellings with means of access from Moortown Lane, associated parking, ANRG, open space, landscaping, and SuDS, other supporting Infrastructure associated with the development. This application is subject to an Environmental Assessment and affect Public Rights of Way.
<b>Applicant:</b>	Crest Nicholson South
<b>Agent:</b>	Savills
<b>Target Date:</b>	06/05/2022
<b>Case Officer:</b>	Robert Thain
<b>Officer Recommendation:</b>	Service Manager - Grant
<b>Reason for Referral to Committee:</b>	Application relates to one of the Council's Strategic Sites

## 1 SUMMARY OF THE MAIN ISSUES

The key issues are:

1. Principle of Development – Local Plan Policy Strategic Site 13: Land at Moortown Lane, Ringwood, Environmental Impact Assessment (EIA), South-West Hampshire Green Belt, Housing Land Supply and NPPF Tilted Balance.
2. Housing Mix and Affordable Housing.
3. Highways, Access, Vehicular Parking and Vehicle Charging.
4. Flood Risk and Drainage.
  1. Ecology - Habitat Mitigation and Impact on European Designated Nature Conservation Sites, Phosphates Mitigation, Biodiversity Net Gain and Ecological Reports and Protected Species.
  2. Public Open Space and Landscape - Landscaping and Informal Open Space, Arboriculture, Play Spaces and Formal Open Space, and Alternative Natural Recreational Greenspace.
  3. Design – Density, Scale and Phase 1 Detailed Design.

4. Heritage Assets.
5. Infrastructure and Developer Contributions - s106 Heads of Terms, Community Infrastructure Levy and Impact on local infrastructure.
6. Other Matters - Impact on Residential Amenity, Environmental Health, Sustainable Construction and Design, Mineral Safeguarding and Community Engagement.
7. Response to Ringwood Town Council and Local Objections.
8. Planning Balance and Conclusions.

## **2 SITE DESCRIPTION**

The Local Plan Strategic Site 13 ('SS13') (Land North of Moortown Lane) is located at the southern end of Ringwood. The application site is almost entirely within the allocation site SS13 except for adjacent highway land. The application site comprises approximately 28.63 hectares of land, with two main land parcels bisected by Moortown Lane.

The northern parcel of the application site (approximately 23 hectares) is predominantly arable farmland. The northern parcel is bound partially by existing allotments and Crow Arch Lane to the north; Liberty's Owl, Raptor and Reptile Centre to the east; Moortown Lane to the south, and existing residential dwellings and a petrol filling station to the west. Located to the north-west of the site is Forest Gate Business Park, providing employment, services and facilities within close proximity to the application site. The existing line of residential development along the western edge of the site is arranged in the form of several residential roads which spur from the main highway Christchurch Road. Those properties accessed from Moorland Gate and from Christchurch Road are oriented with their rear elevations and curtilages adjoining the site boundary, with the properties accessed from Willow Drive generally sitting at 90 degrees to it addressing the site on their flank elevations. Crow Lane to the east of the site has a mix of houses, community and commercial properties. There is an existing Public Right of Way (PRoW), Ref. 195/45/1, which runs on a north-south axis through the eastern side of the northern portion of the application site.

The southern parcel of the application site (approximately 4 hectares) is broadly rectangular in shape and currently used as existing playing fields/sports pitches. Remaining parts of the total site area predominantly comprise highways infrastructure. The southern parcel is bound to the north by Moortown Lane, to the east by a single dwelling, to the south in part by existing allotments and sports pitches associated with the Ringwood Town Football Club. To the west the site is bound by Long Lane.

The perimeter boundaries to the north and south of the site are comprised of hedgerow of mixed native species which to an extent curtail views into the site from the adjoining public highways. One exception to this are gaps in the hedge formed by the existing agricultural points of access. The application site is generally level with an approximate elevation of 19 metres. The north-west site boundary is adjacent to off-site mature trees with a preservation order.

### 3 PROPOSED DEVELOPMENT

The proposal involves the residential-led mixed-use development of part of the Local Plan Allocation Site 13: Land at Moortown Lane, Ringwood. The proposal is submitted as a hybrid planning application with planning permission sought for the following:

- Outline planning permission for the erection of 293 dwellings (C3) with all matters reserved except access; and
- Full planning permission for the erection of 150 dwellings with associated parking, ANRG, open space, landscaping and sustainable drainage systems (SuDS), alongside the creation of a vehicular junction with Moortown Lane, primary and secondary road infrastructure, creation of public footway and offsite highways improvements.

#### *i. Parameter Plans*

The application is supported by five revised Parameter Plans which set out:

- Land Use;
- Movement and Access;
- Building Density;
- Building Scale; and
- Landscape.

The Parameter Plans apply to both the Full application area (Phase 1) and the Outline application area (Phase 2). Any subsequent Reserved Matters application for Phase 2 would have to be in reasonable conformity with the approved Parameter Plans.

The Land Use Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE\_004-0107 Rev. A) sets out the distribution of the main land uses including residential development, public open space and highways land within the application site. The Land Use Parameter Plan also confirms the main highways routes including the internal road linking the two residential parcels and roads up to the application site boundaries with residual land within the Local Plan Site Allocation.

The Movement and Access Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0108 Rev. A) sets out the primary and secondary routes, public rights of way, access and crossing points and vehicular access.

The Building Density Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0109 Rev. A) sets out the areas of the proposed higher and lower density across both proposed development phases. The Design and Access Statement (May 2024) sets out that the higher built densities of 35 to 45 dwellings per hectare are located in the centre of the larger housing area and all of the smaller housing area and that lower densities of 25 to 35 dwellings per hectare are on the western, outhern and eastern boundaries of the larger housing area.

The Building Scale Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0110 Rev. A) sets out that the application site development parcels will predominantly be for residential buildings (houses and flatted blocks) of either 2 or 2.5 storeys. An exception is the small central core of the larger development parcel (which is split between the Full and Outline elements of the application) which is identified for residential buildings of up to 3 storeys.

The Landscape Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0112 Rev. B) sets out the siting of public open space including ANRG, informal open space and play areas.

## **ii. Phase 1: Detailed Design**

The proposal is supported by a Design and Access Statement (DAS) (Pegasus, May 2024) which sets out a detailed summary of Phase 1 of the proposal. The overall Phase 1 housing and public open design is set out in the Phase 1 Masterplan (Pegasus, 27/3/2024, Ref: P21-1078-DE-003-0101-C).

### **a. Housing Mix**

The proposal (Housing Tenure Plan and Design & Access Statement) sets out that the mix for the residential typologies, sizes and details of tenure arrangements for Phase 1 is as proposed in the table below. This includes the delivery of 150 dwellings of which 75 dwellings are affordable housing (social rented, affordable rented and shared ownership) forming 50% of the overall Phase 1 dwellings.

**Table 1: Phase 1 Housing Mix**

Tenure and Typology	Market	Social Rented (AH)	Affordable Rented (AH)	Shared Ownership (AH)	Total
1 bed flat	0	7	5	0	12
2 bed house	15	11	11	11	48
3 bed house	23	6	10	9	48
4+ bed house	37	2	0	3	42
Total	75	26	26	23	150

### **b. Access and Movement**

Vehicular access to the site will be from Moortown Lane in the form of a priority junction which will include a new pedestrian and cycle crossing to the land south of Moortown Lane. This junction will be delivered as part of Phase 1 and has been designed to accommodate buses and will lead to the principal streets within the proposed development. The key features of the proposed principal site access are as follows:

- A priority junction;
- 3m shared footway / cycleway on the eastern side of the carriageway;
- New “SLOW” road markings on approach to the junction;
- 2.4m x 48m visibility splays in either direction along Moortown Lane; and
- A pedestrian and cycle crossing of Moortown Lane to the land south of Moortown Lane

The proposed development will ensure future vehicle access can be provided to Crow Lane (in the east) and Wellworthy Way (to the north) by delivering a series of connecting roads between Moortown Lane and the edge of the application site land ownership. The DAS sets out that the spine roads will be built to an adoptable standard and offered for adoption to Hampshire County Council (HCC). The extent of the highway adoption will be contiguous with the site boundary and the precise design and alignment of the connecting roads and the point they reach the adjoining land can be agreed to the satisfaction of HCC and NFDC such that they can connect with new roads in the adjoining part of the allocation when that comes forward for development.

The internal layout has been designed in line with the national guidance set out in Manual for Streets. It includes both dedicated footways and shared surfaces. A set of pedestrian and cycle accesses are provided to Moortown Lane and to Crow Arch Lane. The primary street is configured as a 6.75m carriageway to accommodate a bus route, a 3m wide cycle way on one side and a 2m wide footway on the other.

The secondary street network seeks to provide an integrated walkable neighbourhood that could give users of different modes of transport a choice of different routes.

The proposed pedestrian and cycle accesses include:

- A centrally located southern pedestrian and cycle access to the land south of Moortown Lane;
- A south-western pedestrian and cycle access to Moortown Lane close to Christchurch Road including a new length of footway on Moortown Lane to connect to Christchurch Road;
- An eastern pedestrian access to Moortown Lane at the southern end of Footpath 45;
- A northern pedestrian and cycle access to Crow Arch Lane to enable a link to be provided to the public open space north of Crow Arch Lane, onwards to local facilities and ultimately to the Castleman Trail pedestrian and cycle route;
- A further northern pedestrian connection to the allotments on Crow Arch Lane; and Access to the existing Public Right of Way (PROW) footpath 45 walking route from Moortown Lane to the public open spaceland to the north of Crow Arch Lane.

#### *c. Street Hierarchy*

A hierarchy of streets is proposed with variation in the street types which seeks to assist in the creation of a legible and permeable development, whilst also providing for, and encouraging pedestrian and cycle movement, and delivering necessary vehicular connections.

The DAS sets out that the development and internal road network will be designed to encourage low vehicular speeds and streets will be defined by the building layout, so that buildings and spaces, instead of roads, dominate the street scene. The design will promote safe walking and high permeability through the site and aims to limit the potential for anti-social behaviour.

Within the site, the primary street will provide the main vehicular access route into the development from Moortown Lane at the south to the two future vehicular access points along the site's northern edge. The primary street is configured as a 6.75m carriageway to accommodate a bus route, a 3m wide cycle way on one side and a 2m wide footway on the other. The route seeks to increase the permeability of the development and enables easy access to dwellings from the primary access point.

A network of secondary routes off the principal street throughout the site has the aim of promoting enhanced connectivity. Tertiary routes and shared surface streets extend out of the secondary movement corridors, which in turn provide access to private drives, facilitating a clear street hierarchy, which aids site-legibility.

#### *d. Parking and Cycle Storage*

The DAS sets out that the Phase 1 vehicular parking is proposed to be designed in line with the current guidance contained within Manual for Streets and the NFDC

Parking Standards SPD (April 2022). Allocated parking will predominantly be provided on plot, within the curtilage, either to the front or side of dwellings, with individual bays and/or garages set back from the building line, to allow ease of access to dwellings. Garages are provided at a minimum size of 3m x 6m for a single garage and 6m x 6m for a twin garage, to allow sufficient space to accommodate a car.

Cycle parking spaces are provided either within the curtilage of the dwelling, within a garage if available, or within a secure store in the rear garden. Electric vehicle charging will also be provided so that one charging unit is supplied for each dwelling that has on-plot parking. For plots where parking is more remote, ducting will be provided to allow for future connection.

#### *e. Design*

The DAS sets out that the design of the development proposals is broadly based on the principle of continuity and enclosure, where perimeter blocks provide a strong frontage to the public realm whilst protecting the amenity of existing residents. The proposal seeks to promote an active street scene and provide frontage and surveillance over public open space.

The majority of the proposed residential dwellings, including the flatted blocks, are 2 storeys in height, with the occasional use of 2.5 storey buildings. There are two 3 storey townhouses in Phase 1. The western and south-western sections of Phase 1 will be predominantly 2-storeys in height, with occasional use of 2.5 storey units and the northern edge of Phase 1 that will overlook the proposed central green space will be up to 3 storeys.

The DAS sets out that variety in the heights and massing of the residential buildings will be achieved through a range of house types and sizes, ranging from 2 and 3 bedroom terraced and semi-detached dwellings, through to larger 4 and 5-bedroom detached houses. The DAS sets out that development will achieve an average density of 38 dwellings per hectare (dph).

Three distinct character areas are proposed for Phase 1. The first character area ('Crow Gardens') comprises built form at the perimeter of the development, at the interface between the proposed dwellings and the public open space. Plots in this area are generally larger, with mainly large, detached family houses, which are facing and defining the proposed public open space and Moortown Lane. The second character area ('Crow Boulevard') is set along the principal vehicular route of the development, arranged in a broadly linear form along this street from Moortown Lane at the south to the site's northern edge. Being the main access route within the development, this character area incorporates a formal appearance, featuring a combination of, flats, detached and semi-detached plots with a consistent building line. The third character area ('Moortown Suburbs') forms the main part of the development and set in the inner, central areas of the proposed built-up area. It incorporates a mix of mainly semi-detached and terraced dwellings.

#### *f. Public Open Space*

The application is supported by a Landscape Masterplan and Alternative Natural Recreational Greenspace (ANRG) Strategy and Open Space Strategy. The Phase 1 Public Open Space (POS) comprises:

- An informal green edge to the north of Moortown Lane;
- A more formal pocket park, public open space and smaller informal spaces in the housing area;

- 4.37 ha of Alternative Natural Recreational Greenspace (ANRG) sited on a north-south axis in the centre of the application site.
- Two large play areas immediately to the east of the Phase 1 housing comprising a Neighbourhood Equipped Area for Play (NEAP) – a play space for older children – and a Local Equipment Area for Play (LEAP) – a play space for younger children.
- A set of large infiltration swales to accommodate surface water drainage.

### ***iii. Supporting Information***

The application is also supported by a comprehensive suite of supplementary reports including the following (latest iteration set out):

- Planning Statement, Savills, December 2021
- Design and Access Statement, Pegasus, May 2024
- Appendix 8.3 Shadow Habitats Regulation Assessment (SHRA), edp, May 2024
- Drainage Strategy Addendum, 27 March 2024, Hydrock
- Biodiversity Net Gain Assessment, edp, January 2024
- Reptile Mitigation Strategy, edp, February 2024
- Ecological Baseline, edp, January 2024
- Green Infrastructure Strategy, edp, January 2024
- Addendum Agricultural Note, edp, January 2024
- Landscape and Ecological Management Plan, edp, January 2024
- Transport Information Update Parts 1 and 2, I-Transport, January 2024
- Highways and Transport Update Parts 1 to 11, I-Transport, April 2023
- Energy and Sustainability Statement, AES Sustainability Consulting Ltd, November 2023
- Desk Study and Ground Investigation Report, Wilson Bailey Geotechnical and Environmental, May 2022
- Building for a Healthy Life Assessment, Pegasus, May 2024
- Environmental Statement, Campbell Reith, December 2021

## **4 PLANNING HISTORY**

Application Ref: 06/88357

Granted Subject to Conditions (13/11/2006)

Application Ref: 21/10339

EIA Screening Opinion:

## **5 PLANNING POLICY AND GUIDANCE**

### **Relevant Legislation**

#### **Planning and Compulsory Purchase Act 2004**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise.

## **Environment Act 2021**

Section 98 and Schedule 14 – Biodiversity Net Gain

## **Listed Buildings and Conservation Areas Act 1990**

S66 duty - special regard to desirability of preserving the building or its setting etc.

## **Habitat Regulations 2017**

63 – assessment of implications for European sites etc.

64 – considerations of overriding public interest

## **Relevant Government advice**

National Planning Policy Framework December (NPPF) (December 2023)

Planning Practice Guidance (PPG)

National Design Guide (2021)

Manual for Streets (2007)

Building for a Health Life (Home England) (July 2020)

## **Core Strategy 2009 (Saved Policy)**

CS7: Open Spaces, Sport and Recreation

## **Local Plan Part 2 2014 Sites and Development Management Development Plan Document (Saved Policies)**

DM1: Heritage and Conservation

DM2: Nature conservation, biodiversity and geodiversity

DM5: Contaminated land

## **Local Plan Review 2016-2036 Part One: Planning Strategy**

Strategic Site SS13 Land at Moortown Lane, Ringwood

STR1: Achieving Sustainable Development

STR5: Meeting our housing needs

STR8: Community services, infrastructure, and facilities

STR9: Development within a mineral safeguard area

ENV1: Mitigating the impacts of development on International Nature Conservation sites

ENV2: The South West Hampshire Green Belt

ENV3: Design quality and local distinctiveness

ENV4: Landscape character and quality

HOU1: Housing type, size, and choice

HOU2: Affordable Housing

CCC1: Safe and Healthy Communities

CCC2: Safe and Sustainable Travel

IMPL1: Developer contributions

IMPL2: Development standards

## **Supplementary Planning Guidance and other Documents**

- SPD Mitigation Strategy for European Sites (2021)
- SPD Housing design, density and character (2006)
- Developer contributions towards air quality
- Ecology and Biodiversity Net Gain Interim Advice Note



- SPD Air quality in New Development (2022)
- Ringwood Town Access Plan (March 2011)
- Ringwood Local Distinctiveness (July 2013)

### **Neighbourhood Plan**

The Ringwood Neighbourhood Development Plan (RNP) was adopted by NFDC on 8 July 2024. A report was taken to NFDC Cabinet on 1 May 2024 which sought approval for the modifications recommended by the Examiner of the Ringwood Neighbourhood Development Plan and agreement that the Neighbourhood Development Plan can proceed to a local referendum. The referendum was held on 4 July 2024. The local Ringwood community was asked whether they supported the Neighbourhood Plan, in a referendum on 4 July 2024. A majority (83.2%) of those voting in the referendum voted in favour of the Plan (on a turnout of 58.9%).

In accordance with the Neighbourhood Planning (General) Regulations 2012 (as amended), the Ringwood Neighbourhood Plan was 'made' (adopted) by New Forest District Council on 8 July 2024. Now made, the Neighbourhood Plan forms part of the statutory development plan for Ringwood parish within New Forest District Council area.

There are eleven policies within the adopted Ringwood Neighbourhood Development Plan (listed below):

- R1: A Spatial Plan for Ringwood
- R2: Maintaining a Successful and Prosperous Town Centre
- R3: Making Better Use of Opportunity Areas in the Town Centre
- R4: Shops and Parades Within and Outside Defined Local Centres
- R5: Smaller Housing
- R6: First Homes
- R7: The Ringwood Design Code
- R8: Building for a Healthy Life
- R9: Creating a Green Infrastructure and Nature Recovery Network
- R10: Zero Carbon Buildings
- R11: Encouraging Active and Healthy Travel

Adopted Ringwood Neighbourhood Development Plan policies R1, R5, R6, R7, R8, R9, R10, and R11 are considered relevant to this proposal and as such are addressed under each relevant sub-section of the Planning Assessment in the Committee Report.

The adopted Ringwood Neighbourhood Development Plan also includes several appendices. Appendix A (Ringwood Strategic Masterplan) relates only to Policy R3 and the town centre. Appendix B (Ringwood Design Guidance and Code, November 2022) seeks to amplify Policy R7 and hence there is a duty to have regard to these documents in line with the NFDC May 2024 Cabinet Report. Reference has been made to Appendix B in the Planning Assessment where relevant. Appendix C is the NFDC Local Distinctiveness SPD and hence is already a material consideration.

### **Hampshire Minerals and Waste Plan (October 2013)**

#### **Other relevant documents**

NFDC Corporate Plan 2024 to 2028.

## 6 PARISH / TOWN COUNCIL COMMENTS

### Ringwood Town Council

Comments were received from Ringwood Town Council (RTC) in April 2022, February 2024, May 2024, June 2024 and July 2024. The comments are reproduced in full for Members of the Committee in the report. For reference, the July 2024 comments from Ringwood Town Council were received after the agenda was published for July 2024 NFDC Planning Committee but before the item was withdrawn from consideration at July 2024 NFDC Planning Committee.

### July 2024

Three minutes is hardly sufficient to respond to even the simplest application that the Town Council objects to let alone one such as this involving over 400 potential dwellings. Life is not made easier by having only a week's notice of the Officer's report which raises new issues not anticipated nor addressed in previous submissions. Hence this written response but please note that the "three minutes" does not include time taken to answer questions from members which we invite so that we can clarify matters of concern. Nothing herein is intended to detract in any way from previous observations but rather, to address matters raised by the Officer.

NFDC (in common with the vast majority of planning authorities) is under pressure to approve planning applications for new housing and is rightly concerned about the risk of being challenged on an appeal against refusal and the potential costs of both defending the appeal and the risk of having to pay costs should an appeal succeed. However, that is not a good enough reason to simply approve applications that are not "policy compliant". It is the Town Council's submission that the Officer's reports do not have proper regard to policies now in place (in particular the now adopted Ringwood Neighbourhood Plan) and that to grant permission on the basis recommended would itself expose the Council to the risk of a successful challenge at Judicial review with all that would entail in terms of costs, this on the basis that the incorrect test is being applied with regard to the Neighbourhood Plan and the application of the policies therein.

We therefore invite the Planning Committee to either refuse the application (on the basis that it is not compliant with current policies) or to defer consideration of the application pending an updated/revised report from Officers which properly takes into account the Neighbourhood Plan and amends its recommendations accordingly.

The status of Ringwood's Neighbourhood Plan ("the NP") The Officer's report is both "out of date", factually and legally incorrect, not least because the officer seems to be referring to an earlier version of the plan which had 12 policies, rather than the 11 that were eventually included. References in the report to the NP policies R9 – R12 are therefore incorrect. The NP did not simply pass the Inspector's examination but was approved at referendum (with over 83% voting in favour) and is scheduled to be adopted by NFDC on 8th June 2024 – this is a mere formality and the NP is now a relevant policy. Nothing in it is contrary to NFDC's own policies – had that been the case, it would not have passed examination, let alone been approved by NFDC.

#### *Policy issues regarding the NP*

The application is non-compliant in a number of significant respects, including the following:

NP Policy R6 – First Homes. The application does not include any "First Homes". Had it done so, our view is that any viability assessment (see further below) would

have demonstrated that the inclusion of “First Homes” would have made the proposed development more (rather than less) viable. This is important to Ringwood given the number of young local residents who are being “priced out of the market”.

The Officer has seemingly chosen to give greater weight to the NFDC First Homes Advice Note than to the NP policy. This with respect, is wrong.

RNP Policy R8 – “Building for a Healthy Life Assessment” The report wrongly asserts that “there is no requirement on the part of an applicant to undertake a “Building for a Healthy Life Assessment”. It correctly asserts that “it is not on the list of required documents on the NFDC validation checklist”. The adoption of the NP makes it a policy requirement within the NP plan area to produce such an assessment.

That said, the applicant has purported to undertake such an assessment and that has all areas marked in green. The officer has noted that several of the amber assessments in the RTC analysis of the assessment (sections 5, 6 and 7 on pages 81 and 82) are “valid design comments” but does not then question (on page 85) the applicant’s assessment – this is somewhat inconsistent.

NP Policy R10 (wrongly referred to in the Officer’s Report as R11). The Officer (on page 95) states that it appears to go beyond the recently adopted Climate Change SPD adopted by NFDC.

With respect, that is entirely the point of a Neighbourhood Plan – it provides additional policies applicable to the plan area. It is suggested that implementation may affect viability but there is no evidence to back that up and indeed the applicant’s own Annual Integrated Report 2021 states that its new house types “give a higher energy efficiency at a 9% lower build cost yet the proposal is that the houses will be built only to current Building Regulation requirements.

#### *Policy issues regarding the Local Plan*

Site access when the Local Plan was subjected to a Public Enquiry, the then proponents of the scheme to develop “Site 13” (i.e. the present application site) argued strongly that the access route to the north-west of the site (into the “Wellworthy site” should not be included as it was a “ransom strip” that might curtail future development. The Inspector(s) disagreed.

This site will simply not work without the additional vehicular access point in the North and to the East (or North-East) and the policy aim of creating a route from the A31 through site 12, along the Ring 3 Development (Beaumont Park), through this site (13) and to the Christchurch Road (thereby avoiding the already congested Town centre) is defeated.

Vehicular access to schools from the site and indeed to even the nearest supermarket is substantially longer (contrary to policies aimed at Climate Change and others) and there is no guarantee whatsoever that these additional access points will ever be delivered in future. The applicant has not disclosed any detail as to any negotiations that may have taken place with Hampshire County Council nor other relevant landowners that demonstrates that the provision of these additional access points is undeliverable.

The proposal that development should be permitted before any improvement works are undertaken to Moortown Lane and its junction with Christchurch Road is frankly and simply unacceptable – it is not sufficient that “the site access and Crow Arch

Lane pedestrian/cycle access to the north will be delivered prior to first occupation in Phase 1" (my emphasis).

We have not been provided with any detailed costings for these works; we are not satisfied that the proposed works are even achievable and it is in our view quite wrong that such matters have not been resolved in conjunction with the detailed consent sought in respect of Phase 1 of the development. (Please also see further below under "financial contributions").

Further and in terms of Pedestrian and Cycle links, the assertion (on page 58/59 of the (note: the withdrawn July 2024 Planning Committee) Officer's report that "the proposed cycle and walking links mean that the proposal broadly accords with the post-examination RNP (now the ADOPTED NP) is factually incorrect – the proposals breach the NP Policy R1 criterion D.

Please also have regard to the detailed (and negative comments) under the section "South-West Hampshire Green Belt" e.g. (in the context of Moortown Lane) "Overall, a very high magnitude of change is expected as a result of Phase 1 and the wider site, resulting in a major/moderate adverse level of effect", with reference to Year 1 "this change will be stark and with mitigation planting not matured the change is anticipated to remain very high" and even at Year 15 "in this context the change anticipated is marginally reduced by year 15 to high, but still considered to be at a major/moderate (and significant) level of effect".

#### *ANRG*

The proposal is only compliant with policy if the land north of Crow Lane is included as ANRG. This is both artificial and inappropriate, not least given its remoteness from the proposed housing. Although the access link from the "main site" has been altered to form part of the Castleman Way, this does not resolve the issues.

#### *Affordable Housing*

As admitted by the applicant, the overall proposal is contrary to the policy that 50% of the proposed dwellings should be affordable but it is asserted that this is acceptable on the basis of viability.

We note that the viability assessment does not take into account any "First Homes", contrary to the now adopted Policy R6 of the NP. The Town Council has provided evidence that the inclusion of First Homes in fact makes a development proposal more viable than exclusion of the same.

That said, we (RTC) lack the technical knowledge and resource to challenge the viability assessments but one thing is crystal clear – as time passes, circumstances change. Building costs may go up as well as down and more to the point, the selling prices of housing may also change dramatically – if prices rise, the developer's profits will increase.

Particularly with regard to the outline application for Phase 2 of the proposal, if NFDC were to agree at this stage that 30% affordable was acceptable, there would only be one direction in which that could go, namely down. If, on the other hand, NFDC were to maintain its policy line of 50% affordable (and to require that a proportion of those be First Homes), there would be nothing to prevent the developer from undertaking a further viability assessment when a detailed application is submitted and the position could then be re-appraised in the light of circumstances as they then are.

We therefore strongly urge the Committee not to accede to the recommendation that 30% affordable housing is acceptable at this stage.

### *NFDC Environmental Design*

This is probably the strongest single objection from NFDC officers and, if anything, goes further than RTC's observations. It is clear that on design grounds, the proposals are "contrary to Local Plan Policies ENV3 and STR1 (ii) This is a clear ground for refusal and the applicant has made little or no effort to address these very valid objections.

### *Financial contributions*

We note the proposed contribution of £1,040,588 towards "walking and cycling improvements on Christchurch Road..." etc but there seems to be no costing with regard to the widening of Moortown Lane – simply that "monitoring of Moortown Lane through the first phase of development to determine whether widening is necessary" – RTC's view (give our local knowledge) is that such widening is absolutely essential. It appears that HCC agrees –note that under 10.3 – Highways, Access and Parking at (i. Site Vehicular Access) it is asserted that "HCC consider that the widening of Moortown lane is necessary....." and that "the applicant has agreed to implement these improvements to Moortown Lane and will be secured through a s106 obligation" but no costing has been provided other than a "contribution of £69,000 for surfacing improvements to be undertaken on the length of Ringwood Bridleway 509 between Crowe Hill and Barrack Lane (to the south-east of the application site) which is part of the wider Castleman Trail." We similarly note a total contribution of £2,465,274 to the Local Education Authority but only in relation to primary age children and with no information as to how and where that money might be spent. We also note £48,287 in respect of Air Quality Monitoring Contribution and £383,150 for habitat mitigation, the £110,000 "off-site contribution" for formal public open space (playing pitches and infrastructure) and £192,700 for "community facility contribution".

### *Conclusion*

This is all about "tilted balance". Whilst it is acknowledged that NFDC is falling short in terms of housing allocation, the lack of "First Homes" and the failure to achieve 30% affordable housing is a real issue. The proposal fails to meet key policies in the now adopted Ringwood Neighbourhood Plan and also falls short of compliance with the Local Plan, not least through access to Christchurch Road. To quote "the proposed development is not outstanding or innovative in line with NPPF paragraph 139 criterion (b). The proposed financial contributions are not sufficient to mitigate the harm that will be caused (not least the absence of costings or contributions to improve Moortown Lane). It is not good enough to say "the proposal is considered to be generally in line with local and national policy and guidance" – it needs to be compliant and this proposal is not. Further, compliance with policy requirements regarding ANRG is dependent on the grant of application 23/10707. Both applications should therefore be refused or, at the very least deferred until the issues herein are resolved to the satisfaction of members and not left to Officers to determine under delegated powers.

### **June 2024**

The assessment indicates that the provision of 30% affordable housing makes the site viable. However, no information has been provided to explain why the 50% policy requirement is not achievable.

There are several inaccuracies and contradictions in the applicant's Viability Assessment. Perhaps the most glaringly obvious is in Table 4.11.1 of the BNP Paribas (BNP) assessment dated December 2023, where ~£2M is missing. Such errors cast doubt on the accuracy of other figures in the report and whether it was seriously reviewed by Crest-Nicholson (C-N). It is clear from the Dixon Searle Partnership (DSP) review dated May 2024 and related documents, such as the construction cost review by ERM dated 13<sup>th</sup> February 2024, that a number of other figures in the BNP assessment have been questioned and extra information requested, suggesting that NFDC consultants are far from comfortable with them.

It is also concerning to this Council that the C-N cost plan summary from 17<sup>th</sup> August 2022 (in ERM document, Appendix 2), quote, "contained insufficient detail to carry out meaningful review". If C-N have underestimated the costs, not due to unpredictable variations or abnormalities, but due to a lack of due diligence, the fault should not be put at the door of affordable housing provision.

It is difficult for a layperson, or even a councillor on the NFDC Planning Committee, to understand the figures as presented. It would be beneficial if the summary spreadsheet tables followed a standardised format as an NFDC reporting requirement.

The emerging Ringwood Neighbourhood Plan includes a policy (R6) requiring a minimum of 25% of new affordable homes to be First Homes. No First Homes have been provided for by the applicant, and there is no mention of them in either report. Given that the developer would receive an additional income of several million pounds sterling from this provision, which would have a positive impact on the viability, we question why this has not been challenged by NFDC.

We are pleased to see the applicant has now provided a Building for a Healthy Life (BfHL) assessment, as required by Policy R8 in the Ringwood Neighbourhood Plan. However, with every element scoring a green light, this is contrary to the assessment carried out by the Town Council and at odds with comments made by NFDC's landscape and environmental design officers. We suggest that the applicant's assessment is far from impartial and should be challenged. Perhaps an independent assessment could be sought by NFDC, someone that is an expert in the field, such as David Birkbeck, who carried out a review of the Rendlesham scheme (DC 19/1499/FUL) for East Suffolk Council and is a co-author of BfHL.

## **May 2024**

This is Ringwood Town Council's further response to planning application 21/11723, agreed by Full Council on 28 February 2024 and amended on 3 May 2024. It follows the Council's original response made in April 2022. We have considered the amended plans and further documents, note the amendments and that the Ringwood Neighbourhood Plan is scheduled to go to a referendum in July 2024 and it should accordingly be given significant weight.

We remain of the strong view that the application should be refused (R4). We have not had sight of the Officer's report and note that some requested documentation and responses from several statutory consultees are outstanding even now. We therefore reserve the right to make further comments in respect of any additional information received relating to this application.

Given the vast number of documents relating to this application, we have endeavoured to address only our principal concerns and not matters of detail. We will be represented at the NFDC Planning Committee when the application is

considered and invite members to ask questions to clarify any matter not specifically addressed.

### *Vehicular Site Access*

The issue of site access is not a reserved matter. The proposal is contrary to the policy set out for SS13 in the Local Plan, specifically because the only access will be from Moortown Lane – as the name suggests, a lane along which two Heavy Goods Vehicles cannot pass. At the Public Inquiry into the current Local Plan, the Inspector was specifically invited to exclude an access into this site from the north-west corner but declined to do so.

The land in question is under the control of HCC and designated as an employment site, although no application has been forthcoming. It appears that the applicant has failed to reach any agreement with HCC that would allow construction of this access, let alone any access onto Crow Lane. The argument will no doubt be that the application should not be refused “simply because” the applicant has failed to secure these agreements but the outcome will be that all vehicular traffic will need to access and egress the site via Moortown Lane.

This is a fundamental issue. It is unrealistic to suppose that all residents living on this site will walk or cycle to take their children to school or to do their shopping.

The proposed “improvements” to the junction with Christchurch Road and elsewhere could only be “secured” by a financial contribution under a S106 agreement but that does by no means guarantee they will be delivered. For example, when consent was granted for the Lidl store on Forest Gate Business Park, this included a s.106 agreement for a contribution towards a pedestrian crossing. It transpired that the contribution was woefully inadequate and no controlled crossing was ever built (let alone a “Toucan crossing” as is now proposed). There are similar examples relating to the Beaumont Park estate, with two key footpaths as yet undelivered. Further, previous applications have demonstrated that “improvements” to other junctions are not practically feasible. Having reviewed the latest comments from HCC Highways and the Schedule of Highway Works, we note with considerable dismay and concern that it is now proposed there be no requirement to complete any of the highway improvements before the first occupation of dwellings in Phase 2. If consent is granted, we would request a condition that all proposed highway improvements be implemented before occupation of any proposed dwelling.

### *Pedestrian and cycle access*

Again, the applicant has failed to secure the necessary consents to ensure compliance with policy requirements to (for example) provide reasonably accessible links to local schools (Poulner Infant and Junior Schools in particular) but also to local shops – e.g. Lidl on Forest Gate Business Park. (Note – there was an indication in one of the applicant’s transport documents that the Poulner schools were no longer to be treated as catchment for this site, but that information could not be verified.)

The proposals for the junction with and then crossings across Christchurch Road are simply not practical nor achievable.

Other pedestrian routes from the north and east of the site are not properly defined. Policy R1 (Clause D) of the Ringwood Neighbourhood Plan states: “The harmful effects of traffic congestion, especially traffic with an origin and destination outside the town centre, will be tackled through the promotion of other means of moving about the town including the delivery of effective walking and cycling measures to better connect the new communities at Moortown Lane and Hightown Road.”

There is no clear means by which this policy will be met; there is no connection from the north of the site to Wellworthy Way and the proposed connection to Christchurch Road to the South of the site does not appear to be suitable for walking or cycling and requires crossing the increasingly busy Christchurch Road.

### *Housing*

Whilst the commitment to 50% affordable housing is welcomed, the proposed mix of housing, both affordable and otherwise, is not policy compliant. The proportion of 1 and 2 bedroom dwellings for the first phase is 40% (60 of the 150 dwellings). This is not in accordance with Policy R5 of the Ringwood Neighbourhood Plan (RNP), which states that the figure is greater than 50% of schemes of five or more dwellings. There are no First Homes proposed in Phase 1, contrary to Policy R6 of the RNP, which requires that a minimum of 25% of new affordable homes shall be provided as First Homes.

Policy R11 of the RNP requires that “wherever feasible, all buildings should be certified to a Passivhaus or equivalent standard with a space heating demand of less than 15KWh/m<sup>2</sup>/year. Whilst we are encouraged by the potential for inclusion of PV panels we note there is no definite commitment at this stage to comply with this requirement.

However, we note with concern that the overall proposal now provides for only 30% of the units as affordable housing due to issues of viability. No viability assessment is available on the portal, but this significant change makes the outline proposal contrary to policy.

### *Design Issues*

The Town Council’s view is that the proposed development (particularly regarding the detailed application) is unacceptable. We refer here to the observations of the Urban Design Officer regarding numerous aspects not least “street scenes”, the density of the proposals which are far too high for an “urban edge development” which has hitherto been Green Belt land.

There is a great deal wrong with the proposals but to cite but one example, please consider the western edge of the proposed development. The existing dwellings (which are quite substantial properties that, thanks to the topography sit considerably lower than the ground level of the development site). They would not only be overlooked by the proposed housing but the proposed style of houses along this edge would be entirely out of keeping with the immediate locality. There appears to have been no consideration of how existing power cables will be accessed nor the effect on drainage.

We have little doubt that if the application here was to build a single dwelling (let alone a dozen or so) backing on to the existing properties, considerable concerns would have been raised about “overlooking/loss of privacy” and “loss of amenity”.

There should in our view be a clear “gap” and “green space” between the existing dwellings any proposed new housing. Paragraph 139 of the NPPF states that “development that is not well designed should be refused”.

The applicant has not submitted a Building for a Healthy Life assessment, as required by Policy R8 of the Ringwood Neighbourhood Plan. In the absence of this, the Town Council and members of the RNP team have undertaken a BfHL assessment, which forms part of the Town Council’s response –



this is the same as that submitted in February as there has been little change in the design), which indicates the development is not well designed. On that basis, the application should be refused.

### *Density*

The Local Plan envisaged a minimum of 480 dwellings on the total strategic site but this was on the basis that land south of Moortown Lane would form part of the allocation. This is no longer the case and the consequence is a significant increase in density, which is not appropriate in this location on the edge of the Green Belt.

### *“Open Spaces – ANRG etc.”*

The Town Council welcomes the exclusion of the “Ten Acre Field” in the applicant’s strategy. However, the proposal to include land adjacent to Crow Lane as part of its proposal is simply wrong (please refer to the Council’s comments on planning application 23/10707) and for the purpose of this application should be ignored. The application is not compliant with policy and for this reason alone should be refused.

### *Drainage*

The applicant appears not to have considered properly how water currently drains from the site nor the effect of its proposals on adjoining properties. Much further investigation needs to be undertaken in this regard. Hampshire County Council, as the Lead Local Flood Authority, requested specific information in their original response dated 28/01/2022. They responded further on 20/06/2023 stating that information on infiltration testing and groundwater monitoring to support the drainage strategy had still not been provided. The most recent response dated 05/02/2024 states that this information remains outstanding. Given the increased level of flooding in the area, it is of great concern that the applicant has failed to provide the required information and to demonstrate an adequate drainage strategy for the site. There is an opportunity to bring back into use the currently redundant Moortown Lane Flood Relief Drain if this development proceeds. We would welcome a conversation with HCC as the Local Lead Flood Authority and the applicant as to how this might be achieved.

### *Conclusion*

The Town Council recognises that, both nationally and locally, there is a housing shortage, particularly for younger people who find it difficult to the point of impossibility to step on to the “housing ladder”. We also appreciate the pressure on the Planning Authority as it is not currently meeting its targets for both building new dwellings or affordable housing, and that it does not currently meet its 5- year supply of land allocated for housing. However, there are yet again so many issues with the present application, both outline and detailed, that we urge that the application be refused and the applicant be in effect invited to go back to the drawing board.

## **February 2024**

### *Summary*

This is Ringwood Town Council’s further response to planning application 21/11723, agreed by Full Council on 28 February 2024. It follows the Council’s original response from April 2022, a copy of which is attached for ease of reference. We have considered the amended plans and further documents, note the amendments and that the Examiner’s final report on the Ringwood Neighborhood Plan has now been received and it should accordingly be given weight. We remain of the strong

view that the application should be refused (R4). We have not had sight of the Officer's report and note that some requested documentation and responses from several statutory consultees are outstanding. We therefore reserve the right to make further comments in respect of any additional information received relating to this application. Given the vast number of documents relating to this application, we have endeavoured to address only our principal concerns and not matters of detail. We will be represented at the NFDC Planning Committee when the application is considered and invite members to ask questions to clarify any matter not specifically addressed.

### *Vehicular Site Access*

The issue of site access is not a reserved matter. The proposal is contrary to the policy set out for SS13 in the Local Plan, specifically because the only access will be from Moortown Lane – as the name suggests, a lane along which two Heavy Goods Vehicles cannot pass. At the Public Inquiry into the current Local Plan, the Inspector was specifically invited to exclude an access into this site from the north-west corner but declined to do so. The land in question is under the control of HCC and designated as an employment site, although no application has been forthcoming. It appears that the applicant has failed to reach any agreement with HCC that would allow construction of this access, let alone any access onto Crow Lane. The argument will no doubt be that the application should not be refused “simply because” the applicant has failed to secure these agreements but the outcome will be that all vehicular traffic will need to access and egress the site via Moortown Lane.

This is a fundamental issue. It is unrealistic to suppose that all residents living on this site will walk or cycle to take their children to school or to do their shopping. The proposed “improvements” to the junction with Christchurch Road and elsewhere could only be “secured” by a financial contribution under a s.106 agreement but that does by no means guarantee they will be delivered. For example, when consent was granted for the Lidl store on Forest Gate Business Park, this included a s.106 agreement for a contribution towards a pedestrian crossing. It transpired that the contribution was woefully inadequate and no controlled crossing was ever built (let alone a “Toucan crossing” as is now proposed). There are similar examples relating to the Beaumont Park estate, with two key footpaths as yet undelivered. Further, previous applications have demonstrated that “improvements” to other junctions are not practically feasible. If consent is granted, we would request a condition that ALL proposed highway improvements be implemented before occupation of ANY proposed dwelling.

Pedestrian and cycle access Again, the applicant has failed to secure the necessary consents to ensure compliance with policy requirements to (for example) provide reasonably accessible links to local schools (Poulner Infant and Junior Schools in particular) but also to local shops – e.g. Lidl on Forest Gate Business Park. (Note – there was an indication in one of the applicant's transport documents that the Poulner schools were no longer to be treated as catchment for this site, but that information could not be verified.) The proposals for the junction with and then crossings across Christchurch Road are simply not practical nor achievable. Other pedestrian routes from the north and east of the site are not properly defined. Policy R1 (Clause D) of the emerging Ringwood Neighbourhood Plan states: “The harmful effects of traffic congestion, especially traffic with an origin and destination outside the town centre, will be tackled through the promotion of other means of moving about the town including the delivery of effective walking and cycling measures to better connect the new communities at Moortown Lane and Hightown Road.” There is no clear means by which this policy will be met; there is no connection from the north of the site to Wellworthy Way and the proposed connection to Christchurch

Road to the South of the site does not appear to be suitable for walking or cycling and requires crossing the increasingly busy Christchurch Road.

### *Housing*

We echo (without repeating) the observations of officers that whilst the commitment to 50% affordable housing is welcomed, the proposed mix of housing, both affordable and otherwise, is not policy compliant. The proportion of 1 and 2 bedroom dwellings for the first phase is 40% (60 of the 150 dwellings). This is not in accordance with Policy R5 of the emerging Ringwood Neighbourhood Plan (RNP), which states that the figure is greater than 50% of schemes of five or more dwellings.

There are no First Homes proposed in Phase 1, contrary to Policy R6 of the emerging RNP, which requires that a minimum of 25% of new affordable homes shall be provided as First Homes. Policy R11 of the emerging RNP requires that “wherever feasible, all buildings should be certified to a Passivhaus or equivalent standard with a space heating demand of less than 15KWh/m<sup>2</sup> /year. Whilst we are encouraged by the potential for inclusion of PV panels we note there is no definite commitment at this stage to comply with this requirement.

### *Design Issues*

The Town Council’s view is that the proposed development (particularly regarding the detailed application) is unacceptable. We refer here to the observations of the Urban Design Officer regarding numerous aspects not least “street scenes”, the density of the proposals which are far too high for an “urban edge development” which has hitherto been Green Belt land. There is a great deal wrong with the proposals but to cite but one example, please consider the western edge of the proposed development. The existing dwellings (which are quite substantial properties that, thanks to the topography sit considerably lower than the ground level of the development site). They would not only be overlooked by the proposed housing but the proposed style of houses along this edge would be entirely out of keeping with the immediate locality. There appears to have been no consideration of how existing power cables will be accessed nor the effect on drainage. We have little doubt that if the application here was to build a single dwelling (let alone a dozen or so) backing on to the existing properties, considerable concerns would have been raised about “overlooking/loss of privacy” and “loss of amenity”. There should in our view be a clear “gap” and “green space” between the existing dwellings and any proposed new housing. Paragraph 139 of the NPPF states that “development that is not well designed should be refused”. The applicant has not submitted a Building for a Healthy Life assessment, as required by Policy R8 of the emerging Ringwood Neighbourhood Plan. The Town Council and members of the RNP team have undertaken a BfHL assessment (see attached, which forms part of the Town Council’s response), which indicates the development is not well designed. On that basis, the application should be refused.

### *“Open Spaces – ANRG etc.”*

The Town Council welcomes the exclusion of the “Ten Acre Field” in the applicant’s strategy. However, the proposal to include land adjacent to Crow Lane as part of its proposal is simply wrong (please refer to the Council’s comments on planning application 23/10707) and for the purpose of this application should be ignored. The application is not compliant with policy and for this reason alone should be refused.

### *Landscaping*

Policy R10 of the emerging Ringwood Neighborhood Plan states that “all proposals should protect and maintain trees and hedgerows; provide for the planting of new trees for flood management and carbon sequestration purposes; and include hedgerows and bulb and wildflower planting where it is compatible with the street scene.”

We note the intention is to maintain most of the hedgerows and to plant new trees, however we would ask for more details of bulb and wildflower planting in the area.

### *Drainage etc.*

The applicant appears not to have considered properly how water currently drains from the site nor the effect of its proposals on adjoining properties. Much further investigation needs to be undertaken in this regard. Hampshire County Council, as the Lead Local Flood Authority, requested specific information in their original response dated 28/01/2022. They responded further on 20/06/2023 stating that information on infiltration testing and groundwater monitoring to support the drainage strategy had still not been provided. The most recent response dated 05/02/2024 states that this information remains outstanding. Given the increased level of flooding in the area, it is of great concern that the applicant has failed to provide the required information and to demonstrate an adequate drainage strategy for the site. There is an opportunity to bring back into use the currently redundant Moortown Lane Flood Relief Drain if this development proceeds. We would welcome a conversation with HCC as the Local Lead Flood Authority and the applicant as to how this might be achieved.

### *Archaeology*

It would appear that the site has some archaeological significance but precisely what that might be has not been disclosed. The Town Council requests that there should be fuller disclosure regarding this aspect and appropriate conditions attached to any consent.

### *Conclusion*

The Town Council recognises that, both nationally and locally, there is a housing shortage, particularly for younger people who find it difficult to the point of impossibility to step on to the “housing ladder”. However, there are yet again so many issues with the present application, both outline and detailed, that we urge that the application be refused and the applicant be in effect invited to go back to the drawing board.

### **April 2022**

#### *Summary*

This is Ringwood Town Council’s response to planning application 21/11723, which was agreed by Full Council on 27th April 2022. The Council reserves the right to submit further comments after this date in respect of any further information received relating to the application. The Town Council recommends that the application is refused (R4). The application for outline planning consent concerns part only of Strategic Site 13 as identified in New Forest District Council’s Adopted Local Plan Part 1 and the detailed planning consent concerns part only of the site included within the area encompassed by the outline application. In this response, RTC address a number of matters of “detail” but that we have chosen to do so should not detract from its fundamental objection to the current proposals.

## *Introduction*

During the process of adoption of the Local Plan Part 1, RTC made both written and oral representations to the Public Inquiry with regard to what was originally known as “Site P” but is now referred to as “Strategic Site 13”. In very brief summary, RTC was opposed to the removal of Site 13 from the Green Belt and concerned as to the extent of the proposed development and matters relating to infrastructure. Nevertheless, the site was included within the housing allocation on the basis it could provide at least 480 dwellings, employment land of about 2 hectares, the provision of land for a minimum of 15 full size allotment plots and (south of Moortown Lane in the Green Belt) the provision of natural recreational greenspace and public open space (including outdoor sports facilities) and 2 hectares of land to be reserved for a primary school. It should be noted that the current applicant neither owns nor has any control over parts of “Site 13” and this is highly relevant in that it means that the applicant is simply not in a position to deliver a number of strategic/policy objectives of the Local Plan insofar as it relates to this site. Further detail as to the relevant issues are dealt with below.

The mere fact that the land the subject of the applications is included as a strategic site within the adopted Local Plan does not mean that any planning consent should be automatically granted (even in outline) – the applicant needs to demonstrate that its proposals include appropriate infrastructure and in the view of RTC, the current application manifestly fails in that regard.

Further, the proposals either entirely or inadequately fail to address a series of other matters of concerns which are outlined below.

## *Caveats*

At the time of preparing this response, formal responses from a number of consultees were awaited, including in particular from (but not limited) to the Highway and Education authorities. RTC must reserve its right to comment further in the light of further responses from other statutory consultees (see also further below).

## *Issues*

In this section, RTC simply sets out the matters of concern – more detailed comments follow in the sections below and the appendices. Principle of Development Housing Mix and Type Design Considerations – Site layout Transport (including walking and cycling strategies) – please note that this issue is fundamental. Nature Conservation and Ecology Public Open Spaces Flooding, Drainage, Water Supply and Foul Water Residential Amenity Sustainability Gravel extraction.

## *Principle of Development*

Whilst the Local Plan identified the land included within the application as appropriate for housing (and employment) development, this was on the basis that appropriate infrastructure be included in any proposal. The application fails to comply with this policy requirement on a number of matters: No community facility is proposed within the site and no proposal has been made regarding any “off-site” provision. RTC is not in a position to suggest any “off-site” provision and looks to the applicant to make appropriate proposals. The proposal does not include any provision for a primary school (see further below regarding transport in particular). RTC does not consider it appropriate that any land currently used for formal recreational activity should be re-designated as a school. If (and the Education Authority’s response is awaited) it is necessary or appropriate to designate land for

the construction of a Primary school, it is the view of RTC that this must be provided within the site in the applicant's ownership, excluding any land that is currently used as formal recreational space (i.e. the football pitches south of Moortown Lane). The application also fails to take into account that Ringwood currently does not meet national criteria regarding formal recreational space. The proposal as it stands would reduce the number of football pitches currently available and makes no provision for either replacing that same nor increasing the provision as would be required should this proposed development be approved. The proposal taken as a whole does not provide sufficient informal green space to meet policy requirements and its design (see further below) is also problematic.

### *Housing Mix and Types*

It is noted that the outline scheme provides 50% affordable housing but the detailed planning application does not. This is not acceptable. Furthermore, the mix of housing and types proposed is contrary to NFDC policy; Housing Mix – Application Planning Statement section 6.75 correctly reproduces the NFDC Local Plan (2020) Policy HOU1 for the required mix of housing sizes, for each of the sectors “Affordable Housing to Rent”, “Affordable Housing to buy” and “Market Housing”. However, the presentation made does not achieve these proportions. Para 6.75 lists overall proportions but without reference to different housing sectors, and moreover, are listed as “indicative” - hardly a commitment!

Moreover, the open market housing mix only proposes 20% of 1-2 bedroom sizes, compared with Policy HOU1 which requires 30-40%. This failure to match the requirement would mean that, of the 168 dwellings proposed in phase 1, there would be a shortage of some 25 dwellings likely to be more affordable to people - particularly those with Ringwood connections - to start a home. There is very little in this application that benefits the well documented housing needs of our local community, and the diminution in this developers plans for fewer smaller, less expensive housing is unacceptable.

2. Housing Types. Although the proportion of subsidised Affordable Housing in the proposal of 47% is nearer the Policy requirement of 50%, the recently commissioned Ringwood Housing Needs Assessment (attached) suggests the split of types should be 50% Affordable to Rent/50% Affordable to Buy, rather than Policy guidance of 70%/30%. This Needs Assessment summarises the position as follows:-

“Accordingly, within the Affordable Housing that comes forward in future we have recommended a split of 50% routes to home ownership and 50% Affordable Housing for rent. Within the 50% affordable ownership, there could also be a split of 25% First Homes, 20% Shared Ownership and 5% Rent to Buy. Importantly, this split within the affordable home ownership is compliant within current government guidelines, such as First Homes and Rent to Buy. This recommendation should be interpreted flexibly as there is an argument for a higher weighting on affordable rented products due to uncertainty about future rates of turnover, the need to meet a share of the District's needs, and the fact that much affordable home ownership is only affordable to above average earners in Ringwood.” We recommend this proposed 50/50 mix of Affordable tenures as being more suitable for the subsidised housing sector on this SS13 site. Regard should also be had to the work undertaken by RTC's Neighbourhood Planning Teams regarding housing need in Ringwood (Appendix A).

In summary, the application is unacceptable because it does not:

Provide sufficient open market housing for one and two bedroom apartments and flats (Indeed, there appear to be no proposals for such housing within the detailed

application);

Provide for larger affordable housing such as 4 bedroom houses;

RTC would in any event ask for a s.106 Agreement to ensure that all manner of affordable housing is provided before open market housing is offered for sale/occupied.

### *Design Considerations*

Site layout RTC have significant reservations about the design (particularly in relation to the detailed application). The detailed application seems to us to be very inward looking and quite inappropriate for a development on the fringes of the Town, bordering as it does to Green Belt land and in very close proximity to the National Park – there would be no (or very limited) views from within the development to the open areas. The density of proposed housing in the detailed application (40 per hectare) is significantly greater than what has been approved (and now built) at Beaumont Park (Linden Homes at 32-33) and the proposed development at the “Taylor Wimpey” site (also referred to as “Hightown”, “Nouale Lane” and strategic site 14) at 35 per hectare. Further, the detailed application provides little (if any) opportunity for soft landscaping and one is left with the impression that the “side streets” will probably be obstructed by parked cars (see also further below under “sustainability”).

There is at present a large tree and copse in the middle of the site which is a nesting site for a pair of breeding buzzards. It is understood that this tree would be felled which would be regrettable to say the least – we suggest that a TPO be made to prevent this. In the view of RTC, the proposals do not adequately provide for preservation of existing hedgerows nor the provision of additional tree and other planting. The “green spaces” are remote from the proposed housing and few if any are incorporated within the detailed application and there is what might be described as a “hard edge” around the housing site with no “soft transition” to the open areas. This is particularly the case along the western boundary – see further below regarding the water main and overhead electric power lines. Further, the proposals do not take into account the impact of the proposed development on the National Park, particularly but not limited to light pollution. Under the NPPF, a proposal that is not well designed should be refused consent. An appropriate tool should be used to assess how good the design is. In this context, RTC make reference to a “Building for a Healthy Life” (“BfHL”) assessment undertaken by one of the teams involved in drafting a Neighbourhood Plan for Ringwood which indicated the proposed development is not well designed. A copy of the assessment is at Appendix B. Noting that use of appropriate tools like BfHL is required by the NPPF [133], we would be interested to know which ones are being used by NFDC to assess Ringwood’s allocated sites.

### Transport

The Local Plan (and earlier incarnations) envisaged a route from the A31 (west bound), through what is now the “Taylor Wimpey/Nouale Lane” site, then onto Crow Lane and then through this site to Christchurch Road, either via Moortown Lane or, more importantly through the Forest Park (or as we know it the “Wellworthy site”). The applicants are simply not in a position to deliver the policy objectives because no application has come forward from Hampshire County Council regarding the plot of land in the North West corner of site 13 and the access onto Crow Lane depends on the ownership of land that is also outside the applicant’s control (and would most probably require the demolition of one or more of the properties along Crow Lane itself). It follows that the applications must be considered on basis that the sole access into and from the site will be from Moortown Lane. This alone does not

achieve the policy objectives of the Local Plan. Whilst this response has been prepared without sight of a response from HCC Highways, RTC comment as follows:

The proposal does not meet the policy objective of a link from the A31 to Christchurch Road nor does it achieve a sustainable cycling and walking strategy.

The traffic assessment is based on surveys that are out of date, having been conducted either during lockdowns or at times when significant numbers were working from home.

The proposals for the junction between Moortown Lane and Christchurch Road and along the western end of Moortown Lane are unsatisfactory. There is simply not enough room to allow for a footpath and 2/3 lanes of traffic without encroaching onto privately owned land. Further, the houses on either side of Moortown Lane at this point (particularly that on the northern side) occupy elevated positions and it would be necessary to provide some form of retaining wall that would dominate the street scene in what is at present an entry point into the countryside. Such a construction would be incongruous and unsightly.

The applicant has acknowledged that the development will have consequential effects on the route into Ringwood Town centre and to the A31 and suggests that three of the four roundabouts could be improved to ease traffic flow and congestion. However, no details have been provided and the Town Council is aware that previous investigations by the Highway authority have demonstrated that there is no practical scope to improve the three roundabouts at the junction with Castleman Way, at the War Memorial and the main town roundabout junction with Southampton Road.

The applicants also propose a pedestrian crossing point at the Moortown junction, across Christchurch Road. It is ludicrous to think that pedestrians will cross the road at that point simply to avoid walking across the forecourt of the Texaco filling station; further, the footpaths along Christchurch Road are not continuous and the one footpath that passes opposite the brewery site is very narrow with no scope to be widened.

The transport assessment also assumes that the majority of school children living in the development would walk or cycle to school. Unless the applicants can deliver a walking/cycling route across Crow Arch Lane and into and across the Beaumont Park estate (Linden Homes) (over and onto land that is not within their ownership), the only access will be via Moortown Lane. Elsewhere, it is proposed that primary and junior school children would be educated at Poulner schools (notwithstanding that this site currently falls outside the catchment area!) – a distance of over 2 miles away, on the other side of the A31. It is frankly ludicrous to suggest that parents will do anything other than drive their children to school (there are no buses). Not only will that significantly increase traffic movements at dropping off and picking up times but it will also exacerbate an already serious issue of parking around the Poulner Schools.

#### Nature Conservation and Ecology

The proposed ANRG does not meet minimum policy requirements and does not accord with the relevant SPD in terms of functionality as there is a road crossing through the middle of it.

Whilst it is conceded that the scheme proposes a net gain in bio diversity (largely because the land is currently high quality arable land), it is of concern that the



mature trees in the middle of the site is to be felled and that elements of hedgerow will be lost. Further, deer are regularly seen to be grazing on the land and will be displaced.

The site is just over 100m from the Avon Valley SSSI and there is extensive evidence that the gardens of the houses in-between are permeable to wildlife. The site layout would close this corridor and be against consultee advice from Wessex Water (due to water pipes) and the presence of overhead electricity cables, both of which require access for maintenance. More information on this and concerns about the BNG and phosphate calculations used by the applicant is contained in Appendix C.

The site layout with its streets effectively lined with housing provides little or no opportunity for landscaping and planting within the built area. If each property has a soak-away in its rear garden as proposed, this too would limit the opportunities that future residents might have for tree planting on their properties.

There is also serious concern regarding a lack of any detailed phosphate mitigation – NFDC does not have its own scheme and the applicants have provided no detail of what mitigation they might be able to achieve (nor where).

### Public Open Spaces

RTC questions whether the scheme provides sufficient informal space but is also extremely concerned that the scheme relies on utilisation of existing formal recreational space. By national standards, Ringwood is already deficient in terms of formal recreational space and that will remain the case even after the proposed redevelopment of the Football club. Far from providing additional formal space, the scheme envisages the loss of two existing playing pitches. It is submitted that the applicant should provide both additional formal and informal recreation space within the land it owns/controls north of Moortown Lane and does not rely on any of the land to the south of the lane.

### Flooding, Drainage, Water Supply and Foul Water

The scheme is deficient in that it suggests that each property should have its own soak away in rear gardens – this would severely limit the opportunity to plant trees in rear gardens. No swells or SUDS are proposed and surface water from the roads is to be held in crates. This proposal is a lost opportunity to increase bio-diversity by the creation of ponds or small lakes. The applicant also appears to be unaware that existing field drains flow through the listed building known as Moortown House – the existing flow has historically caused flooding in the formal garden of that property and surface water from roads finding its way into that drain for example is likely to be contaminated with oil, diesel and petrol. Local residents have also raised concerns about water pressure in the existing mains serving other properties in the locality. No information has been provided regarding the provision of water supplies to the proposed development nor has any account apparently been taken of the effect that may have on existing properties, including those within Beaumont Park and along Crow Lane in particular. No detail has been provided as to how the foul sewers from the site would connect to the existing foul sewer in Christchurch Road and RTC question whether that sewer has the capacity to cope with the additional demand this development would cause. RTC also understands that the sewerage treatment plant in Hampshire Hatches is already at capacity (such that from time to time, untreated waste is discharged into the river Avon) and questions whether it is physically possible to increase capacity. Another matter of concern is that some years ago, a flood relief drain was constructed in an attempt to alleviate the flooding that regularly occurs along Crow Lane. Whilst this drain has not yet been

commissioned (recent investigations have been undertaken with a view to bringing it into operation), RTC question how it might be impacted by the proposed development.

### Residential Amenity

RTC's principal concern here is the impact on existing residents along the western boundary of the site. Many of those properties lie significantly below the ground level of the site and as the proposal stands, would be substantially overlooked by new houses. The scheme envisages that the rear gardens of properties along the western boundaries would abut onto the existing boundaries of the existing properties. However, it is understood that there is a water main running along the western boundary along with electricity cables, vehicular access to which would be required at all times. Further, it is understood that the water utility company would require a "corridor" that is at least 10 metres wide along the route of the water main – the scheme does not provide for these requirements. It is also noted that there appears to be no assessment of odour or noise. The detailed layout also leads RTC to suppose that there will be substantial on-street (or worse, on pavement) parking once the houses are occupied.

It is acknowledged that it is a matter for the applicant to determine when to bring forward application but RTC is surprised that the current proposal is to develop that part of the site closest to Moortown Lane first. If that were to happen, it would mean that new residents on the estate would find that construction traffic for the remaining part would have no option but to go through the middle of the new housing with all the noise and associated nuisance that would bring.

### Sustainability

It is noted that the proposal is simply to construct properties to existing Building Regulation standard, even though Crest Nicholson confirmed to RTC that they intended to build to a higher standard and indeed, have done so elsewhere. This scheme can hardly be described as innovative in that (for example) it does not provide for solar panels (and the orientation of many of the proposed houses would be sub-optimal in that regard); heating will be gas powered with no provision for heat pumps; no attempt is made to provide for grey water recycling and the build methods are traditional and carbon intensive. More information on this is provided in Appendix D. The lack of SUDS is also regrettable in terms of sustainability.

### Gravel extraction

At the Public Inquiry into the Local Plan, it was asserted by those seeking to bring forward this site that gravel/mineral extraction would need to take place before the site was developed. Whilst RTC would not encourage such extraction on this site, not least because of the disruptive effect on local residents (noise and dust etc) it would be appreciated if further information could be provided.

### Conclusion

The Town Council recognises that both nationally and locally, there is a housing shortage, particularly for younger people who find it difficult to the point of impossibility to step on to the "housing ladder". However, there are so many issues with the present applications, both outline and detailed that we urge that the application be refused and the applicant be in effect invited to go back to the drawing board.

## 7 COUNCILLOR COMMENTS

No comments received

## 8 CONSULTEE COMMENTS

The following comments in summary have been received. Comments listed below have been reviewed and updated following the most recent amended plans submitted in 2024. All comments are available to view on the NFDC website.

### **HCC Highways – no objection subject to obligations and conditions**

#### *Revised development and on-site highway matters*

A Stage 1 Road Safety Audit (RSA1) has been provided for the internal layout. Within the RSA1, three problems were raised. Subsequent design amendments have been carried out and the Safety Auditor has confirmed these amendments satisfactorily address the problems raised. The Highway Authority (HA) accept the proposed internal layout, subject to the following comments being addressed at the S38 detailed design stage where roads are being offered for adoption. Vehicle tracking will finalised during the adoption process.

For roads to be offered for adoption, the proposed surface material and construction build-ups need to be in accordance with HCC highway adoptable standards and standard construction details. Adequate road markings and signage should be provided for review at the detailed design stage. The proposed internal spine roads will be provided to the boundary of the site to facilitate future connection to the two parcels which complete the SS13 NFDC Local Plan allocation. These roads should be designed and constructed to adoptable standards and offered for adoption.

#### *Moortown Lane/ Christchurch Road Improvement*

The HA previously requested additional information be provided to provide the HA with certainty that the works can be delivered within the highway boundary or land within the control of the applicant. The applicant has provided additional information which provides sufficient reassurances to the HA that the proposed scheme is deliverable. The HA therefore confirm that design of the improvement works at the Moortown Lane/ Christchurch Road priority junction is considered satisfactory.

#### *Pedestrian/ cycle routes through the site*

The applicant's transport consultant has confirmed as part of earlier responses that the primary and secondary footpaths to the east of the site will be available for use by cyclists, this should be secured through a suitably worded condition to be dealt with at the reserved matters stage.

The HA previously requested a pedestrian and cycle link be provided as part of the phase 1 works between the Moortown Lane emergency access and the primary street access to Moortown Lane. The applicant advised that due to the phase 1 layout and drainage proposals a dedicated link could not be provided in this location. An alternative pedestrian and cycle route on land south of Moortown Lane was proposed providing a link between the site access and Long Lane (drawing ITB12364-GA-077). Although this alternative link was not included as part of the RSA for the site, the designer has since confirmed that a suitable footway and cycleway link, deliverable to HCC standards, can be provided at this location. The HA note that this provision, as well as providing suitable access for future residents

to the football club and Long Lane, also provides a connection from the site to likely future Local Walking and Cycling Improvement Plan route via Long Lane.

The HA understand that the phase 1 drawing for the internal pedestrian and cycle links has been updated to ensure that the pedestrian and cycle links to the agreed allotment access (drawing ITB12364-GA-008H, see comments below) are provided prior to first occupation. This should be secured through planning condition to ensure these links are available for use in perpetuity.

#### *Moortown Lane Site Access and PROW access*

A plan (ITB12364-070A) has been provided which shows the widening of Moortown Lane between the junction with Christchurch Road and the proposed site access, which is acceptable to the HA. The HA acknowledge that the requirement for a bus to pass along Moortown Lane is no longer part of the public transport strategy for the site; however, the HA consider with the information available that the widening should still be implemented. Overrunning of the existing verge is visible and the additional development traffic would exacerbate this. Furthermore, the tracking provided is tight. Given the level of development proposed, vehicles will need to pass often, including regular instances of two delivery vans (or other large vehicles) passing and the HA feel this should be comfortably accommodated without damage to the verge or carriageway edge. The applicant has agreed to implement these improvements to Moortown Lane, which should be secured through S106 Agreement obligation. However, the HA may be willing to explore monitoring of this section of Moortown Lane through the first phase of the development to confirm the requirement for widening; this can be discussed as part of S106 negotiations should the site come forward.

#### *Christchurch Road/ Moortown Lane pedestrian and cycle scheme*

Costs for the indicative walking and cycling scheme (ITB12364-GA-060) along Moortown Lane and Christchurch Road are now accepted by the HA. A proportionate contribution for the applicant to provide towards the scheme has been agreed.

#### *Crow Arch Lane pedestrian and cycle access*

A revised drawing of the pedestrian and cycle access alongside the allotments and linking to Yarrow Lane (Drawing ITB12364-GA-008H) was provided to the HA for review. Due to design changes resulting from the Road Safety Audit the visibility splays for pedestrians were shown to be below Technical Guidance Note 3 (TG3) requirements, therefore requiring a Departure from Standard (DfS). The DfS was considered by HCC departure board and approval in principle of the DfS been issued. This approval notes some minor amendments that may need to be addressed by the applicant at the S278 detailed design stage.

The design review of Drawing ITB12364-GA-008H also highlighted the following comments which will need to be addressed at the S278 detailed design stage. The Designer's response regarding the width of pedestrian crossing on Yarrow Road has been accepted by the Safety Auditor. However, this has not been fully addressed and may need further consideration at the S278 detailed design stage. An appropriate dropped kerb access and warning tactile paving is required where the cycleway from the Castleman Trail joins Yarrow Lane. Details of the suitability of the proposed works for allotment access and tie into Crow Arch Lane have not been included in the RSA review. This should be considered as part of the future S278 works on Crow Arch Lane should the development come forward.

### *Traffic Impact*

The traffic impact has previously been agreed at all appropriate locations with the exception of the B3347/ The Furlong roundabout junction. The HA can confirm that this junction modelling is now considered acceptable. A mitigation scheme has been proposed, shown on plan ITB12364-GA-043B, widening the Southampton Road arm of the junction to allow a longer length of two-lane approach. The proposals have been costed and this cost agreed with the HA. A contribution of this value is considered adequate mitigation.

### *Routes to Schools*

The improvements on the routes to Ringwood Schools (ITB12364-GA-049) and the McColls/ Morrisons Daily store are acceptable to the HA. Due to the catchment school potentially changing in future, the HA have agreed to take a contribution towards walking and cycling improvements on the routes between the site and catchment schools and school travel planning measures. This is considered adequate mitigation.

### *Crow Lane Crossing (Castleman Trail)*

The HA accept the proposed crossing improvements on Crow Lane detailed on drawing ITB12364-GA-080B to access the proposed public open space detailed in planning application reference 23/10707. The HA require the visibility splays should be based on record speeds and would expect to see 54m both ways with a minimum offset of 300mm in accordance with TG3. These works should be secured through an appropriate S106 planning obligation.

### *Bus Service*

The applicants Technical Note details that the previously proposed bus strategy was no longer supported by the bus operator. As an alternative the applicant has agreed to provide a contribution to fund the running of a taxi share to serve the site. In order to instil sustainable travel patterns, the HA would want to operate this service from early in the build out of the development until post final occupation and is satisfied the contribution will facilitate this.

### *Schedule of S278 highway works*

A technical note detailing the Schedule of S278 Highway Works dated 12th March 2024 has been submitted. The document appears to be in accordance with previous discussions between the HA and applicant but will be discussed and formally agreed as part of the S106 negotiations.

### *Schedule of S106 highway contributions*

The HA and applicant have agreed an acceptable contribution of £1,040,588 to be secured by S106 Agreement towards walking and cycling improvements on Christchurch Road, multi-modal transport improvements to reduce vehicular traffic using the B3347/ The Furlong junction, walking and cycling improvements on the routes between the site and catchment schools, school travel planning measures and passenger transport services benefiting the site. In addition, the Travel Plan has been agreed and will need to be secured via S106 Agreement along, including the £1,500 approval fee, £15,000 monitoring fee and £75,550 bond/ surety.

### *Recommendation*

Hampshire County Council as Local Highway Authority raises no objection to the planning application submit subject to the following S106 obligations and inclusion of the below conditions.

### *S106 Obligations*

- A contribution of £1,040,588 to be secured by S106 Agreement towards walking and cycling improvements on Christchurch Road, multi-modal transport improvements to reduce vehicular traffic using the B3347/ The Furlong junction, walking and cycling improvements on the routes between the site and catchment schools, school travel planning measures and passenger transport services benefiting the site.
- Submit and implement a Full Travel Plan, payment of the Travel Plan approval (£1,500) and monitoring fees (£15,000) and provision of a £75,550 bond/ surety to ensure implementation of the Full Travel Plan.

Monitoring of Moortown Lane through the first phase of development to determine whether widening is necessary. Implementation of the site access works, off site pedestrian and cycle improvements on:

- Moortown Lane Site Access (ITB12364-GA-032D)
- Moortown Lane emergency, pedestrian and cycle access (ITB12364- GA-025E)
- Moortown Lane proposed eastern pedestrian access (ITB12364-GA031E)
- Widening of Moortown Lane (subject to monitoring through Phase 1 of the development) (ITB12364-070A)
- Allotment Access/ Crow Arch Lane/ Yarrow Way (ITB12364-GA-008H)
- Moortown Lane/ Christchurch Road junction works (ITB12364-GA023E)
- Crow Arch Lane pedestrian improvements (ITB12364-GA-038E)
- Crow Lane Crossing (ITB12364-GA-080B)
- Pedestrian/ cycle route Between Moortown Lane and Long Lane (ITB12364-GA-077)

### *Conditions*

Primary and secondary footpaths to the east of the site will be available for use by cyclists. The internal pedestrian and cycle links between Phase 1 development and the allotment access (drawing ITB12364-GA-008) should be provided prior to first occupation and available for use in perpetuity.

The proposed internal spine roads will be provided to the boundary of the site to facilitate future connection to the two parcels which complete the SS13 NFDC Local Plan allocation.

A Construction Traffic Management Plan shall be submitted to and approved by the Planning Authority in writing before development commences. This should include

construction traffic routes, parking and turning provision to be made on site, measures to prevent mud from being deposited on the highway and a programme for construction. The agreed details shall be fully implemented before the development is commenced.

### **Lead Local Flood Authority (LLFA) – no objection subject to conditions**

Further information has been provided on infiltration rates, along with additional explanation on groundwater and exceedance flow routes. The drainage layout and calculations have been updated to suit. The details are acceptable to the LLFA, and conditions are required due to the hybrid nature of the application.

### **Countryside Services (Public Right of Way) - no objection, subject to obligations and conditions**

Detailed comments on Ringwood Footpath 45 and Ringwood Bridleway 509/Castleman Trail and Ringwood Footpath 41a footbridge.

### **Local Education Authority - no objection subject to obligation**

Based on the need for a 1fe expansion only (pro rata, per pupil generated by the development) Full application: 138 eligible dwellings x 0.3 = 41.4 primary age children 41.4 x £20,804 = £861,286 Outline application: 257 eligible dwellings x 0.3 = 77.1 primary age children 77.1 x £20,804 = £1,603,988 Total contribution required: £2,465,274.

### **HCC Public Health - comments**

Detailed comments on healthy homes, sustainable transport and active travel, green and open space, and healthy neighbourhoods.

### **HCC Minerals and Waste – no objection subject to condition**

Detailed comments received in May 2022 and November 2023 from the HCC Minerals and Waste team. Suggested condition set out.

### **Natural England – comments**

#### *European designated sites - Habitats Regulations Assessment*

Natural England notes that the Habitats Regulations Assessment (HRA) has not been produced by your authority, but by the applicant. As competent authority, it is your responsibility to produce the HRA and be accountable for its conclusions. We provide the advice enclosed on the assumption that your authority intends to adopt this HRA to fulfil your duty as competent authority.

#### *Deterioration of the water environment River Avon Catchment - Phosphate Budget*

Natural England acknowledges that a nutrient budget assessment has been carried by Tetra Tech (May 2024). The proposals result in an increase in 28.05 kg TP/yr with options land 27.88 kg TP/yr. The nutrient budget states to offset the increase in phosphate as the result of the development, credits will be purchased from Bicton Fish Farm. Providing this is secured by an appropriately worded condition, Natural England welcomes this.

### *New Forest Recreational Impacts*

Recent analysis shows that new residential development within a 13.8 km buffer zone of the New Forest designated sites is likely to have a significant effect on the sites via recreational impacts (including disturbance, trampling, eutrophication amongst others), alone and/or in combination with other plans or projects. Larger developments (e.g. EIA development) beyond this zone but within 15 km may also contribute to recreational impacts on the designated sites. This application is situated within 13.8 km zone and will result in an increase in residential accommodation. Natural England is aware that your authority has an adopted a strategy to mitigate against adverse effects from recreational disturbance on European sites. Providing that the applicant complies with your adopted strategy, Natural England is satisfied that the applicant has mitigated against the potential adverse effects of the development on the integrity of the European sites and has no objection to this aspect of the application.

### *Alternative Natural Recreational Greenspace*

We note that there is a provision of Alternative Natural Recreational Greenspace (ANRG) incorporated into the site proposals. The area of ANRG, is required to be created within the site in accordance with the New Forest District Council's Recreation Mitigation Strategy (2021). In order to deliver ANRG provision of 8 ha per 1000 of additional population at the proposed residential development. The required area of ANRG to support the development is 9.54 ha, the proposed development is aiming to deliver 12 ha of ANRG, which Natural England welcome. We understand a financial contribution will be made towards Access and Visitor Management and Monitoring to monitor the designated sites and recommend and potential alterations in management if required.

### *Phasing of ANRG*

Phasing the areas of ANRG in line with the phasing of the development is recommended, to support and provide recreation mitigation from the beginning. A phasing plan is recommended to be created and signed off by the New Forest District Council. The phasing plan should set out areas of development and mitigation being brought forward at different times in line with the development.

### *Future Management of ANRG*

The designated ANRG on site which has been provided for mitigation purposes, must be secured for its intended purpose in perpetuity which is 90 years. A management and monitoring plan is required to ensure that the ANRG is functional for the entire 90 years. The monitoring management plan, should include details such as maintenance of pathways, replacement of dog bins, furniture, management of recreational spaces etc. This is recommended to be submit to the LPA and secured by a suitable worded condition. Ideally the land designated for ANRG will be transferred to public ownership/control. It is for you as competent authority to be satisfied the mitigation land will be appropriately secured, monitored and is enforceable. Funding and responsibilities should be outlined. A suitable long term management and monitoring plan should be agreed that ensures it will remain effective over the lifetime of the development it serves.

### *Nationally Designated Sites - Sites of Special Scientific Interest (SSSI)*

Some of the above impacts may also affect the New Forest SSSIs. Please note that if your authority is minded to grant planning permission contrary to the advice in this letter, you are required under Section 281 (6) of the Wildlife and Countryside Act



1981 (as amended) to notify Natural England of the permission, the terms on which it is proposed to grant it and how, if at all, your authority has taken account of Natural England's advice.

### *ANRG and Biodiversity Net Gain Guidance*

ANRG can be included in developers' BNG calculations up to a maximum value of no net loss, as calculated by the biodiversity metric. This means that 10% of a developer's BNG units must come from other, additional activities. Additional habitat creations or enhancements within a ANRG, which go over and above the site's existing requirements to function as a ANRG in perpetuity, could contribute to a developer's BNG beyond no net loss. Any proposed habitat enhancements or creations within a ANRG must not undermine the ANRG original design principles and purpose, such as deflecting people and pets from visiting a the New Forests designates sites. Consideration should also be given to other ecosystems services provided by the ANRG. Careful design and an appropriate management plan will make sure BNG does not compete with these.

The area of ANRG is required to be secured for 90 years in perpetuity, whereas BNG is required to be secured for 30 years. It is recommended that management plans are careful set out according to the time scales and requirements. Biodiversity net gain assessments should be accompanied by a management and monitoring plan outlining management requirements for 30 years.

Ideally developers and LPAs, Habitat sites strategic solutions should work alongside strategic licensing and BNG in a combined approach to deliver for the natural environment in a place. Where applicable, enhancements or additional features delivered for BNG, should be informed by local nature or wildlife strategies and priorities, such as LNRS.

### *Sustainable Drainage System (SuDs)*

The detailed design of a Sustainable Drainage System (SuDS) should be submitted and agreed with New Forest District Council. This should include evidence to show that the proposed SuDS scheme will ensure there will be no deterioration in water quality [or changes in water quantity] in discharges from the site. Information on the long-term management and maintenance (including funding) of the SuDS for the lifetime of the development should also be secured prior to the commencement of any works.

### *Biodiversity Enhancements*

The New Forest District Council Policy ENV1 : Mitigating the impacts of development on International Nature Conservation sites, outlines that all applicants will be required to demonstrate the impacts of their proposal on biodiversity, and for certain types of development by submission of an Ecological Appraisal, which should outline the mitigation and enhancement measures needed to achieve a net gain in biodiversity. It recommended that the local plan authority secures this.

Development should provide net gains for biodiversity in line with the NPPF paragraphs 174(d), 179 and 180. Development also provides opportunities to secure wider environmental gains, as outlined in the NPPF (paragraphs 8, 73, 104, 120,174, 175 and 180). We advise you to follow the mitigation hierarchy as set out in paragraph 180 of the NPPF and firstly consider what existing environmental features on and around the site can be retained or enhanced or what new features could be incorporated into the development proposal.

Opportunities for enhancement might include:

- Incorporating bat, bee or bird boxes into 50% of new dwellings, locations decided by the LPA / ecologist.
- Enhancing hedgerow with native species planting.
- Planting trees characteristic to the local area to make a positive contribution to the local landscape.
- Using native plants in landscaping schemes for better nectar and seed sources for bees and birds.
- Incorporating swift boxes or bat boxes into the design of new buildings;
- Designing lighting to encourage wildlife;
- Planting night blooming plants to attract bats and insects;
- Aquatic planting within the SuDS to enhance the waterbodies for amphibians

### *Protected Species*

Natural England has produced standing advice<sup>1</sup> to help planning authorities understand the impact of particular developments on protected species. We advise you to refer to this advice. Natural England will only provide bespoke advice on protected species where they form part of a Site of Special Scientific Interest or in exceptional circumstances. Natural England's Environmental Benefits from Nature tool may be used to identify opportunities to enhance wider benefits from nature and to avoid and minimise any negative impacts. It is designed to work alongside Biodiversity Metric 4.0 and is available as a beta test version.

### *Sensitive Lighting Strategy*

A sensitive lighting scheme should be designed and implemented to maintain and retain dark corridors used as an important commuting corridor for bats as well as other protected and notable species. The Bat and Conservation Trust have produced a guidance document *Bats and Artificial Lighting in the UK*. Outlining building regulations for domestic buildings specify that 150 watts is the maximum for exterior lighting of buildings but this does not apply to private individuals who install their own lighting. The building regulations for domestic buildings specify that 150 watts is the maximum for exterior lighting of buildings but this does not apply to private individuals who install their own lighting. There are a number of British Standards that relate to various components of lighting (set out). Further general advice on consideration of protected species and other natural environment issues has been provided.

### **Environment Agency – no objection subject to conditions**

The proposed development will only meet the National Planning Policy Framework's requirements in relation to flood risk if the following planning conditions (finished floor levels; no operational development within Flood Zones 2 and 3) are included.

### **Historic England – no objection**

### **Sport England – no objection**

Sport England notes that the proposed development will omit the existing playing field/pitches in the south of the site and there is no plan to redesignate and landscape any of the playing pitches as alternative natural greenspace or include a MUGA. Sport England welcomes the retention of the existing playing pitches and on that basis we are happy to withdraw our objection to the application.

## **Active Travel England – comments**

Active Travel England Standing Advice Note: Active travel and sustainable development provided.

## **NFDC Ecologist – no objection subject to condition**

### *Lifespan of Ecological Reports*

The ecological survey information has been gathered between 2019 and 2021 with an update walkover survey being undertaken in October 2023. The data is on the cusp of acceptability. However, NFDC Ecology are broadly happy that the ecological baseline is adequately captured to make an informed planning decision with respect to ecology and do not feel undertaking additional surveys at this stage would be proportionate given the amount of work done to date. The proposed development is phased. The ECIA states that “All necessary surveys are considered to be sufficiently up-to-date at the time of submission to determine the application. However, where relevant and depending on development timescales and phasing, certain detailed species surveys may require updating prior to commencement of the relevant phase of development.” Given the time elapsed since the surveys were undertaken, NFDC Ecology would suggest that proportionate update/verification surveys would likely be required to inform future phases of development as suggested in the ECIA. Suggested condition set out.

### *Phosphates*

It is now proposed to purchase the necessary phosphate credits from Bicton. This is acceptable. NFDC Ecology previously very much shared the views and concerns of Natural England on the reliance on water saving devices (Cenergists HL2024) and the use of a lower bespoke water use value in the calculation. Whilst NFDC Ecology support incorporation of water saving measures, for the purposes of HRA NFDC Ecology would not be comfortable with this due to the inherent uncertainty and lack of information provided. As such, NFDC Ecology is pleased to see that the phosphate calculations and sHRA have been updated to use the 120l per person per day (from 103 previously). This addresses previous NFDC Ecology concerns on this point.

### *Habitats*

Habitats Biodiversity Net Gain (BNG) assessment. NFDC Ecology are happy with the approach to the BNG assessment and note that additionality has been transparently addressed which is welcomed. The assessment demonstrates that the proposed development would result in a policy compliant net gain of biodiversity of > 10% for area based habitat and linear units. Given this is a hybrid application, should permission be granted, it would be necessary to re-run the metrics at the respective reserved matters stages to ensure that the gains predicted at outline stage remain deliverable. This requirement should be secured. The BNG assessment states that full details of the management of the habitats within the Site will be provided within a Landscape and Ecology Management Plan (LEMP) secured by suitably worded planning condition. A LEMP covering Phase 1 has been submitted. The LEMP and the need for subsequent revisions required for further RMA should be secured. This will be critical to the successful delivery and long-term (covering a minimum 30 years) provision of BNG. It will be necessary to secure the long-term management and monitoring of BNG through any planning permission. NFDC Ecology suggest this is achieved through use of a s106 agreement.

The LEMP includes in Table 7.1 a summary of monitoring actions. This includes reporting the results of monitoring surveys with a monitoring report being submitted to the council annually (This meets our minimum monitoring reports at years 2, 5, 10, 20 and 30 for BNG purposes). The BNG monitoring report should be produced by a suitably qualified and experienced ecologist and shall include the following for the target habitats:

- Credentials of the ecologist undertaking the monitoring;
- Assessment of habitats against the objectives and target condition defined in the management plan / assessment;
- Habitat type, extent and condition;
- Any presence recorded of target species;
- Date stamped photos accompanied by detailed site notes on extent of growth and condition using indicators in the management plan with any other notes of interest;
- If the target species /habitat is not present, provide detailed site notes on factors that are / could hinder growth or establishment;
- Detailed specific recommendations (where appropriate) on management actions to promote growth / establishment of target species / habitats including timescales for undertaking actions and marked site plans to show the actions;
- Photographs from the fixed monitoring points detailed in the management plan using high quality images.

### *Protected Species*

Chapter 8 of the Environmental Statement states that protection of species during construction will be delivered through the provisions of the ECMS. The ECMS will be informed, where necessary according to the time that has elapsed and protected species interests, by update surveys. This and the measures set out in relation to birds, bats, badger, hedgehog are agreed. A number of ecological enhancements are proposed including bat boxes, bird boxes, hibernacula, invertebrate hotels, hedgehog highways etc. Suggested condition set out.

The reptile mitigation strategy submitted provides more detail and I am largely in agreement with the approach. Section 2.33 to 2.35 provides additional response to comments raised by Naturespace and the age of the survey data / likelihood of GCN being impacted by proposals. NFDC Ecology are content with the rationale presented i.e. that even if present an offence is highly unlikely in the work area and that favourable conservation status Of GCN is unlikely to be affected.

### *Birds*

NFDC Ecology previously commented that the number of bird nesting enhancements and associated details were insufficient. The ES chapter has not been updated, however, the EDP LEMP now states the following: "With reference to New Forest District Council's NFDC'S expectations and within the Environmental Statement which requires one bird box per dwelling, a total of 150 swift boxes (finish to match that of the building if integrated) will be installed. Boxes will be mounted following manufacturer's specifications, out of direct sunlight on aspects of the building that provide some cover from surrounding vegetation to offer shelter to birds but with a clear flight line to/from the entrance (uncluttered). Boxes should be positioned between 2m and 5m from the ground to deter predators" This is welcomed and addresses previous NFDC Ecology concerns for the first phase. This would be expected for subsequent phases also. The schedule of enhancement measures should be completed prior to commencement.

## *Bats*

The Ecology ES Chapter 8 correctly identifies the requirement for a sensitive lighting strategy given the confirmed presence of light sensitive bat species on site. Suggested conditions set out.

NFDC Ecology previously commented that the number of bat roosting enhancements and associated details were insufficient. The ES chapter has not been updated, however, the EDP LEMP now states the following: “With reference to NFDCs expectations and within the Environmental Statement which requires one bat box per dwelling, a total of 150 integrated bat boxes will be installed within the new buildings. Boxes will be mounted following manufacturer’s specifications, ideally orientated to face south with a clear flight line to/from the entrance (uncluttered). Boxes should be positioned between 3m and 5m from the ground to deter predators”. This is welcomed and addresses previous NFDC Ecology concerns for the first phase. This would be expected for subsequent phases also. The schedule of enhancement measures should be completed prior to commencement.

## *Badgers*

A main (S1) and an outlier (S4) Badger sett were recorded as present on-site. These setts are located in areas of ANRG and can currently be maintained. However, a pre-construction badger survey is required to establish the current status of badgers on-site at the time of construction and inform mitigation necessary at that time. Suggested condition set out.

It is noted that in Section 3.20 of the LEMP that it states “No badger setts were recorded within the Site itself”. I am assuming this means within Phase 1, the setts are however right on the boundary of Phase 1 and should be taken account of accordingly.

## **NFDC Housing Initiatives Manager – comments**

It is noted that due to issues of viability, the site will deliver 30% of the units as affordable housing. The affordable housing will be delivered in line with the tenure split set out in planning policy, with 35% Affordable Rent, 35% Social Rent and 30% Shared Ownership, which is welcomed. We would expect to see the proportion of each tenure reflected in phase 1 and 2 of the site. The proposal to deliver 75 units of affordable housing within the 1st phase of the scheme, with a size and tenure split as indicated is acceptable. The delivery of the remaining 58 affordable dwellings in phase 2 is accepted.

## **NFDC Trees - No objections on tree grounds subject to conditions**

## **NFDC Play Officer - comments**

The revised plans (April 2024) are warmly welcomed. It is positive that the Developer has taken on board many of our comments and suggestions. CS7 requires 1048m<sup>2</sup> for Phase 1, and the Developer has proposed a delivery of 2860m<sup>2</sup> (NEAP of 1338 m<sup>2</sup> with 208m<sup>2</sup> basketball court, LEAP of 1095m<sup>2</sup> with 154 and 65 in the wildlife area). This over/advanced provisioning looking towards Phase 2 is very much welcomed. While appreciating Phase 2 is not yet designed, the Developer should take into account their future housing and layout to ensure that the whole development is CS7 compliant.

## **NFDC Landscape – comments**

Latest detailed comments received on 9 May 2024. There has been progress since the previous submission and much of the submission suggests a commitment to delivering a good landscape structure outside of the developed part of the site. There remain a number of minor issues including some information lacking, preventing unequivocal support in terms of landscape. Mostly such elements can be considered through planning conditions if the Council was to grant this application.

In terms of landscape impact and design, the issues of over-riding concern however are shared urban and landscape design concerns and relate to the design of streets and spaces within the developed area itself. In particular, the plans as submitted are not in accordance with para 136 of NPPF which states that planning decisions should ensure that new streets are tree-lined. It is not considered that there is currently sufficient information to recommend this application for approval.

Officers have set out how the proposed ANRG provision would be acceptable. The intentions for the design of overall greenspace provision, however, leave some concerns that could have been alleviated through a landscape framework drawing, upon which more detailed information could have been supplied through reserved matters (for the outline areas) and conditions (for the detailed area). There is clearly an intention to create interesting and exciting places through the designs but there are too many concerns to approve the drawings at this stage. We describe our various concerns, together with some suggestions for these. Revisions are needed or information could possibly be detailed by condition.

## **NFDC Environmental Design - objection**

Detailed objection on design grounds. Contrary to Local Plan Policies ENV3 and STR1 (ii). Detailed objection comments on Alternative Natural Recreational Greenspace and Green Infrastructure, connections, building densities, scale, street design, boundary treatments, storage, tree planting, character areas, architecture, layout, sustainable drainage and residential amenity.

The application design throws up some functional issues within its layout, does not take proper cognisance of locally distinctive character or try to offer a strong enough sense of character in itself and that whilst the main green infrastructure offer can be really attractive; within the development envelope itself, there are many examples of buildings, streets and spaces that will not be attractive. There are several elements of the site-specific policy where this design falls short but by failing these three aspects of good design (functional, appropriate and attractive) the application fails policy ENV3.

Overall, though, the design includes the opportunity for well laid out green space and good green infrastructure. This does require some further work which can be the subject of conditions but in essence, is broadly welcomed. In terms of the developed areas:

- There is a simple clarity to the street alignments with sweet curves which are refreshingly uncontrived, setting a basic concept that could have driven a real strength in the 'sense of place' here.
- The same clarity of design underlies the primary footpath network and the form of public space.
- Placemaking areas as depicted on the masterplan are too weak.

- Streets are harsh, car dominated and despite some recent amendments which improve the scheme, often still contain hard standing in overly large expanses. There is not enough opportunity for personalisation, greenery and tree planting offered on many of the streets and there are functional issues of people needing to manoeuvre, which are likely to lead to considerable on-street parking, resulting in pressure to obscure pavements or remove what little front gardens may be proposed.
- Garden groups are often too confined to allow taller shrub and/or tree cover to either create a foil between backs or punctuate the skylines to reduce the impact of layering – the impression of more and more built forms seen behind, between and over with no respite.
- Neither densities nor building heights for the parameter plans are justified through the DAS and are demonstrably inappropriate in places within the phase 1 masterplan.
- The density plan does not make clear what is meant by the three categories, whereas the illustrative material and phase 1 masterplan show a persistent failure to provide appropriate intensity of development patterns.
- The western edge is not sufficiently sympathetic to existing residential patterns.

The development area does not take the opportunities for creating beautiful streets and places and does not consider the site's context or local character thoroughly enough to provide a development that sits well in its host environment or one that provides an attractive extension to this part of Ringwood. This is not insurmountable and whilst it appears to be the product of over intensification and overuse of standard suburban house types, this is actually more a result of the failure to follow existing guidance in the form of the Council's SPD on Housing Design Density and Character or Ringwood Local Distinctiveness and also the failure to innovate and create a special place through appropriately ambitious design aspirations, good architecture and good street design.

#### *Alternative Natural Recreational Greenspace (ANRG) and Green Infrastructure*

This is largely well provided for – please refer to the landscape focussed comments provided.

#### *Connections*

To ensure that the green spaces and amenity are properly linked, it will be important to secure well-designed crossing points for roads within the site as well as for Moortown Lane at both the location proposed and one further east where the PROW crosses from the ANRG space southwards. There is also a very important pedestrian link, connecting this site's ANRG with that of the incomplete Ring3 development north of Crow Arch Lane. Currently this is curtailed by a poorly located play area on that site. Please ensure that mechanisms are put in place to rearrange space to enable this link to connect into the GI of that site, once that land is made available to the council.

#### *Density*

The proposal seeks to deliver 443 of the expected minimum 480 houses. However, with the remainder of the site unaccounted for as yet. If developed out at these densities there could be approximately a further 110 dwellings delivered on the

remainder of the site (a 73 dwelling increase). In addition, the land-take in this layout suggests less land being taken up, in order to relieve the need to include large areas of the allocation site south of Moortown Lane. The result is a very much greater intensity of development than was considered in the design exercises undertaken at allocation stage. Design exercises that did take local context fully into consideration thus leading to the local plan's envisaged minimum dwelling numbers.

There is no objection in principle to increasing dwelling numbers, provided that this is accompanied by a demonstration of good design quality that ensures successful delivery in accordance with other local plan policies and guidance - notably Policy ENV3, Ringwood Local Distinctiveness SPD and Housing Design Density and Character SPD. The parameter plan has no clear rationale or justification through the supporting information and is at odds with local densities.

### *Scale*

In terms of design, the appropriateness within the landscape, or along the countryside edge, of the proposed storey heights has not been explained or justified. From examining the local character, it is apparent that most if not all buildings are low lying across this and adjacent areas of the river terraces. However, there is no part of the application to suggest that the designer acknowledges the local use of bungalow and 1 ½ storey buildings, some of which have been noted as particularly distinctive in the area. Three storey development has been proposed but has not been identified as either appropriate or characteristic in the area. Notwithstanding that, it might have been made more acceptable if justified through aspirations for some real 'place making' but in this instance is not

### *Detailed Design Comments*

The intensity of development in the local area has not been analysed, either in terms of density or urban grain. The proposal is for a persistent increase in the intensity of development over that which is apparent locally. Some increase needn't necessarily be a problem, if a strong design rationale creating varied character, based in local context can be implemented. However, it will need justifying through the quality of design and no attempt to justify it has been made. What is proposed, though is an homogenous over intensification with no contrasts, no real highlights and no real sympathy with local character. Depths of blocks (many of them perimeter blocks) are rather shallow, making the delivery of functional streets, spaces and appropriate intensities of built form, difficult to achieve with dwellings of this depth. Block depths do not allow tree cover in a way that supports local distinctiveness. The intensity of development along every street is unrelentingly mediocre with little space in front of buildings to allow for the various uses that the street envelope should cater for, in a way that promotes the design of healthy streets (see Healthy Streets | Making streets healthy places for everyone). Wherever one stands, the effects of layering, underpinning a sense of intensity will be all pervading.

### *Street Hierarchy*

There is little to differentiate one street from another in terms of hierarchy so that the opportunities to create a strong character and sense of place are missing. For example, there are no streets which one might call 'tree lined' in accordance with the NPPF para 136.

### *Boundary Treatments*

The proposal shows boarded fence in a number of locations which are not appropriate.



## *Storage*

There is no bin storage designed into the dwelling envelopes or shown in the rear garden spaces. Assuming that rear gardens is the intended location for bins to be put away between collections. It needs to be clear where and how comfortable and convenient rear garden access is intended.

## *Tree Planting*

None of the streets are what one could consider tree lined in accordance with the NPPF aspiration. There is little room for tree planting either in rear garden groups or within courtyards behind some of the more intensely developed areas. Even where front gardens are intended to be a little deeper, there is still very little room for tree planting within the development envelope. There is a series of small green lung type spaces proposed within the development envelope which could help but it is not clear from the detailed area that they will be designed out with the appropriate quality. One such area contained by the houses numbers 82,83, 100 and 111-115 and 141 is not strong enough. These spaces appear as leftover ground rather than as valuable public greens, one of which has inexplicably been chosen as the location for an electricity substation which appears at random alignment to the streetscape - leftover space simply stuffed with planting to keep people out rather than to enhance.

## *Character areas*

The design and access statement expresses the applicant's recognition of local character. However, this document appears to eschew the accepted and adopted assessment of local character, carried in the council's local distinctive SPD. No attempt to suggest any 'key defining elements' of local character is made.

Whereas one might draw some very valuable aspirations from such an exercise, possibly leading to justifying a lifting of building density and (in places) intensity together with the realisation of opportunities to create genuine character within the scheme and including an appropriate new countryside edge, no such aspirations are drawn.

To help define the character of each area, the applicant has attributed special characteristics to particular buildings – 'accent' and 'landmark' buildings. Such an approach can work in combination with a good level of 'background' consistency, clearly defined street characteristics and some clear reference points for the design of such buildings – either as part of groups or as references to locally characteristic building cues.

It is unclear as to what drives the design of the accent and landmark buildings the special characteristic seem to be merely cosmetic for the most part and only partial at that. The approach taken, whereby a front facing façade may have a treatment in terms of cladding, render or linear detail, which is different from other buildings of the same design will inevitably appear contrived.

The applicant has explained the special character as being either 'accent' or 'landmark' buildings. In reviewing the accent and landmark these do not lift the character sufficiently, and do not pick up on local and contextual buildings to derive design cues.

## *Architecture*

The use of traditional detailing can be successful if drawn from local characteristics

and if used on buildings of traditional form and massing. However, if the detailing is inconsistent within the building, or suggests through its proportion and scale that it is false then the whole presumption that one is creating a traditional character is undermined. This is the case here.

Consistency in architectural language is important. The assumption made across the whole scheme is that rear aspects of houses do not matter and as a result we have buildings with all the richness that could have been given, through the use of detailing and materials, all stopping a metre or two round the corner from the front façades. This has an undeniable air of falseness. It does not carry the character or the sense of place through to those actually living in the neighbourhood so that courtyards, garden spaces, oblique views along streets and layered views through gaps, all display a reduction in quality away from the street façade. This does not support local distinctiveness - this is not 'building beautiful'.

There are many prominent examples such as plots 82, 83 and 100 and 101 but in fact the entire collection displays the impoverishment of the sides and rear aspects of buildings.

The distribution of chimneys appears to be somewhat random.

#### **NFDC Conservation – no objection subject to conditions**

The proposed works will protect the significance of the listed buildings at Moortown House and Crowe Farm. Condition suggested for the protection of the listed milestone on Moortown Road during works.

#### **NFDC Environmental Health – no objection subject to conditions**

Environmental Protection have no objection in principle to the proposed development as submitted subject to standard planning conditions 14a-14e being imposed. Additional commentary on pollutant linkages.

Environmental Health (Pollution) set out detailed comments on contaminated land, noise, construction impacts, lighting and air quality. Recommended conditions set out.

#### **NFDC Waste – no objection**

#### **Wessex Water – no objection**

No objection (March 2024). It is noted that the existing rising main routes have been added to the Drainage strategy plans and that Phase 1 does not conflict with the rising main corridors. The development layout does not propose buildings, structures or obstructions within the public sewer easements, and on that basis I confirm that we remove our holding objection.

Responses from the following consultees are available to read in full on the NFDC website. The following is a summary of the key issues raised.

#### **Hampshire Constabulary Designing Out Crime Officer – comments (February 2022)**

General comment received on design and the prevention of crime and disorder. Comments received, including two suggested conditions, include:

- Summary of design advice in the NPPF and PPG

- The need for dwellings to sit within private or semi-private spaces.
- The need for secure rear garden access (with key operated locks on some dwellings)
- The need for planting not to obscure surveillance in public open space
- The need for a suitable lighting condition

### **Morebus – Support (June 2022)**

Morebus support the proposed development subject to:

- Developer funding to enable connectivity by Morebus route 38 or similar enabling more frequent connections to, through and outwith the development to Ringwood, St Leonards and Verwood with any consent outlining a phased improvement of bus services funded by the development;
- Any enhancement to bus services should be clearly set out by the LPA and included in the Section 106 agreement as part of any outline or full planning consent but also for short-term enhancements which should be met through the full planning consent – concurrently phased.
- Bus accessed carriageway widths within the development a minimum of 6.5 metres.

### **Hampshire and IOW Fire and Rescue Service - comments**

General comment received on fire and rescue service, built environment, building regulations and legislation.

## **9 REPRESENTATIONS RECEIVED**

117 letters of objection raising the following grounds, 6 comments and 2 letters of support. Where multiple objections have been made by the same individual or organisation these have been counted as one objection. The objections are grouped into subject areas for convenience.

### *Principle of Development*

- Loss of Green Belt land.
- Loss of agricultural land.
- Too much development for Ringwood.
- Development should be subject to a local referendum.
- Ringwood should have been included in the New Forest National Park.
- Development could be accommodated within empty buildings in Ringwood Town Centre.
- Developments such as this are changing the fundamental character of Ringwood in an entirely negative manner.
- Council tax benefits the Council & not the people of Ringwood.

### *Housing*

- There are old people in Ringwood and there are no bungalows which is needed in the town.
- Any future housing should be solely for young people in the Ringwood area to rent at reasonable prices.

- The housing mix appears weighted towards larger houses when everything in the local plan seems to point toward smaller, 1 and 2 bed homes therefore the plan does not meet the requirements set out in the local plan.
- People with families have no affordable housing available in Ringwood.
- We need to see housing put in place for under 50s
- 2.5 storey houses along the Western boundary

### *Infrastructure*

- Insufficient capacity in local services such as doctors, ambulance, chemists, dentist, children's nurseries and veterinary surgeons.
- Insufficient capacity in local schools.
- Supermarkets are full.
- No cinema in Ringwood.
- Impact at school start and finish times because of the increased volume of traffic
- Capacity at the secondary school is tight.
- No facilities for teenagers.
- Additional infrastructure should be put in place before houses are built.

### *Highways and Access*

- Traffic system / quality of roads in Ringwood are nowhere near ready for even more vehicles.
- Impact of additional traffic generation on Moortown Lane, Crow Lane, Crow Arch Lane, Christchurch Road and other local roads.
- Junction with Christchurch Road will be unsafe.
- Impact on A31 and its junctions.
- Extra traffic jams, noise and pollution arising.
- Local car parks are at capacity.
- No safe routes for walkers and cyclists.
- Roads are already heavily pot-holed.
- There is currently parking along the side of the Business park on the highway at times causing problems for motorists.
- The road from Moorcroft Lane to Burley Street will need an upgrade as this will be the route to the A31 rather than queue in Ringwood centre, to the chagrin of the houses on Crow Hill.

### *Ecology*

- Damaging impact on the local ecosystem including loss of green fields and hedgerows.
- More development in Ringwood would bring more pressure from walkers/runners/dogs/bikes and cars causing even more erosion, pollution and wildlife disturbance (particularly to ground-nesting birds) to an already vulnerable Conservation Area and Site of Special Scientific Interest.
- Loss of green space and the effects which this has on local wildlife and the mental wellbeing of local people.
- Proposal should enhance local wildlife.
- This proposal involves relocation which does not seem to me to satisfy the enhancement policy.

### *Flooding and Drainage*

- Potential additional flood risk.
- Flooding is causing erosion.

- Inadequate sewerage system in the town and current surcharges.
- Sewage pumping station is already at full capacity and tankers used last winter at Bickerley pumping station.
- Concerns about sewage facilities ability to cope with this development in addition to Linden Homes and Site 14.
- The sewage company is already subject to inquiry concerning the dumping of raw sewage into the River Avon.

#### *Open Spaces*

- A ribbon of publicly owned land separating the new development from the existing homes on the western side is needed.
- Object to loss of existing football pitches.

#### *Design*

- Designs and layout of the houses make little attempt to be sympathetic to the overall character of Ringwood and hence does not meet Local Plan policies.
- Housing is too dense

#### *Amenity and other matters*

- Proximity of new houses on western boundary to existing houses and no buffer zone as requested.
- Overlooking and loss of privacy.
- Noise, dust and fumes from construction.
- Increase in crime.
- Loss of views.
- Impact on property prices.

## **10 PLANNING ASSESSMENT**

### **10.1 Principle of Development**

#### ***Local Plan Policy Strategic Site 13: Land at Moortown Lane, Ringwood***

Local Plan Policy STR3 (The Strategy for locating new development) sets out that the strategy is to locate and direct new development to accessible locations that help to sustain the vitality and viability of the towns and villages of the Plan Area as the focal points of commercial activity and community life, and as safe, attractive and accessible locations to use and visit.

Local Plan Policy STR5 (Meeting our housing needs) sets out the strategy for delivering new homes in the District and that provision will comprise at least 6,000 new homes on Strategic Site Allocations in accordance with Strategic Site Allocation Policies SS1 to SS18.

The key planning policy that covers this site is set out in Local Plan 2016-2036 Strategic Site SS13 which is set out in full below. The supporting text and concept masterplan for Policy SS13 is set out on pages 152 to 154 of the Local Plan. Policy SS13 forms part of the Development Plan and is the starting point for consideration under Section 38(6) of the Act as set out above. Policy SS13 should be read in conjunction with all policies in the Development Plan rather than in isolation.

### Strategic Site 13: Land at Moortown Lane, Ringwood

- i. Land to the north of Moortown Lane, Ringwood, as shown on the Policies Map is allocated for residential-led development and will comprise the following:
  - At least 480 new homes and public open space dependent on the form, size and mix of housing provided.
  - Retention of about two hectares of allocated employment land adjoining Crow Arch Lane Industrial Estate in the north-west corner of the site.
  - Provision of land for a minimum of 15 full size allotment plots within the site in order to provide for local needs arising from the development and in the wider community.
- ii. Land in the Green Belt to the south of Moortown Lane, Ringwood as shown on the Policies Map is allocated for the following supporting uses to enable allocated land north of Moortown Lane to deliver the minimum number of homes required:
  - The provision of natural recreational greenspace and public open space (including outdoor sports facilities).
  - Two hectares of land to be reserved for a primary school.
- iii. The masterplanning objectives for the site as illustrated in the Concept Master Plan are to create a well-designed and integrated southern extension of Ringwood by:
  - a. Providing natural greenspace corridors that connect the new residential areas to the town and to the countryside, linking the greenspace provision to the north of Crow Arch Lane with the recreational greenspace and playing fields area south of Moortown Lane.
  - b. Providing a hierarchy of connected streets that enable the through-movement of local traffic between the B3347 Christchurch Road and Crow Lane, including a vehicular connection through Forest Gate Business Park to link through to the town centre area, and a new north-eastern access point from Crow Lane towards the A31.
  - c. Providing a community focal point in a prominent location including ground floor premises suitable for community use.
  - d. Integrating sustainable drainage features to manage water course and surface water flood risks in the eastern part of the site.
  - e. Enhancing the character of Moortown Lane with public open space provision and planting so that Moortown Lane is a strongly defined new Green Belt and settlement edge.
- iv. Site-specific considerations to be addressed include:
  - a. The preparation of a detailed site-specific Flood Risk Assessment (FRA) will be required which should demonstrate that there will be no inappropriate development within Flood Zone 3b.

- b. Provision of a new connection to the Ringwood Sewage Treatment works with sufficient capacity to serve this site and to also serve and provide a point of connection for Strategic Site 14: Land to the north of Hightown Road.
- c. Assess the need for enhancements to the Moortown Lane junctions with the B3347 Christchurch Road and with Crow Lane, and where necessary, to other parts of the local highways, pedestrian and cycle network.

In this instance, the application site does not include all of the Local Plan Allocation site. The residual areas of the Allocation Site not within the application site includes the following:

- employment land parcel in the north-west corner
- existing allotments and associated parking
- north-eastern quadrant south of Crow Arch Lane
- south-easternmost portion centred on the Bird of Prey facility; and
- central and southernmost portions of the open space south of Moortown Lane

The application site itself includes highways land outside of the Local Plan Allocation Site. The highway land to the west and north is within the Ringwood settlement boundary. Some of the highway land on Moortown Lane is within the South West Hampshire Green Belt – see section (iii) below.

As such, the principle of development is established by the SS13 site allocation in the New Forest District Council Local Plan 2016-2036 Part One: Planning Strategy.

### ***Environmental Impact Assessment (EIA) Development***

The Council provided an EIA Screening Opinion to the applicant on the Proposed Development on 7 April 2021. The Screening Opinion concluded that the Site can be considered independently from the HCC-owned sections of the SS13 allocation and, in isolation or alone, the proposal would not be likely to have significant effects on the environment by virtue of factors such as nature, size or location.

However, the Council considered that the SS13 site(s) will result in a significant intensification of the land (both individually and cumulatively) and that when taken into account with other approved / proposed developments within the local area (notably Local Plan Allocation Site SS14 North of Hightown Road and Local Plan Allocation Site SS15 proposed development at Snails Lane, there is the potential that the proposed developments will cumulatively result in significant effects on the environment (both positive and negative). Potential effects on landscape and urbanisation, traffic and transport, ecology and noise and air were highlighted in the Opinion. On this basis, NFDC concluded that the proposed development comprises Environmental Impact Assessment (EIA) development and hence should be supported by an Environmental Statement (ES).

Accordingly, an ES prepared under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) (the EIA Regulations) (Campbell Reith; December 2021) was prepared and submitted with the application material. A subsequent EIA Statement of Conformity (Campbell Reith; June 2023) was provided to NFDC in light of subsequent changes to the description of development. The EIA Statement of Conformity concluded that a review confirmed that there have been no material changes in baseline that would have potential to change the assessments of likely significant effect. Similarly, the nature of the amendments to the proposed development will not lead to any changes in the assessment of likely significant effects within the ES. The amended proposed

development is therefore considered to be in conformity with the submitted Environmental Statement. NFDC Officers did not raise any objection to the conclusions of the EIA Statement of Conformity.

Therefore, the conclusion of the April 2021 EIA screening opinion remains valid, and the application therefore continues to be deemed to be EIA development and hence NFDC must take

Additionally, the national Planning Practice Guidance (PPG) sets out that:

In this instance, the application has been supported by both an ES and a Habitats Regulation Assessment (HRA) and as such a co-ordinated approach is considered to have been taken in principle by the applicants. The HRA is addressed later in the Committee Report.

### ***South-West Hampshire Green Belt***

Local Plan Policy ENV2 (The South-West Hampshire Green Belt) sets out that the openness and permanence of the South-West Hampshire Green Belt will be preserved with particular regard to its stated purposes and those of national policy for the Green Belt. Development proposals in the Green Belt will be determined in accordance with national planning policy.

NPPF (December 2023) Section 13 (Protecting Green Belt land) sets out national planning guidance on development and the green belt. NPPF Paragraph 155 sets out that certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. These include, amongst other things, engineering operations and local transport infrastructure which can demonstrate a requirement for a Green Belt location. The national PPG sets out further

The PPG sets out what factors can be taken into account when considering the potential impact of development on the openness of the Green Belt. These include, but are not limited to:

- 

No proposed buildings are in the South West Hampshire Green Belt. In line with the Movement and Access Parameter Plan, the proposed development in this area is limited to highways and access works including the new site vehicular and cycle/pedestrian accesses, road widening, cross points, and new footpaths/cycle routes.

The supporting Environmental Statement (Campbell Reith, Volume 1 Chapter 9: Landscape and Visual Assessment, December 2021) ('LVIA') sets out in paragraph 9.1.1.1 that:

*During construction Moortown Lane will form the primary point of access to the Site for construction traffic for all phases. With this, receptors will experience an increase in (construction) traffic along this road route, as well as close-ranging construction activity within the Site itself (Phase 1 in particular) – this will be evident across the entire route between Crow Lane and Christchurch Road, although marginally less across the eastern half due to this being adjacent to the areas of Public Open Space (rather than built form). There will also be construction impacts resulting from the changes to the junction with Christchurch Road. Overall, a very high magnitude of change is expected as a result of both Phase 1 and the wider site, resulting in a major/moderate adverse level of effect.*



L VIA Paragraphs 9.136-9.137 set out:

*At Year 1 the context of the route (Moortown Lane) will have altered entirely, with a change from a route running through an agricultural landscape (albeit one close to an emerging and existing settlement edge) to one which runs through parkland area of POS associated with the Proposed Development. This change will be stark, and with mitigation planting not matured the change is anticipated to remain very high.*

*However, at Year 15 the landscape proposals will have matured extensively and would provide additional 'softening' to the proposed development, which itself would have become an established part of the local landscape. In addition, the built form would have 'mellowed' and a community established which would provide additional resource for users of this route, which previously only provided a linear route providing access to the countryside of the south. In this context the change anticipated is marginally reduced by year 15 to high, but still considered to be at a major/moderate (and significant) level of effect.*

L VIA Paragraphs 9.138-9.140 set out:

*The Proposed Development will see the partial removal of the roadside hedgerow in two sections along the southern boundary of the section of the Site north of Moortown Lane, to facilitate vehicular and pedestrian access points as part of 'Phase 1', and considerable changes to the field parcel north of the road with the addition of built form and public open space. The Proposed Development will extend the presence of built form alongside this road route, from the current settlement edge of Ringwood along Christchurch Road to approximately halfway across the currently open field. Receptors using this route will experience the clearest views of the Phase 1 area of development, screened only in part by existing roadside vegetation and provision of new tree planting associated with the adjacent POS buffer.*

*With the partial removal of the Site boundary hedgerow and addition of new properties, and the use of Moortown Lane as a main access point, the Proposed Development will notably change the character of views when travelling between the two site parcels (represented by Photoviewpoint EDP 8), though will not be entirely out of character with existing built form experienced as the route and associated receptors move between areas of built form along Crow Lane and Christchurch Road. The presence of the POS areas and tree planting along the southern side of the main development blocks (including Phase 1), and the set back of properties partially from the road route to reduce the influence upon receptors aid the integration into the agricultural fields to the south-west.*

*When using this route new development would be prominent over the western parts, and less so over eastern parts, although there would still be a fundamental change to the route overall. Given the existing context of built form it is anticipated that a very high magnitude of change would be experienced as receptors pass adjacent to the Site, leading to a moderate/minor level of effect as a result of new development is anticipated for receptors using this route.*

*New tree planting within the streetscapes of development and the new landscaped frontage along Moortown Lane will have had time to mature by Year 15, giving this edge/entrance to development a much greener, softened appearance, which would be further softened along the eastern parts of the road adjacent to the POS area. Vegetation proposed within the POS would also have matured and softened the overall appearance of the eastern development blocks, and the entire development when viewed from some locations. With this in mind, it is expected that the*

*anticipated magnitude of change would reduce slightly to high at Year 15, resulting in a moderate level of effect upon receptors as a result of the Proposed Development.*

As such, the LVIA is clear that the most significant visual impacts are associated with proposed housing (which is outside the Green Belt) but that the use of Moortown Lane as a main access point and the removal of some vegetation will have visual impacts on the northern side of Moortown Lane. The visual impact on the southern side of Moortown Lane will be less taking into account the public open space and planting. The LVIA also clearly emphasises that long-term visual impacts along Moortown Lane will be softened as new planting matures. The LVIA does not conclude that the proposed highways and access works on Moortown Lane would in isolation have a significant visual impact.

As such, it is considered that the visual impacts of the proposed highway and access development within the South West Hampshire Green Belt would be modest and over the longer-term would be tempered by a context of maturing new planting and hence some. Given that there are no proposed buildings in the South West Hampshire Green Belt, there would be no volumetric impacts. There would however be a notable increase in traffic generation along Moortown Lane associated with the construction and eventual occupation of Local Plan Strategic Site 13.

Therefore, the impact of the highways and access development proposed within the South West Hampshire Green Belt on the openness of the Green Belt would be modest and in the context of the facilitation of a Local Plan Allocation Site.

NPPF paragraph 143 sets out that the Green Belt serves five purposes: a) to check the unrestricted sprawl of large built-up areas; b) to prevent neighbouring towns merging into one another; c) to assist in safeguarding the countryside from encroachment; d) to preserve the setting and special character of historic towns; and e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

### ***Housing Land Supply and NPPF Tilted Balance***

In determining planning applications there is a presumption in favour of the policies of the extant Development Plan unless material considerations indicate otherwise (Section 38(6) of the Act). Material considerations include the National Planning Policy Framework (NPPF).

NPPF Paragraph 11 clarifies what is meant by the presumption in favour of sustainable development. It states that for decision making it means:

- c. approving development proposals that accord with an up-to-date development plan without delay; or
- d. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date [8], granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For reference, NPPF (p. 6) Footnote [8] above sets out:

This includes, for applications involving the provision of housing, situations where:

- a. the local planning authority cannot demonstrate a five year supply (or a four year supply, if applicable, as set out in paragraph 226) of deliverable housing sites (with a buffer, if applicable, as set out in paragraph 77) and does not benefit from the provisions of paragraph 76; or
- b. where the Housing Delivery Test indicates that the delivery of housing was below 75% of the housing requirement over the previous three years

In line with the NPPF planning applications registered before 19 December 2023, such as this application, do remain subject to the policies of the NPPF in relation to the requirement to demonstrate a five-year housing land supply. The Council, as of August 2024, cannot demonstrate a five-year supply of deliverable housing land. The latest published housing land supply figure is 3.07 years.

Additionally, the Housing Delivery Test (HDT) results reported to NFDC Cabinet on 1 May 2024 set out that for the three-year period 2019/20 to 2021/22 the Council achieved a score of 92% against the housing requirement for the period. The Planning Authority has since prepared a Housing Action Plan to address the HDT result.

Footnote 8 to the NPPF paragraph 11 is clear that in such circumstances where a five year supply of deliverable housing sites is not demonstrated those policies which are most important for determining the application are to be considered out-of-date meaning that the presumption in favour of sustainable development in paragraph 11d is engaged.

For reference, this policy position was illustrated in the recent appeal decision at Orchard Gate, Noads Way, Dibden Purlieu (Appeal Ref: APP/B1740/W/23/3324227), received on 16 January 2024. That Appeal Inspector concluded that permission should be granted as paragraph 11(d) of the NPPF was engaged due to the lack of a 5-year housing land supply and an appropriate balancing exercise was undertaken.

As such, it is considered that in this case the development must be considered in accordance with the NPPF paragraph 11(d).

Taking the first limb of paragraph 11(d), as this report sets out, in this case there are specific policies in the NPPF which protect areas of assets of particular importance referred to within footnote 7 of the NPPF, namely habitat sites and heritage assets. Therefore, a judgement will need to be reached as to whether policies in the Framework provide a clear reason for refusing the development. Where this is found to be the case, the development should be refused.

The second limb of paragraph 11(d), namely whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits when assessed against the policies of the NPPF taken as a whole (the so called 'tilted balance'), will only apply if it is judged that there are no clear reasons for refusing the development having applied the test at Limb 1.

The following sections of the report assess the application proposal against this Council's adopted local planning policies and considers whether it complies with those policies or not. Following this Officers undertake the Planning Balance to weigh up the material considerations in this case.

## Summary

The application site is part of Local Plan Allocation Site SS13 (Land at Moortown Lane) and therefore the principle of development is established. The proposed residential development is located north of Moortown Lane on land that was removed from the SW Hampshire Green Belt as part of the Local Plan process. Some of the proposed highways and access works on Moortown Lane and the existing pitches south of Moortown Lane are in the SW Hampshire Green Belt. These forms of development (engineering operations and local transport infrastructure) accord with Local Plan Policy ENV2 and NPPF paragraph 155 given that they would only have a modest identified impact on the openness of the Green Belt and would be in line with the purposes of the Green Belt given their function to assist the delivery of a Local Plan Allocation Site. The proposal is EIA development and is supported by an Environmental Statement.

The proposal could make a significant contribution to the Local Plan housing delivery strategy in line with Policy STR5 and the NPPF paragraph 11 tilted balance is therefore engaged and this will be assessed alongside the other relevant material considerations in the Planning Balance section of the Planning Committee report.

## 10.2 Housing

Local Plan Policy HOU1 (Housing type, size, tenure and choice) sets out that the strategy is to ensure that all residential development helps to address the diversity of housing needs of local people at all stages of life by providing a mix and choice of homes by type, size, tenure and cost. The policy objectives are to improve the diversity of housing choice, and to achieve an overall balance of housing provision in general accordance with housing needs evidence, (accounting for site specific material considerations).

The supporting text for Policy HOU1 includes Figure 6.1 (below) which sets out the broad direction for the split in percentages for 1-2 bed, 3 bed and 4+ bed new homes that should aimed to be achieved.

Figure 6.1: Indicative need for different sizes and tenures of homes

	1-2 bed	3 bed	4+ bed
Affordable rental homes	60-70%	25-30%	5-10%
Affordable home ownership	55-65%	30-35%	5-10%
Market homes	30-40%	40-45%	20-25%

Local Plan Policy HOU2 (Affordable Housing) sets out that there is a requirement of 11 or more dwellings to provide affordable housing as follows:

- i. In the rest of the Plan Area (*including Ringwood*) the target is for 50% of new homes to be affordable housing.
- ii. The tenure mix target is to provide 70% of affordable homes for rent, split equally between social and affordable rent, and 30% intermediate or affordable home ownership tenures including shared ownership

Where developers cannot deliver the level of affordable housing set by Policy HOU2 they need to submit a Financial Viability Assessment (FVA) to demonstrate why they

cannot make the development viable if the policy level of affordable housing is delivered.

Ringwood Neighbourhood Plan (2023-2036) (May 2024) Policy R5 (Smaller Housing) sets out that provision should be made for small dwellings with one and two bedrooms, in schemes of residential development where this can be achieved without detriment to the amenities and the character of the surrounding area and neighbouring properties. The number of small dwellings should be greater than 50% of the total in schemes of five or more dwellings.

Ringwood Neighbourhood Plan (2023-2036) (May 2024) Policy R6 (First Homes) sets out that affordable housing will be supported in new development in areas outside of the New Forest National Park as required by Local Plan Policy HOU2. Within that provision, a minimum of 25% of new affordable homes shall be provided as First Homes.

### ***i. Housing Mix***

The following housing mix for both Phase 1 (Full) and Phase 2 (Outline) has been agreed with the applicant. The housing mix is set out in Tables 1 to 3 below.

Table 1: Phase 1 (Full Application) Housing Mix

Tenure	Market	Social Rented	Affordable Rented	Shared Ownership	Total
1-bed	0	7	5	0	12
2-bed	15	11	11	11	48
3-bed	23	6	10	9	48
4+ bed	37	2	0	3	42
Total	75	26	26	23	150

Table 2: Phase 2 (Outline Application) Housing Mix

Tenure	Market	Social Rented	Affordable Rented	Shared Ownership	Total
1-bed	0	14	14	0	28
2-bed	98	4	3	8	113
3-bed	79	2	3	9	93
4+ bed	58	1	0	0	59
Total	235	21	20	17	293

Table 3: Housing Mix Phases 1 and Phase 2 combined

Tenure	Market	Social Rented	Affordable Rented	Shared Ownership	Total
1-bed	0	21	19	0	40
2-bed	113	15	14	19	161
3-bed	102	8	13	18	141
4-bed	95	3	0	3	101
Total	310	47	46	40	443

The proposed market housing mix for Phases 1 and 2 combined would provide 36.8% two-bed dwellings, 34.2% three-bed dwellings and 29% four/five bed dwellings. As such, the overall market housing mix provides sufficient two-bed market dwellings.

The market housing mix deviates slightly from the indicative percentages in Local Plan Figure 6.1 for 3 bed and 4+ bed dwellings. However, the provision of 102 three-bed and 95 4+ bed market houses on a site of this size is not considered to be excessive. In line with Policy HOU1, taking account of the edge-of-settlement location where the provision of larger family houses is reasonably expected, this is an acceptable level of both 3 bed and 4+ bed market houses.

The proposed affordable housing mix for Phases 1 and 2 combined would provide 69 smaller (1 or 2 bed) *affordable rental* (Social Rent and Affordable Rent combined) homes (which equates to 75% of the affordable rental total), which whilst slightly above the indicative percentages in Figure 6.1, is in line with the comments from NFDC Housing which confirms a high need in the District for this size of dwelling.

The proposal would also provide 11 social rent and 13 affordable rent larger (3 or 4 bed) houses in line with Figure 6.1. Likewise, the affordable home ownership housing mix is also considered to be broadly in line with Figure 6.1.

In this instance, the proposal provides 202 (45.6%) smaller (1 and 2 bed dwellings across all tenures) out of a total of 443 dwellings on an edge-of-settlement scheme. Essentially, this is considered to be an acceptable overall percentage of smaller housing units across all housing tenures taking into account the edge-of-settlement character of the application site.

Ringwood Town Council in their representation of April 2022 set out that regard should be had to the work undertaken by RTC's Neighbourhood Planning Teams regarding housing need in Ringwood – a bespoke Housing Needs Assessment (HNA) (Aecom, January 2022) is provided in Appendix A of that response. The findings of the HNA are noted including the Executive Summary (p. 6) which sets out that the recommendation for a 50% shared ownership and 50% affordable rent (affordable housing) tenure mix should be interpreted flexibly as there is an argument for a higher weighting on affordable rented products due to uncertainty about future rates of turnover, the need to meet a share of the District's needs, and the fact that much affordable home ownership is only affordable to above average earners in Ringwood.

The representations from Ringwood Town Council (RTC) set out that the proposed tenure mix of affordable housing is not compliant with RNP Policy R6, and that the proportion of small dwellings is not in accordance with RNP Policy R5.

As set out, the proposal will provide 202 additional smaller (1 and 2 bed dwellings) units across all tenures which equates to 45.6% overall across both phases. As such, the proposed number of smaller dwellings is, as set out, considered acceptable in line with Local Plan Policies HOU1 and HOU2 taking account of development viability and the character of the site and the opportunity the site provides to address need and demand for larger family housing across all tenures.

There is no requirement for 50% of sites to be smaller dwellings in Local Plan Policy HOU1 which essentially sets out a site-by-site approach that takes material considerations into account. RNP Policy R5 caveats the aim of securing at least 50% of homes as smaller dwellings on schemes of five or more units with the Policy setting out that this should be the aim where this can be achieved it is without detriment to the amenities and character of the surrounding area and neighbouring properties.

This element of Policy R5 also indicates that the 50% target should be balanced against these considerations and hence there is a planning judgement to be made by

the decision maker on this matter. In this instance, the proposal is only 19 units (4.4%) short of the target – which does not distinguish between market and affordable homes - in RNP Policy R5. Essentially, this is not considered to be a significant shortfall when balanced against other material considerations as set out in the report including the overall delivery of new housing.

It is noted that RNP Paragraph 5.31 sets out that (with regard to an on-line Ringwood Housing Survey in 2021) that from the respondents experience, Ringwood is lacking starter homes (1-2 bed), mid-priced 2-3 beds and Council/Housing Association dwellings.

This proposal, as set out, provides a combined total of 342 new 1-bed, 2-bed and 3-bed homes across all tenures. This includes 133 new dwellings combined across the three affordable housing tenures in Local Plan Policy HOU2 (please see below) and 141 3-bed houses across all tenures.

As Local Plan Policy STR5 explicitly sets out, the housing to be delivered, in part, through the eighteen strategic sites is to address the needs for the Plan Area i.e. the District as a whole - and not necessarily for individual settlements, parishes or neighbourhood plan areas. As such, it is considered that in this case no substantive evidence has been provided on the proposed housing mix which would clearly outweigh the Local Plan's strategic housing policies HOU1 and HOU2. The proposed market housing mix will be secured through a s106 planning obligation clause.

## ***ii. Affordable Housing***

The proposal sets out that 75 affordable (social rented, affordable rented and shared ownership) will be delivered in Phase 1. The siting of the proposed 75 affordable housing units in Phase 1 are identified in the Phase 1 Housing Tenure Plan (Pegasus, 20/3/2024, Ref: P21-1078\_DE\_003\_0107\_B). The proposal sets out a suitable distribution of affordable housing units across Phase 1 in line with Local Plan Policy HOU2 criterion (iv).

### ***Applicant's Financial Viability Assessment***

The applicants submitted a Financial Viability Assessment (FVA) (BNP Paribas) during 2023. The latest iteration (December 2023) is the version, along with a supporting costs appraisal, which was subject to the most significant scrutiny by the Council's viability consultant Dixon Searle Partnership (DSP) and informed their subsequent reports dated February 2024 and May 2024.

The applicants FVA (December 2023) concluded that:

*The proposed development with 50% affordable housing (provided as 70% rented and 30% shared ownership) and taking into account the s106 and CIL requirements generates a significant deficit against the site's Benchmark Land Value (BLV). In order for the Proposed Development to be close to viable, the tenure mix of the affordable housing would need to be adjusted to 50% rent (all affordable rent) and 50% shared ownership, and the Section 106 costs reduced to nil. Alternatively, the overall percentage of affordable housing could be reduced to facilitate a Section 106 contribution if this is considered to be essential.*

The applicants in their submitted viability assessment confirm that the proposed development is not policy compliant due in part to the significant development costs of bringing the site forward. This includes £5.3 million towards phosphate mitigation which is not required in the District outside those areas in the Avon Valley.

Officers considered that the reduction of s106 costs to nil in the December 2023 FVA was not an acceptable option given the need to ensure the proposal is a sustainable development in terms of the impact on local highways and infrastructure. Additionally, without suitable mitigation for the impact of the development on European Sites secured through a s106 the application would not meet the Habitats Regulations. Likewise, the option of only affordable rent tenure and no social rent tenure was clearly not compliant with Policy HOU2 and would not meet the District's broad housing needs which include social rented housing.

#### *Applicant's Revised Affordable Housing Offer*

In February 2024 the applicants made a without prejudice offer via email of 30% affordable housing (against the 50% policy target) across the whole application site with a Policy HOU2 compliant tenure split ie. 35% social rented, 35% affordable rented and 30% shared ownership, whilst also committing to the s106 package. This offer is set out in Tables 1 to 3 above and would provide 133 affordable dwellings across all tenures and unit sizes.

Essentially, Officers considered that the proposed affordable housing offer compares favourably with other recent approvals on Local Plan strategic sites in the Avon Valley area in the District in terms of both overall percentage and tenure mix.

#### *Independent assessor comments (February and May 2024)*

The applicant's FVA has been reviewed by the Council's viability consultant Dixon Searle Partnership (DSP) for a full independent appraisal. This also includes a Quantity Surveyor (ERMC) assessment of infrastructure and build cost assumptions and they have engaged with the applicant and their Quantity Surveyor regarding the external/abnormal costs. Although there is not complete agreement on the costs detail, ERMC have confirmed that the overall costs included within BNP FVA are at an acceptable level – the revisiting of costs lead to a shared view between both parties on a build cost estimate level to go into the appraisal - and Officers understand the applicant has agreed this position for the purposes of this FVA.

DSP has considered these costs together with the suggested Benchmark Land Value (BLV), house prices, the receipts forecasted to be generated and profits levels sought.

DSP took these considerations into account in their report and concluded that:

*Recapping, the application proposal is partly in detail but includes a significantly greater proportion of new homes submitted in outline than in detail and the scheme content, design and related viability assumptions could change over time – it could be some time before the actual delivery proposals are settled for the full scheme and the site comes forward.*

*'Stepping back' and viewing the submitted viability assumptions as a whole, and noting the sensitivity results above, we consider that the scheme clearly supports the now proposed 30% affordable housing of an appropriate tenure mix, with all of the updated s106 costs, and the stated phosphate costs, while also leaving notable scope for other scheme costs or negative viability influences to impact before this picture changes.*

*Overall, it appears the Council will have to take a view on the balance between scheme deliverability and the delivery of community benefits in the context of the inevitable uncertainties/potential tolerances etc. involved in doing so at a largely*



*outline and relatively early stage; and may also wish to consider whether viability can be revisited at a suitable point in the project if a satisfactory agreement providing the necessary certainty and confidence all round in the delivery (including of the AH and other s106) cannot be reached.*

As such, on balance of considerations including the DSP report and the need to deliver housing in the round, Officers are minded that it is prudent to accept the revised February 2024 offer which would, subject to a s106 planning obligation, secure 133 Affordable Housing dwellings (30%) with a Policy HOU2 compliant tenure mix and Figure 6.1 typology mix across the application site (as set out in Table 3 above).

The proposal would provide 75 affordable dwellings in Phase 1 and 58 affordable dwellings in phase 2. The revised proposal has the support of the NFDC Housing Initiatives Manager and there does not appear to be any over-riding need to revisit the viability of the scheme at a later date.

### *First Homes*

The Council has set out in its “First Homes Advice Note” that it does not require First Homes to be provided and in this case the applicants proposal reflects this fact.

The NFDC First Homes Advice Note, reflecting the PPG, sets out that First Homes are discounted market sale units which:

- must be discounted by a minimum of 30% against the market value;
- are sold to a person or persons meeting the First Homes eligibility criteria;
- are physically indistinguishable from equivalent market homes in terms of size and quality;
- on their first sale will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; an
- after the discount has been applied the first sale must be at a price no higher than £250,000 (outside Greater London).

If First Homes – a specific kind of discounted market sale housing - were to be provided the Council’s First Homes Advice Note is quite clear that First Homes could be an alternative to complying with the tenure requirements of policy HOU2 providing the offer is in full accordance with the government guidance on First Homes. This consideration is specifically addressed in the national PPG and suggests that in the event of First Homes being provided both the affordable rent and shared ownership tenures could be significantly reduced. This likely reduction in the level of Affordable Rent and Shared Ownership secured in the event of First Homes comprising 25% of the overall affordable housing is also set out (as an example) in paragraph 8.5 of the Council’s First Homes Advice Note.

If a minimum of 25% of the affordable housing were to be secured as First Homes this would result in the loss of at least 34 of the 86 affordable rent (46 units) and shared ownership (40 units) homes proposed and hence would provide a reduced combined quantum of these tenures of at most 52 dwellings.

Moreover, as set out after the 30% discount has been applied, the first sale must be at a price no higher than £250,000. As such, with a 30% discount only new homes with a (pre-discount) market value of £357,143 would likely be available through the First Homes initiative. For reference, as of August 2024, some new build two-bedroom houses on Local Plan Strategic Site Allocations in nearby Fordingbridge are

being marketed for £390,000 and new build two-bedroom flats in nearby Verwood (in the Dorset Council Area) are being marketed for £255,000.

As such, it is considered at this time it is possible that a minimum of 25% First Homes may not include any two-bedroom houses given their market value in the local area and clearly no larger (3-bed or 4-bed) First Home houses would also likely be secured.

As such, given local new build market values in the local area, and the current 30% discount, any First Homes could likely be only 1-bed or 2-bed flats.

Therefore, in this application that could result in the loss of at least all of the 1-bed Affordable Rent units (19) and a significant proportion (15 out of 33) 2-bed Affordable Rent and Shared Ownership 2-bed dwellings.

The Written Ministerial Statement issued on 30 July 2024 is itself a material consideration indicating the direction of travel of national planning policy. For reference, The Court of Appeal in *Cala* [2011] EWCA Civ 639 held that [t]he prospect of a change in planning policy is capable of being a material consideration and that the weight to be given to any prospective change in planning policy will be a matter for the decision-maker's planning judgment in each particular case.

The Written Ministerial Statement (30 July 2024) sets out with regard to Affordable Housing:

Proposed changes to the National Planning Policy Framework (NPPF) were also published on 30 July 2024. The draft NPPF (July 2024) is also a material consideration but the weight to be attached to it is likely to be quite limited at this time as it is still subject to consultation and may change following public consultation.

Proposed changes to the National Planning Policy Framework (NPPF) were also published on 30 July 2024. The draft NPPF (July 2024) is also a material consideration but the weight to be attached to it is likely to be quite limited at this time as it is still subject to consultation and may change following public consultation.

Notwithstanding this, the Government's supporting online NPPF consultation document (July 2024) sets out:

- An expectation that housing needs assessments explicitly consider the needs of those requiring Social Rent and that authorities specify their expectations on Social Rent delivery as part of broader affordable housing policies. We expect that many areas will give priority to Social Rent in the affordable housing mix they seek, in line with their local needs, and this is something we strongly support, but we will not be prescriptive, it is for local leaders to determine the balance that meets the needs of their communities.
- In line with this, we propose removing the prescriptive requirements relating to affordable home ownership products. Currently, home ownership products are prioritised over homes for affordable rent, with particular priority given to First Homes. We are clear that we must take steps to boost home ownership and the actions set out in this document will do just that – but the prescriptive prioritisation of these particular types of affordable housing in existing policy is not the right approach. It can force unhelpful trade-offs, especially in areas where, for example, Social Rent and Affordable Rent are most needed,

- For this reason, we propose removing the requirement to deliver at least 10% of the total number of homes on major sites as affordable home ownership, as set out in paragraph 66 of the current NPPF. We also propose removing the requirement that a minimum of 25% of affordable housing units secured through developer contributions should be First Homes, as set out in the 'Affordable Homes Update' Written Ministerial Statement of 24 May 2021.
- First Homes would remain a type of affordable housing and an option for delivery where local planning authorities judge this to be appropriate for local needs, including through First Homes exception sites and through s106 developer contributions, and we propose reflecting this in the NPPF Glossary definition of affordable housing. We are also proposing to remove Starter Homes from the same definition given First Homes was a replacement for this scheme

NFDC Housing has confirmed that (as of early August 2024) there are 2039 households on the Council's Housing Register. NFDC Housing caveat that this represents only those households positively identifying as being in affordable housing need (ie. they have applied to the NFDC Housing Register) and does not likely represent the full extent of the affordable housing need in the area. NFDC Housing has also confirmed that (as of early August 2024) there are 205 households who identified Ringwood as their area of First Choice in the Council's choice-based lettings.

Additionally, NFDC Housing has confirmed that (again as of early August 2024) there are 651 households registered on the NFDC Shared Ownership interest list who have a confirmed interest in Shared Ownership with the Council.

As such, there is a very clear District need for the proposed 133 affordable housing units across the three tenures set out in Local Plan Policy HOU2.

Additionally, the new Government has set out in its July 2024 Written Ministerial Statement the proposed emphasis on securing affordable rent and social rent tenure affordable housing and the removal of the prescriptive requirements relating to affordable home ownership products which includes the First Homes requirement of 25% of all affordable housing secured.

Officers acknowledge that the proposal does not meet the second sentence of RNP Policy R6 (First Homes) which sets out that within the provision (of affordable housing) a minimum of 25% of new affordable homes shall be provided as First Homes. For reference, the supporting text of the RNP Policy R6 (Paragraph 5.38) sets out that the local housing needs evidence prepared for the Neighbourhood Plan does not consider First Homes to be currently affordable for those households on average or lower incomes – but a couple with joint incomes who fall within the First Homes household income limit of £80,000 per annum may well be able to afford a First Home discounted price dwelling.

The Ringwood Housing Needs Assessment (HNA) (AECOM, January 2022) sets out (Paragraph 72) that:

- This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. For each level (30%, 40% and 50%) it is not possible for average earning households to access First Homes at the price points assumed here, even with a 50% discount.

The Ringwood Housing Needs Assessment (HNA) (AECOM, January 2022) also sets out (Paragraph 74) that:

- It remains clear that the maximum discount level of 50% is generally necessary to bring First Homes (nearly) within reach of average earners. As such, this is recommended as the discount level most appropriate to local needs, despite the fact that First Homes will primarily serve those on higher average earnings rather than their intended target market.

As such, not only could delivery of at least 25% First Homes as set out in RNP Policy R6 reduce the overall number of affordable housing units in the three tenures set out in Local Plan Policy HOU2 from the 133 proposed but could also likely be impacted further by the need to discount the First Homes at a rate of 50% - if average earners were to potentially access these housing products,

Therefore, in recognising the conflict with the Neighbourhood Plan, a recommendation on 'balance of considerations' needs to be made. In this instance, the proposed affordable housing tenure mix conforms with Local Plan Policy HOU2 i.e. 35% social rent, 35% affordable rent and 30% shared ownership. NFDC has set out a position that it does not require First Homes to be provided in the publicly available "Advice Note" referred to above. This report has summarised that the District housing need for the three affordable housing tenures identified in Local Plan Policy HOU2 is and remains acute. The July 2024 Written Ministerial Statement set out that a potential direction of travel in national planning policy giving Local Planning Authorities greater discretion on the levels of affordable home ownership options including First Homes.

The NPPF December 2023 (Paragraph 30) is clear that once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing *non-strategic* (emphasis added) policies in a Local Plan covering the neighbourhood area, where they are in conflict. In this instance, there is a conflict between Local Plan Policy HOU2 and RNP Policy R6 given the latter has a stipulation for a minimum of 25% First Homes.

However, it is considered that Local Plan Policies HOU1 and HOU2 are clear strategic policies setting out the Council's strategic housing policies in line with NPPF December 2023 Paragraph 20 criterion (a). As such, RNP Policy R6 cannot take precedence over Local Plan Policies HOU1 and HOU2 and should therefore be considered alongside them and in the balance of considerations as previously detailed.

Essentially, it is considered that cumulatively the material considerations set out above outweigh the requirement in RNP Policy R6 (First Homes) for a minimum of 25% of new affordable homes to be provided as First Homes.

In summary, the affordable housing offer is acceptable to NFDC Planning and Housing Officers both in terms of the overall offer which has been subject to viability review and the Policy HOU2 compliant tenure split.

Therefore, subject to a s106 planning obligation appropriately securing the affordable housing in perpetuity and a suitable condition for approved plans, the proposal accords with Local Plan Policies HOU1 and HOU2.

It is also noted that the completed Building for a Healthy Life Assessment appended to both representations from Ringwood Town Council received by the LPA in 2024

sets out additional commentary on housing mix under the heading 'Homes for Everyone'. Commentary on this matter along with all the other elements of the Building for a Healthy Life Assessment Ringwood Town Council forwarded is set out later in the Planning Assessment.

### **10.3 Highways, Access and Parking**

Local Plan Policy CCC2 (Safe and Sustainable Travel) sets out that new development will be required to:

- i. Prioritise the provision of safe and convenient pedestrian access within developments, by linking to and enabling the provision of more extensive walking networks wherever possible, and where needed by providing new pedestrian connections to local facilities;
- ii. Provide or contribute to the provision of dedicated cycle routes and cycle lanes, linking to and enabling the provision of more extensive cycle networks and providing safe cycle routes to local schools wherever possible;
- iii. Consider and wherever possible minimise the impact of development on bridleways and horse riders;
- iv. Provide sufficient car and cycle parking, including secure cycle parking in schools and colleges, work places, bus and rail stations, and in shopping areas in accordance with the adopted Parking Standards Supplementary Planning Document;
- v. Incorporate infrastructure to support the use of electric vehicles; and
- vi. Provide, or contribute proportionately to the provision of, any highways or public transport measures necessary to enable the development to be accommodated in a safe and sustainable manner, including the requirements identified in any applicable Strategic Site Allocation Policies.

Local Plan Policy IMPL2 (Development standards) criterion vi sets out that provision should be made to enable the convenient installation of charging points for electric vehicles in residential properties and in residential, employee and visitor parking areas. Detailed guidance on vehicular parking, cycle storage and electric vehicle charging is set out in the NFDC Parking Standards Supplementary Planning Document (April 2022).

The Ringwood Neighbourhood Development Plan Policy R11 (Encouraging Active and Healthy Travel) sets out:

- A. The Neighbourhood Plan identifies the existing Sustainable Travel Network and opportunities for improvements, as shown on the Active Travel Policy Map, for the purpose of prioritising active and healthy travel.
- B. Development proposals on land that lies within or adjacent to the Network will be required, where practical, to provide opportunities for a more joined-up Network of walking and cycling routes to the town centre, local schools and community facilities and accessible green space by virtue of their layout, means of access and landscape treatment.
- C. Proposals for major development (10 dwellings or above) should adopt the Sustainable Accessibility and Mobility Framework, as illustrated, and demonstrate how they have, in the following priority order:

- i. sought to minimise the need to travel beyond the parish;
- ii. for longer trips, sought to encourage and enable the use of active, public and shared forms of transport; and,
- iii. for trips that must be made by car, sought to encourage and enable the use of zero emission vehicles.

The Ringwood Neighbourhood Development Plan Policy R1 (A Spatial Plan for Ringwood) criterion D sets out:

The harmful effects of traffic congestion, especially traffic with an origin and destination outside the town centre, will be tackled through the promotion of other means of moving about the town including the delivery of effective walking and cycling measures to better connect the new communities at Moortown Lane and Hightown Road.

The adopted Ringwood Neighbourhood Development Plan Policy R7 (Design Code) criterion iv. sets out:

Offer highly permeable residential layouts for cyclists and pedestrians moving within and through the development.

The application is supported by a Transport Assessment (Environmental Statement, Campbell Reith and I-Transport, Appendix 11.1, December 2021) and several subsequent updates (I-Transport, April 2023, January 2024 and March 2024). The Design and Access Statement (DAS) (Pegasus, May 2024) sets out additional detail on access and vehicular parking.

The Local Highway Authority (LHA) (Hampshire County Council) has been consulted extensively on the application and they have confirmed in their final response (12 April 2024) that they have no objection subject to a planning obligation and suitable conditions.

#### ***i. Site Vehicular Access***

The application site's single vehicular access from Moortown Lane is set out in the submitted plan Moortown Lane Site Access (I-Transport, 19/7/2023, Ref: ITB-12364-GA-032 Rev. D). The access will be approximately 340 metres from the junction with Christchurch Road and includes a 3m wide shared use footway/cycleway. The LHA has no objection to the proposed access. It will be secured through the s106 and subsequently a s278. Completion of the vehicular access will be prior to the first occupation on Phase 1.

As set out in the 12/4/2024 response from the LHA, the proposal includes the widening of Moortown Lane between the junction with Christchurch Road and the proposed site access. This is set out in the submitted plan Moortown Lane Widening (I-Transport, 3/7/2024, Ref: ITB-12364-070 Rev. A) which is acceptable to the LHA.

HCC consider that the widening of Moortown Lane is necessary given existing over-running of the verge, the increase in vehicular movements arising from the proposal and the need to accommodate larger passing vehicles between Christchurch Road and the site access. The applicant has agreed to implement these improvements to Moortown Lane and will be secured through a s106 obligation. HCC has however set out that they would be willing to consider a monitoring framework for this proposed works during Phase 1, which would be secured through a s106 obligation. The cost of any works would be borne by the developer and not from the s106 highways contribution.

A Stage 1 Road Safety Audit (RSA1) has been provided for the internal layout. Subsequent design amendments have been carried out and the Safety Auditor has confirmed these amendments satisfactorily address the problems raised. The LHA accept the proposed internal layout, subject to any possible design revisions at the S38 detailed design stage where roads are being offered for adoption.

The proposed internal spine roads will be provided to the boundary of the application site to facilitate future connection to the two parcels which complete the NFDC Local Plan SS13 site allocation. This is clearly shown on the Movement and Access Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE—004-0108). The LHA has set out that these roads should be designed and constructed to adoptable standards and offered for adoption.

Ringwood Town Council has set out in their 2024 responses that the proposal is contrary to the policy set out for SS13 in the Local Plan specifically because the only access will be from Moortown Lane. It is not within the gift of the applicants to secure an access through third-party land - Hampshire County Council owned in this instance - and as previously set out, the application site doesn't extend to the same extent as the site allocation which would limit the ability for the access to the north to be provided by this application.

However, the submitted plans identified suitable access up to the boundary with the HCC land holdings in the north-west and north-east of the Allocation Site and as such the proposal does not preclude these vehicular accesses being facilitated as and when the residual land within the Allocation Site is developed.

As such, subject to suitable conditions and a planning obligation, the proposed vehicular site access is considered acceptable in line with comments from the Local Highway Authority.

#### ***i. Site Access - Cycle/Pedestrian***

The DAS (p.85) sets out that the development of an integrated pedestrian and cycle network within the site is a key part of the transport infrastructure for the site. The site will deliver non-motorised user access to both the north, south-west and south of the site. The proposed cycle/pedestrian accesses include:

- A centrally located southern pedestrian and cycle access at the main site access across to the land south of Moortown Lane (see submitted plan 'Moortown Lane Central Pedestrian and Cycle Access', I-Transport, 6/4/2021, Ref: ITB12364-GA-032D).
- A south-western pedestrian and cycle access to Moortown Lane close to Christchurch Road including a new length of footway on Moortown Lane to connect to Christchurch Road (see submitted plan 'Footway, Cycleway, Emergency Access onto Moortown Lane', I-Transport, 6/4/2021, Ref: ITB12364-GA-025E).
- A pedestrian access onto Crow Arch Lane (immediately west of the existing allotments) with off-site highway improvements to connect to Yarrow Lane and onto the Castleman trail - and hence local schools and facilities (see submitted plan 'Crow Arch Lane to Castleman Trail Pedestrian and Cycle Access, I-Transport, 6/4/2021, Ref: ITB12364-GA-008E)
- An additional pedestrian and cycle access (immediately east of the existing allotments) to enable a link to be provided to the public open space north of

Crow Arch Lane (in conjunction with further improvements in that open space) and hence the Castleman Trail (see submitted plan 'Pedestrian Crossing Point Crow Arch Lane, I-Transport, 6/4/2021, Ref: ITB12364-GA-038E)

- Pedestrian access improvements to the crossing at the junction of Crow Arch Lane and Crow Lane on the Castleman Trail (see submitted plan 'Crow Arch Lane/Crow Lane Pedestrian/Cycle Link – Option Two, I-Transport, 13/12/2023, Ref: ITB12364-GA-080B)
- An additional crossing point over Moortown Lane at the eastern end of the public open space to be delivered in Phase 2 (see submitted plan 'Proposed Eastern Pedestrian Access, I-Transport, 6/4/2021, Ref: ITB12364-GA-031E).

In addition, within the site is: the provision of an off-road shared use formal foot/cycleway (minimum 3m width) as part of the public open space and the ANRG, facilitating connections to adjacent public open spaces and the residual residential and employment land boundaries within the Allocation Site. There is also additional access through the existing Public Right of Way (PROW) footpath 45 route in Phase 2 from Moortown Lane to the SANG land to the north of Crow Arch Lane.

The submitted plan titled Indicative Walking and Cycling Route to Long Lane (I-Transport, 19/7/2023, Ref: ITB-12364-GA-077) will provide an off-road route between the proposed crossing on Moortown Lane from the housing development area to the existing sports pitches south of Moortown Lane, the land for which is within the control of the applicants. This will provide a new route parallel to Moortown Lane and connect to the existing five-bar gate at the junction of Long Lane and Moortown Lane. This will be delivered as part of the Phase 2 public open space and can be secured through a s106 planning obligation.

HCC Countryside Services has no objection subject to suitable conditions and a s106 contribution. The applicant has agreed a contribution towards ongoing maintenance and to re-surface Ringwood Footpath 45 which runs north-south through the east section of the application site (within the Phase 2 ANRG) which connects to Moortown Lane at the southern boundary.

HCC Countryside Services also confirmed that they would support a diversion of a short section of Ringwood Footpath 45 from its current alignment, which terminates on Moortown Lane slightly to the east of the proposed crossing point, to one that would line up with the crossing. This would enable walkers to safely cross the road between the PROW and playing fields to the south without needing to walk a short distance on the road or on the grass verge in front of the Four Views property. The requirement to apply for a diversion of the footpath is separate to the planning application process and will be addressed after the approval of this application through section 257 of the Town and Country Planning Act 1990.

The applicant has also agreed a s106 contribution of £69,000 for surfacing improvements to be undertaken on the length of Ringwood Bridleway 509 between Crowe Hill and Barrack Lane (to the south-east of the application site) which is part of the wider Castleman Trail.

Essentially, the package of cycle and pedestrian improvements, which would be secured through a s106 planning obligation and a s278 agreement, provides suitable links to the north, south and west. This would provide cycle and access to the town centre, Castleman Trail and the 'Ring 3' public open space. It would also provide cycle and pedestrian access to the sports pitches on the southern side of Moortown Lane and Christchurch Road.



## ***ii. Highways Works and Traffic Impact***

The LHA set out in their 12 April 2024 response that the traffic impact has previously been agreed at all appropriate locations except the B3347/ The Furlong roundabout junction close to the town centre. The LHA now confirm that the modelling provided is acceptable, and that a mitigation scheme as shown on the submitted plan (The Furlong Roundabout Mitigation Scheme Concept Design) (I-Transport, 14/7/2021, Ref: ITB12364-GA-043 Rev. B) is acceptable. This mitigation would widen the Southampton Road arm of the junction to allow a longer length of two-lane approach. The cost of this improvement would be funded from the overall s106 contribution sought by the LHA.

The LHA has confirmed that the design of the improvement works at the Moortown Lane and Christchurch Road priority junction as set out in the submitted plan titled Potential Moortown Lane Improvement Scheme – Priority Junction (I-Transport, 2/3/2021, Ref: ITB-12364-GA-023 Rev. E) is considered satisfactory.

Costs for the indicative walking and cycling scheme as set out in the submitted plan (WCHAR Improvements South) (I-Transport, 5/12/2022, Ref: ITB12364-GA-060) along Moortown Lane and Christchurch Road have also been agreed by the LHA. A proportionate contribution for the applicant to provide towards the scheme has been agreed and will be secured through a s106.

National Highways set out that their interest is the impact of the proposal on the A31. Of particular interest is the A31 / A338 Salisbury Road junction and the Poulner Interchange (Eastfield Ln /A31 On-Slip priority junction and the Mount Rd / Southampton Rd / A3 Slip roundabout junction). Their representation of 30 June 2023 confirmed that the safe and efficient operation of the strategic road network will not be significantly affected subject to a suitable condition (construction traffic management).

## ***v. Vehicular parking, cycle storage and electric vehicle charging***

The submitted plan Phase 1 Parking Plan (Pegasus, 10/4/2024, Ref: P21-1078-De-003-0105 Rev. B) sets out the vehicular parking strategy for the proposed 150 dwellings.

Each of the proposed one-bedroom flats has one vehicular parking space in a communal parking courtyard. Each of the proposed two-bedroom flats and house, both market and affordable tenure, has two parking spaces. Each of the three-bedroom houses, both market and affordable tenure, has at least two parking spaces. All the proposed four-bedroom and five-bedroom market houses has at least three parking spaces. The four-bedroom affordable houses are each provided with two surface spaces which is one space below the recommended standard of 3 spaces in the Parking SPD. The DAS and Phase 1 Parking Plan confirm that the proposal will also provide 13 visitor parking spaces in line with paragraph 4.6 of the Parking Standards SPD.

Essentially, the overall proposal provides a reasonable level of vehicular parking in line with the recommended provision set out in Table 1 of the NFDC Parking Standards SPD.

Vehicular parking will be provided through a combination of surface parking, car barns and garages. Suitable conditions are recommended to remove permitted development rights for the proposed garages and car barns to ensure a suitable level of parking is retained for the residential dwellings. The DAS confirms that garages will be provided at a minimum size of 3m x 6m in line with Table 2 of the NFDC

## Parking Standards SPD.

The on-plot and courtyard surface parking design often include tandem parking solutions (one vehicle behind another) which are acceptable in line with paragraph 5.5 of the NFDC Parking Standards SPD. Officers do not consider that any of the parking arrangements would introduce any obvious additional hazards for other users over and above that generally associated with any moving vehicle.

It will be necessary to prevent ad hoc parking on grass verges and open spaces and this can be controlled through physical measures such as strategically placed bollards, ditches or boundary or grass bunds. The Phase 1 Masterplan sets out planting at the interface of the housing area and public open space. The detailed design for this can be secured through the proposed detailed landscape conditions.

The DAS (p. 88) confirms that cycle parking spaces for individual dwellings are either provided within the curtilage (flatted blocks with integral storage) of the dwelling, within a garage if available, or within a secure cycle store at the rear garden, at a rate of 2 no. spaces per dwellings in accordance with the NFDC Parking Standards SPD. The Phase 1 Parking Plan also sets out those dwellings which include a secure cycle store in the form of a shed in the rear garden. These can be secured through a suitable pre-occupation condition.

The DAS (p. 88) sets out that electric vehicle charging will also be provided so that one charging unit is supplied for each dwelling that has on-plot parking. For plots where parking is more remote, ducting will be provided to allow for future connection. The submitted Phase 1 EV Charging Plan (Pegasus, 10/4/2024, Ref: P21-1078-DE-003-0117 Rev. A) sets out the siting of the EV charger for each dwelling.

The provisions set out in the Phase 1 EV Charging Plan are in accord with NFDC Local Plan paragraph 9.21.

To address concerns raised over the impact of construction traffic on local general amenity, a Construction Traffic Management Plan (CTMP) will be secured through a suitable condition in line with the LHA recommendation.

## ***vi. Sustainable Transport***

The submitted plan Walking, Cycling and Horse Riding Assessment and Review (WCHAR) Improvements (I-Transport, 28/7/2022, Ref: ITB-12364-GA-049) sets out improvements to the highway network between the application site and Ringwood Junior School and Ringwood School. These improvements have been agreed with the LHA and would be funded from the overall s106 contribution sought by the LHA. In conjunction with the improvements set out in Crow Arch Lane to Castleman Trail Pedestrian and Cycle Route (I-Transport, 6/10/2020, Ref: ITB-12364-GA-008 Rev. H) this would provide a suitable link to local schools and the small shop at the Hightown Road roundabout and thus address the comments made by Ringwood Town Council in their February 2024 representation.

The original intention for public transport serving the application site was for an initially subsidised bus service. This is reflected in the 2022 representation submitted by Morebus. However, no satisfactory agreement was reached between the applicant, local bus operators and HCC Highways on a suitable bus service. HCC Highways view is that without a suitable public transport offer the approximately 700m walk (more for residents in the south of the site) is an unacceptable distance to reach the current Ringo 1 service on Castleman Way.

To overcome this issue, a contribution to the Local Highway Authority (HCC

Highways) to enable a taxi share service to be provided has been agreed. This will provide a realistic alternative to the private car for those future residents either unable or unwilling to walk to the Ringo bus stop. A taxi share will run at peak times and can be flexible to accommodate the future demand. The estimate cost of running a taxi share to serve the Moortown Lane site is £52,000 per annum. In order to instil sustainable travel patterns, we would want to guarantee operation of this service from early in the build out of the development until post final occupation. Therefore, I suggest the service is supported for 10 years, giving a public transport contribution of £520,000.

HCC Highways consider that it is a cost-effective way of serving the site by public transport. It also supports a hub and spoke approach, allowing convenient access to Ringwood bus station for onward, longer distance, journeys by bus. Given taxi services are tendered so HCC is only charged when a journey is undertaken, it would enable the site to be served by public transport from first occupation, instilling sustainable travel patterns from the outset.

HCC has used a similar scheme to this at the Barton Farm development site to the north of Winchester.

As such, the LHA has agreed with the applicant to provide a contribution to fund the running of a taxi share to serve the site. This would be funded from the overall s106 contribution sought by the LHA. For reference, the road network in Phase 1 can accommodate a bus service if one is facilitated in the future.

The proposal includes improvements to the local pedestrian and cycle network which will be accessible to both occupiers on the site and the wider local community. This includes connections onto the Castleman Trail and hence facilities to the north-west and south-east of the application site. Phase 1 includes a north-south off-road cycle route through the proposed public open space in line with the Active Travel Policy Map identified in Policy R12 criterion A.

Additionally, as set out, the Local Highway Authority (Hampshire County Council) has agreed a contribution from the applicant towards a subsidised taxi service to the town centre in lieu of a bus service operating within the site which facilitates sustainable travel for the less mobile. This proposed taxi service will therefore provide connections to local bus services and National Express services to London provided in the town centre. The proposal includes a contribution towards highway improvements between the application site and local schools. The applicant will provide electric charging points for all dwellings to assist the facilitation of the transition away from hydrocarbon fuel vehicles to electric vehicles.

As such, the proposal broadly accords with the Ringwood Neighbourhood Development Plan Policies R1, R7 and R12.

It is also noted that the completed Building for a Healthy Life Assessment appended to both representations from Ringwood Town Council received by the Council in 2024 sets out additional commentary on highways, access and parking. Commentary on these matters is set out later in the Planning Assessment.

## **v. Summary**

The proposal has an acceptable vehicular site access and a suitable network of pedestrian and cycle routes that provide through off-road connections and, as such, the Movement and Access Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE—004-0108) is considered to be acceptable for approval.

The LHA has no objection to the traffic impacts subject to highway improvements including the junction of Moortown Lane and Christchurch Road. The proposal includes vehicular accesses to the boundary with the residual land parcels in the Allocation Site and as such would not preclude the future facilitation of through routes in line with Policy SS13. The LHA has found the Stage 1 Road Safety Audit (RSA1) for the application site acceptable in principle subject to the later s38 detailed design stage.

The on-site vehicular parking, cycle storage and electric vehicle charging is acceptable. Off-site access improvements will connect the site to local schools, the town centre and public open space. Improvements to local public rights of way through planning obligation contributions have been agreed. Construction traffic management can be secured through a suitable condition. A contribution towards a subsidised taxi service to the town centre in lieu of a bus service operating within the site facilitates sustainable travel.

HCC Highways has confirmed that the final set of trigger points for commencement and conclusion of the identified off-site highways and access improvements will be determined through the finalisation of a supporting s106 planning obligation and subsequent s278 agreement. The site access and the Crow Arch Lane pedestrian/cycle access to the north will be delivered prior to the first occupation in Phase 1.

Therefore, subject to a s106 planning obligation and suitable conditions, the proposal accords with Local Plan Policies CCC2, IMPL2 and SS13 criteria (iii)(a) and (iv)(c). The proposal does not preclude the future delivery of SS13 criteria (iii)(b) and supports that future delivery of that objective as far as is reasonably possible through the proposed highway design.

#### **10.4 Flood Risk, Surface Water Drainage and Foul Drainage**

Local Plan Policy CCC1 (Safe and Healthy Communities) criterion (iv)(b) sets out that in the interests of public safety, vulnerable developments will not be permitted, inter alia, in areas at risk of flooding unless in accordance with the sequential and exception tests.

Local Plan Policy SS13 (Land at Moortown Lane, Ringwood) sets out site-specific criteria iii (d) on sustainable drainage and iv. (a) the need for a Flood Risk Assessment which demonstrates that there will be no inappropriate development within (fluvial) Flood Zone 3b.

The NPPF (December 2023) paragraphs 165 to 175 and Annex 3 (Flood risk vulnerability classification) sets out further guidance on planning and flood risk.

##### ***i. Flood Risk and Surface Water Drainage***

The applicants have provided a Flood Risk Assessment and Drainage Strategy (FRA) (Hydrock 2/12/2021). This has been supplemented by further addendums in June 2023, January 2024, February 2024 and March 2024.

Local Plan Allocation Site SS13 includes areas within the functional floodplain (Environment Agency Zone 3b) in its easternmost portion immediately west of Crow Lane. In this application, the proposed residential development is located entirely within EA fluvial flood zone 1 i.e. land with the lowest probability of fluvial (river) flooding. As such, the proposal locates residential development in the sequentially preferred location of the lowest potential fluvial flood risk in line with the guidance in the NPPF.

The NPPF Annex 3 confirms that amenity open space is water-compatible development and as such that part of the proposed Phase 2 public open space in the eastern portion of the Allocation Site is acceptable in principle. For reference, the detailed design of this area will be determined through a subsequent Reserved Matters application.

The applicants have also provided a revised surface water drainage strategy which Hampshire County Council as the Lead Local Flood Authority (LLFA) has agreed subject to a suitable detailed surface water drainage scheme condition. The submitted surface water drainage strategy sets out a combination of surface water drainage features including basins, swales and soakaways. The Drainage Strategy Addendum (27/3/2024) sets out a schedule of operational management and maintenance in line with the response from the LLFA (19/4/2024). A scheme of management and maintenance of the drainage network on site would be secured as part of the s106 legal agreement obligation securing operation of a management company for all of the open spaces and infrastructure on the site.

The Environment Agency (EA) has no objection to the proposal subject to conditions. A condition on no operational development in fluvial flood zones 2 and 3 is agreed. It is considered that there is no need for a specific condition on floor levels given the siting of the proposed new Phase 1 homes in flood zone 1 and the clear separation distances between them and the fluvial flood zones identified in the NFDC SFRA and this approach reflects the approach taken on other strategic site allocations in the District.

Given the agreement of both the LLFA and the EA to the proposal subject to suitable conditions it is considered that the comments Ringwood Town Council have set out in their representations on surface water drainage have been addressed.

## ***ii. Foul Drainage***

The Flood Risk Assessment and Drainage Strategy Report sets out a foul drainage strategy. All flows will be directed to the south-west corner of the site, and discharge off site, into the existing sewer in Hampshire Hatches Lane.

The Drainage Strategy Addendum (March 2024) sets out that recent correspondence from Wessex Water has led to an increase in the size of the foul sewer running along the spine road within the site from 150mm diameter to a 225mm diameter. This ensures there is adequate capacity in the network for a development of this size. Furthermore, at the request of Wessex Water, the foul connection point has been revised to an existing Wessex Water manhole which is a further 50m south-west along Hampshire Hatches Lane. An extension to the current topographic survey is required to confirm whether there is sufficient carriageway width to accommodate a new sewer or whether an upgrade to the existing sewer is required to facilitate connection. This can be secured through a suitable condition.

In terms of local network capacity Wessex Water provided comment in April 2023 on both the Local Plan Allocation Site SS14 Hightown Lane application (21/10042) specifically and the Local Plan Allocations Sites in Ringwood as a whole (SS13, SS14 and SS15). The Report taken to NFDC Planning Committee in March 2023 for application 21/10042 set out the following (emphasis added):

*Wessex Water has stated that they are currently providing additional storm storage at Ringwood Water Recycling Centre (WRC), to reduce the frequency of storm spills to the environment arising from the existing network and a programme for future capacity improvements at the WRC is to be delivered early (2025-30), and to*

*accommodate the future housing growth. It is important to stress that the existing network can accommodate the proposed development, but Wessex Water have set out a programme to upgrade the capacity of the network in association with the future housing growth.*

*Wessex Water has confirmed that no such bypass is required to serve the proposed development and there does not need to be any foul drainage scheme or connection that needs to be delivered in conjunction with SS13. Wessex Water state that the situation has changed since the above text was added into policy. This was a result of detailed assessments of the existing network which conclude that the proposed development can connect into the existing network and there is no requirement to deliver a joined up foul drainage scheme or connection in conjunction with SS13 Land at Moortown Lane.*

*In response to the concerns in relation to capacity and raw sewage has flooded out at the Bickerley onto the public highway, Wessex Water has confirmed that there is existing treatment capacity at the works for the increase in flows expected from the proposed development, but it should be noted that the current proposals 2025-2030 will increase biological treatment capacity by 17% - this will provide capacity for known allocations. In addition, Wessex Water has stated that they are currently providing additional storm storage at Ringwood Water Recycling Centre (WRC), to reduce the frequency of storm spills to the environment arising from the existing network.*

Wessex Water confirmed in an email to the Case Officer in February 2023 that flows from SS13 (and SS15) will impact on downstream pumping stations although not significantly and that this can be mitigated by on site measures to be agreed between Wessex Water and the developers.

As such, subject to suitable conditions, the proposal accords with Local Plan Policy SS13 criterion (iv)(b).

### ***iii. Summary***

As such, the proposal, subject to suitable conditions, satisfactorily addresses fluvial flooding, surface water flooding and foul drainage needs and therefore accords with Local Plan Policies CCC1 criterion (iv)(b) and SS13 criteria (iii)(d), (iv)(a) and (iv)(b) and NPPF (December 2023) paragraphs 168, 173 and 175.

## **10.5 Ecology**

Local Plan Policy ENV1 (Mitigating the impacts of development on International Nature Conservation Sites) sets out that development will only be permitted where the Council is satisfied that any necessary mitigation, management or monitoring measures are secured in perpetuity as part of the proposal and will be implemented in a timely manner, such that, in combination with other plans and development proposals, there will not be adverse effects on the integrity of International Nature Conservation Sites (INCS). For residential development adverse effects should be adequately mitigated by implementing measures relevant to the site location including as set out in the Mitigation for Recreational Impacts SPD, Solent Recreation Mitigation Strategy and nutrient management guidance.

Local Plan Policy DM2 (Nature Conservation, Biodiversity and Geodiversity) sets out how development proposals should address international, national and local designed sites. Development proposals should encourage biodiversity and not adversely affect protected flora and fauna.

The Ringwood Neighbourhood Plan Policy R9 (Creating a Green Infrastructure and Nature Recovery Network) sets out:

- A. The Neighbourhood Plan designates a Green Infrastructure and Nature Recovery Network, as shown on the Nature Recovery Policy Map, for the purpose of promoting ecological connectivity, outdoor recreation and sustainable movement through the parish and into the National Park; helping to mitigate climate change. The Network comprises the town's variety of green spaces, ancient woodland, trees and hedgerows, water bodies, assets of biodiversity value, children's play areas and recreational playing fields.
- B. Development proposals that lie within or adjoining the Network are required to have full regard to creating, maintaining and improving the Network in the design of their layouts, landscaping schemes and public open space and play provisions. Elsewhere, all proposals should protect and maintain trees and hedgerows; provide for the planting of new trees for flood management and carbon sequestration purposes; and include hedgerows and bulb and wildflower planting where it is compatible with the street scene. The wildlife corridors should also be maintained as dark corridors as far as possible to increase their value for nocturnal species.
- C. The Policies Map shows those parts of the designated Network that are known or likely to have biodiversity value either as habitat areas; as hedgerows or lines of trees; or as streams and rivers. For the purpose of calculating Biodiversity Net Gain requirements development proposals located within or adjoining that part of the Network should anticipate achieving at least a medium distinctiveness multiplier score.

The applicants have provided a significant number of ecological reports. The original Environmental Statement (Campbell Reith, December 2021) has been subsequently added to with further addendums and assessments which are highlighted below where relevant.

***i. Habitat Mitigation and impact on European designated nature conservation sites***

The applicants have submitted a Shadow Habitat Regulations Assessment (SHRA) (EDP, March 2024). In accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations') the SHRA includes an Appropriate Assessment ('AA').

The AA has been carried out as to whether granting permission would adversely affect the integrity of the New Forest and Solent European Sites. The results from the Stage 1 Screening Assessment found that the following comprised likely significant effects (LSE):

- Air Quality Effects (Construction, Operation)
- Noise Disturbance Effects
- Recreational Disturbance Effects
- Water Quality Effects (Increased Phosphate load)

These potential pathways were therefore taken forward to Stage 2 AA. The results from the Stage 2 appropriate assessment found that with the application of mitigation, there would be no adverse effect on the integrity of any Habitat Site (HS). The mitigation comprises:

- Air and noise pollution from traffic emissions during construction and occupation: Financial contribution in line with Policy ENV1, Travel Plan measures, Construction Environmental Management Plan (CEMP) and electric car charging infrastructure.
- Recreational disturbance effects during occupation: ANRG provision and financial contribution.
- Water Quality Effects: purchasing phosphate mitigation credits (Bickton Fish Farm).

The necessary mitigation will be secured through a combination of a planning obligation and suitable conditions.

To deflect recreational trips to protected areas and in accordance with Local Plan policy the applicants have put forward 9.55 ha of Alternative Natural Recreational Greenspace (ANRG) located within the application site. This meets the minimum necessary ANRG size requirement taking into account the agreed housing mix (and hence occupation levels) for phases 1 and 2. Further commentary on the proposed ANRG is set out later in the Planning Assessment (Public Open Space and Landscape).

Local Plan Policy ENV1 (Mitigating the impacts of development on International Nature Conservation sites) requires that all development involving additional dwellings makes a contribution towards New Forest Access Management and Visitor Management Costs (the New Forest People and Wildlife Ranger service). This will be secured through a planning obligation. Additionally, within the Access Management and Visitor Management costs there is an element which requires that all additional dwellings make a contribution towards monitoring the recreational impacts of development on the New Forest European sites.

The NFDC Ecologist confirmed in the updated response dated 27 March 2024 that all relevant designated sites requiring consideration have been identified and that through the screening process summarised above that the pertinent issues which could affect the Natura 2000 sites have been identified. It is concluded that the development proposals would not have the potential to impact on the integrity of European Sites given the measures and mitigation proposed.

Based on the assessments presented in this report, the Planning Authority as 'competent authority', is considered not to require further assessment under the Habitats Regulations, and subject to mitigation the proposed development can proceed without Stage 3 and Stage 4 being completed.

NFDC will be adopting the shadow Habitats Regulation Assessment (HRA) submitted which includes an Appropriate Assessment (AA).

## ***ii. Phosphates Mitigation***

The applicants have submitted a revised Phosphorus Balancing Assessment Report (Tetra Tech, May 2024) in addition to the Shadow Habitat Regulations Assessment (SHRA).

The SHRA acknowledges (paragraph 6.9) that in the absence of a strategic solution implemented across the local planning authority or County, a bespoke offsite mitigation solution is required to offset the increased discharge of phosphates into the River Avon SAC resulting from the Proposed Development (calculated as 67.45kg per year). The SHRA (Paragraph 6.10) goes on to state that the applicant intends to implement a mitigation strategy and that this will be via the former Bickton Fish Farm by means of purchasing phosphate mitigation credits.



The NFDC Ecologist and Natural England consider that Bickton is an acceptable phosphate mitigation scheme for this site. The NFDC Ecologist states that this is an acceptable strategy given such measures are capable of avoiding or mitigating significant effects upon the River Avon SAC. Therefore, a suitable Grampian condition to secure suitable mitigation can be imposed on the proposal.

### ***iii. Biodiversity Net Gain and Ecological Reports***

The applicants have submitted an updated Biodiversity Net Gain Assessment (EDP, March 2023) and supporting Biodiversity Metric, and a Phase 1 Landscape and Ecology Management Plan (LEMP) (EDP, February 2024).

The NFDC Ecologist has concluded that the approach to the BNG assessment is acceptable and notes that additionality has been transparently addressed which is welcomed. The assessment demonstrates that the proposed development would result in a policy compliant net gain of biodiversity of more than 10% for area-based habitat and linear units.

The NFDC Ecologist has also recommended that the BNG metric for the Outline part of the proposal (Phase 2) is re-run and secured through a suitable condition as part of any future Reserved Matters approval. The NFDC Ecologist also notes that the BNG assessment states that full details of the management of the habitats within the Site will be provided within a Landscape and Ecology Management Plan (LEMP) secured by suitably worded planning condition. A LEMP covering Phase 1 has been submitted and will be conditioned accordingly. The need for subsequent revisions to the LEMP required for the Outline phase will also be secured given the importance to the long-term provision of BNG.

The NFDC Ecologist also recommends securing suitable monitoring in line with the Phase 1 LEMP and an Ecological Construction Method Statement (ECMS) should be secured by condition. The NFDC Ecologist has also confirmed that the ecological baseline has been adequately captured in the submitted ecological reports and recommends a suitable condition to secure suitable updated reports in conjunction with later phases of development. In line with the comments from NFDC Ecology the long-term management and monitoring of BNG will be secured through conditions and a suitable clauses in a s106 agreement.

### ***iv. Protected Species***

The Environmental Statement (December 2021) Chapter 8 sets out that the protection of species during construction will be delivered through the ECMS. The NFDC Ecologist has agreed the proposed measures set out in relation to birds, bats, badgers and hedgehogs. These measures and monitoring can be secured through suitable conditions.

The NFDC Ecologist has noted that the LEMP states with reference to birds:

*With reference to NFDC expectations and within the Environmental Statement which requires one bird box per dwelling, a total of 150 swift boxes (finish to match that of the building if integrated) will be installed. Boxes will be mounted following manufacturer's specifications, out of direct sunlight on aspects of the building that provide some cover from surrounding vegetation to offer shelter to birds but with a clear flight line to/from the entrance (uncluttered). Boxes should be positioned between 2m and 5m from the ground to deter predators.*

A Phase 1 Landscape Features Plan (EDP, January 2024) illustrates this mitigation

which can be secured through a suitable condition tied to occupation.

The NFDC Ecologist also notes that the Environmental Statement (December 2021) Chapter 8 identifies the requirement for a sensitive lighting strategy given the presence of light sensitive bat species on the Allocation Site and suggests a suitable condition to secure this. The Phase 1 Landscape Features Plan also identifies the location of bat roosting enhancements in line with the revised LEMP. A suitable condition will also secure similar bird and bat mitigation features for the Outline Phase 2.

The NFDC Ecologist also recommends a pre-construction badger survey for Phase 1 given the location of existing setts in the proposed ANRG.

The applicants have submitted an updated Reptile Mitigation Strategy (EDP, March 2024). The NFDC Ecologist is in broad agreement with the proposed mitigation which can be secured through a suitable condition.

#### ***v. Ringwood Town Council Neighbourhood Development Plan***

The Ringwood Neighbourhood Development Plan Nature Recovery Policy Map sets out two areas comprising a 'nature recovery corridor'. Both of these are located south of the application site and mostly located within the New Forest National Park and as such are not adjoining the application site.

The Ringwood Neighbourhood Development Plan Nature Recovery Policy Map also identifies the existing sports pitches and facilities south of Moortown Lane – which includes the existing open space within the application site – as amenity green spaces (Built Up Area). As set out, no development beyond a new pedestrian route parallel to Moortown Lane is proposed in this area within the application site.

#### ***vi. Ecology Summary***

In line with the above, subject to necessary mitigation secured through suitable conditions and a planning obligation, the proposal has addressed the material ecological considerations of Habitat Mitigation and European designated nature conservation sites, phosphates neutrality, biodiversity net gain and protected species.

Based on the assessments presented in this report, the Planning Authority as competent authority is considered not to require further assessment under the Habitats Regulations, and subject to mitigation the proposed development can proceed without Stage 3 and Stage 4 being completed. NFDC will be adopting the shadow Habitats Regulation Assessment (HRA) submitted which includes an Appropriate Assessment (AA).

Therefore, subject to a planning obligation and suitable conditions, the proposal accords with Local Plan Policies ENV1 and DM2 and RNP Policy R9.

### **10.6 Public Open Space and Landscape**

Local Plan Policy ENV1 (Mitigating the impacts of development on International Nature Conservation sites) sets out that for residential development, inter alia, adverse effects can be adequately mitigated by implementing approved measures relevant to the site location, including as set out in the Mitigation for Recreational Impacts SPD. Policy criterion 4(ii) sets out that for developments of 50 or more net additional residential dwellings direct provision by the developer of at least eight hectares of natural recreational greenspace per 1,000 population located on the

development site or directly adjoining and well connected to it is required in addition to management and monitoring contributions.

Local Plan Policy ENV4 (Landscape character and quality) sets out that where development is proposed there is a requirement to retain and/or enhance the following landscape features and characteristics through sensitive design, mitigation and enhancement measures, to successfully integrate new development into the local landscape context:

- i. Features that contribute to a green infrastructure and distinctive character within settlements including the locally distinctive pattern and species composition of natural and historic features such as trees, hedgerows, woodlands, meadows, field boundaries, coastal margins, water courses and water bodies;
- ii. Features that screen existing development that would otherwise have an unacceptable visual impact;
- iii. Existing or potential wildlife corridors, footpath connections and other green links that do, or could, connect the site to form part of an integrated green infrastructure network;
- iv. The landscape setting of the settlement and the transition between the settlement fringe and open countryside or coast;
- v. Important or locally distinctive views, topographical features and skylines; and
- vi. Areas of tranquillity and areas of intrinsically dark skies.

Local Plan Policy CS7 (Open spaces, sport and recreation) sets out that the aim is to provide as a minimum standard the equivalent of 3.5 hectares of public open space per 1000 population to serve the district's towns and larger villages. The improvement of play, sports and other public open spaces provision will be implemented in various ways.

Local Plan Policy STR2 (Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park) sets out that development should not have an unacceptable impact on the special qualities and purposes of the adjoining New Forest National Park and its settings. In the determination and implementation of development proposals including planned growth, great weight will be given to ensuring that the character, quality and scenic beauty of adjoining New Forest National Park are protected and enhanced.

The Mitigation for Recreational Impacts on New Forest European Sites Supplementary Planning Document (SPD) (May 2021) gives detailed guidance on the implementation of Policy ENV1: Mitigating the impact of development on International Nature Conservation sites with regard to recreational impacts.

The Ringwood Neighbourhood Development Plan Policy R7 (The Ringwood Design Code) sets out:

As appropriate to their scale, nature and location, residential development proposals must demonstrate high quality design and legible layouts which, where relevant, have taken account of the positive aspects of local character defined in the Ringwood Design Code (Appendix B), and should also:

- i. Minimise the impact of development on higher ground by careful siting and by comprehensive landscaping;
- ii. Include on a Landscape Plan the opportunities to create wildlife corridors and deliver biodiversity net gain;
- iii. Include amenity space having sufficient size, shape and access to sunlight for the

- provision of recreational benefits to the occupants;
- iv. Offer highly permeable residential layouts for cyclists and pedestrians moving within and through the development;
  - v. Front boundary treatments should be in keeping with the historic and rural character of Ringwood (DC.03.02 and DC.05.2). Hard boundary treatments up to 1m high will be permitted, where taller boundaries are deemed appropriate (for example, for clear reasons of security or privacy) this should be achieved by planting unless otherwise justified by historic character. Hard boundaries should be permeable to wildlife; and
  - vi. Be respectful of the tranquil setting of the National Park and protective of its dark skies. Lighting should be fully justified and well designed to shine only where it is needed.

### ***i. Landscape and Informal Open Space***

The application is supported by a Landscape and Visual Impact Assessment (LVIA) (Environmental Statement, Volume 1, Campbell Reith, December 2021). NFDC Environmental Design set out in their consultation response of March 2022 that a comprehensive LVIA was submitted as part of the EIA statement, that the study uses the appropriate guidance to formulate a methodology and has identified appropriate baseline assessments.

The LVIA sets out in paragraph 9.174 that there would only be very limited (and not significant) effects upon the setting of the New Forest National Park arising from the development, primarily due to the flat topography and considerable tree cover (between the application site and the boundary of the NFNP), which limits the potential for intervisibility. NFDC Landscape has made no objection to this conclusion and as such it is considered that the proposed development would not have an unacceptable impact on the special qualities and purposes of the New Forest National Park and its setting in line with Local Plan Policy STR2.

The application site wide landscape strategy is set out in the Landscape Masterplan and Alternative Natural Recreational Greenspace Strategy (12 April 2024) (Ref: edp 5444\_d054p). This overarching landscape strategy covers all the application site – for both Phase 1 and Phase 2 – for both public open space and housing. Essentially, this landscape strategy is a suitable basis for consideration of detailed landscaping matters and can be secured through a suitable condition.

NFDC Landscape set out in their final comment (May 2024) that progress on the landscaping has been made which suggests a commitment to delivering a good landscape structure outside of the developed part of the site. Some minor issues remain but mostly such elements can be considered through planning conditions (as set out).

The Green Infrastructure Strategy (p. 20) sets out that the proposal will include informal open spaces, create interest and functional spaces that contribute to the overall defining characteristics of the landscape. There are two areas of informal public open space in Phase 1:

- **Moortown Lane Corridor:** A narrow corridor adjacent to Moortown Lane that aims to retain the rural character of the lane, whilst also providing connectivity between Christchurch Road and the main public open space.
- **Primary Street Pocket Park:** a landscaped greenspace located along the main primary street that create opportunities for large tree planting within the built-up areas.

The Moortown Lane Corridor has a notable role in delivering a suitable landscape transition between development within the allocation site and the open countryside to the south. The Primary Street Pocket Park should have a more formal landscape character given it will be framed by the tallest proposed dwellings within the housing development.

The informal open space provision with Phase 1 falls slightly short of the Policy size requirement (by 0.18ha) and the applicants acknowledge this in the Green Infrastructure Strategy. Essentially, it is considered acceptable for the slight shortfall in overall provision subject to the two spaces outlined above being a suitable quality in terms of hard surfaces and planting which will be finalised through suitable conditions and the overall provision of open space within the application site including the ANRG.

As such, it is considered that the detailed landscaping for both the public open space and the Phase 1 housing parcel can be secured through suitable conditions. These conditions will build on the Phase 1 Detailed Landscape Design sheets provided for both public open space and residential areas. For reference, the landscaping for Phase 2 will have to accord with the Landscape Masterplan, Green Infrastructure Strategy and Alternative Natural Recreational Greenspace Strategy will be determined through a subsequent Reserved Matters application. For reference, additional informal space is also proposed in the parallel application 23/10707.

#### ***i. Arboriculture***

The application is supported by an Arboricultural Impact Assessment, Environmental Statement (Appendix 8.4, December 2021) and a January 2024 Addendum. The revised Phase 1 Landscape Detailed Design plans (EDP, 11 April 2024) sets out proposed planting schedules, tree pit details and wildflower meadow management.

The NFDC Tree Officer has raised no objection subject to suitable conditions. NFDC Landscape has also set out commentary on the proposed tree planting strategy in their final set of comments. As set out above, the final tree strategy in terms of species and siting for Phase 1 will be secured through suitable landscape and arboricultural conditions.

#### ***ii. Play Spaces and Formal Open Space***

Phase 1 includes both a dedicated LEAP (Neighbourhood Equipped Area for Play). Broadly, a LEAP provides play space for younger children who are beginning to go outside the home and play under supervision.

The submitted Green Infrastructure Strategy (EDP, January 2024) sets out that:

*The NEAP offers an opportunity for children of all ages and will act as a destination play space. The design includes a mixture of equipment designed to offer a range of activities throughout different zones. The NEAP has been designed in accordance with relevant guidance, including guidance from the Make Space for Girls campaign that aims to create safer and more appealing play spaces for girls.*

*The Phase 1 LEAP has been designed as a play space that offers a mixture of equipment targeted for younger children. Located within the ANRG but close to the housing and key routes, the LEAP will serve as destination play for residents in the southern part of the development. The playground has an organic design with soft boundary treatments and associated meadow areas which seeks to reflect the natural character of the surrounding ANRG.*

The NEAP is sited in the northern half of the Phase 1 public open space. The

proposed equipment includes basketball goal, four swings, outdoor fitness (sit ups, ladder walk, parallel bars), balance beam, double width slide, jumping blocks, infinity bowl, trunk pile and large multi-play unit. The LEAP is sited in the southern half of the Phase 1 public open space. The proposed equipment includes 13 pieces of equipment including swings, seesaw, two houses, stilts, xylophone, block bridge and monkey bars and nativity seating.

Each piece of play equipment will have metal fixtures to avoid wooden features entering the ground and thus avoiding premature rotting. Both the LEAP and NEAP will have suitable play surfaces. Supplementary equipment and features for both the LEAP and NEAP include litter bins, gate access, hedgerows combined with post and rail fencing, picnic benches, play logs and boulders and a play space information board. The play areas will both be dog free zones.

The proposed NEAP and LEAP play spaces are supported by the NFDC Play Space Officer and Landscape Officer and can be secured through a suitable condition. A further substantial play space for younger children is proposed in the Green Infrastructure Strategy to be provided within the Phase 2 housing development. The long-term management of these spaces is set out below (sub-section (v) Management and Monitoring).

Policy CS7 requires provision of additional formal open space. It has been agreed with the applicant that a contribution of £110,000 towards the facilitation of a new full-size football pitch at Ringwood Town Football Club to the south of Moortown Lane, which is within the Local Plan Allocation Site SS13, would satisfy this policy requirement.

### ***iii. Alternative Natural Recreational Greenspace***

The application is supported by a Landscape Parameter Plan (Pegasus, 11/4/2024, Ref: P21-1078-DE\_004-112 Rev. D) and an Alternative Natural Recreational Greenspace (ANRG) Strategy Plan (EDP, 22/1/2024, Ref: EDP 5444\_d114a). Further detailed on the proposed on-site ANRG is set out in a Green Infrastructure Strategy (EDP, January 2024) which sets out that all aspects of the ANRG have been designed in accordance with the Mitigation for Recreational Impacts SPD.

The ANRG Strategy Plan sets out that the on-site ANRG provision will comprise:

- Phase 1: 4.37 ha
- Phase 2: 5.18 ha

As such, the total on-site ANRG provision is 9.55 ha. Given the site wide housing mix (as set out) the total minimum ANRG requirement is 9.53 ha and therefore the on-site provision provides an adequate quantum of ANRG.

The Phase 1 ANRG is located immediately to the east of the Phase 1 housing and is sited in the approximate centre of the Allocation Site. The Phase 2 ANRG connects to the Phase 1 ANRG at its north-west corner and more substantially to the east where it will wrap around the proposed enclave of additional Phase 2 housing. The ANRG Strategy Plan sets out the internal dimensions of the ANRG in terms of main spaces (diameter of 120m or more) and secondary spaces (diameter of 60m or more). The proposed ANRG would provide two main spaces and nine secondary spaces across both ANRG phases and as such would meet the dimensional criteria of the SPD (Appendix 4).

The ANRG is both well connected to and in proximity to the proposed housing. The

ANRG is generally open and level and has surveillance from housing around the perimeter of Phase 1 which takes into account comments from the Hampshire Constabulary design adviser. A similar approach will be sought for the Phase 2 open spaces in any future Reserved Matter application.

The ANRG will provide a network of footpaths and an off-road cycle route that provides a natural corridor between Crow Arch Lane to the north through the site to Moortown Lane where new crossing points provide access to the sports pitches. The Phase 2 ANRG will include an improved public right of way which through a minor diversion will provide access to a new crossing over Moortown Lane. The Phase 1 Detailed Landscape Design plan (EDP, 11 April 2024) sets out the hard surface materials for the footpaths and these can be secured through a suitable condition.

The Green Infrastructure Strategy (p. 28) sets out that a comprehensive wayfinding strategy will be incorporated within all areas of public open space. It also sets out that the majority of the ANRG will be dog-friendly zones where dogs can play off the lead. It also states that to ensure the boundary treatment is in-keeping with the character of the ANRG, a hedgerow containing a deer fence will run along the perimeter. This can also be secured through a suitable condition.

The Green Infrastructure Strategy (p. 29) sets out a summary of all street furniture in the ANRG (*combined litter & dog waste bins, benches, picnic benches, interpretation and information signs, and way-marker posts*). These are set out in the Phase 1 Detailed Landscape Design plan (EDP, 11 April 2024) and the final specifications can be secured through a suitable condition.

The ANRG would be crossed by a road link which would provide vehicular access between Phase 1, the proposed housing enclave in Phase 2 and connect through to the residual land in the north-east of the Allocation Site. For reference, the Local Plan Concept Masterplan for SS13 (p. 154) sets out that the indicative primary access would have to bisect the proposed ANRG (as set out), and thus have a degree of severance, to satisfy Policy criterion (iii)(b).

The applicants have provided a revised ANRG Crossing Plan and Perspective (EDP, 15/3/2024) which sets out a bespoke vehicular and pedestrian crossing which addresses the severance criteria (page 47) in the Mitigation SPD. This includes speed limits, easy access for pedestrians and cyclists and a bespoke design including visually appropriate hard surfaces. The revised design has been agreed with NFDC Environmental Design and as such it is considered that the proposed design would accord with the detailed guidance Mitigation SPD and the site allocation concept masterplan.

The ANRG will include infiltration basins as part of the site wide surface water drainage strategy. The Mitigation SPD (Paragraph A4.5.13) sets out that recreational mitigation land offers an opportunity for integral drainage design that fulfils the policy requirements for managing surface water from new residential developments in the form of above ground features such as ditches, swales, water storage areas and ponds. As such, the inclusion of above ground features is acceptable in principle.

A Phasing Plan for the proposed Phase 1 ANRG will be secured through the s106 planning obligation in line with Natural England advice.

As such, the proposed ANRG is an attractive open space and appropriately scaled and thus would be effective in diverting potential visits away from the New Forest designated European sites.

#### ***iv. Management and Maintenance of Public Open Spaces***

The proposed public open space including the ANRG, informal open space, drainage features and play areas, in both Phase 1 and Phase 2, are to be managed by the applicant. As such, it will be necessary to secure through a planning obligation the ongoing management and maintenance regime for these areas in line with the advice from Natural England, the NFDC Ecologist and other relevant consultees. The Council will also seek to ensure that provision is made for the scenario whereby management is not undertaken properly or the management company ceases to operate in the event that ongoing future management of the public open spaces is not of a satisfactory standard.

The proposed residential development is located entirely within a Local Plan Strategic Site which was subject to detailed scrutiny in terms of the impact on the local landscape at the Examination stage. In line with the Landscape Parameter Plan, Green Infrastructure Strategy and Alternative Natural Recreational Greenspace (ANRG) Strategy Plan the proposal, subject to conditions securing detailed design including final tree planting, includes comprehensive landscaping for the Phase 1 public open space and housing areas. The site will provide a suitable permeable layout providing a north-south off-road cycle/pedestrian route. The Landscape Masterplan and Alternative Natural Greenspace Strategy plan sets out areas in the Phase 1 public open space for biodiversity. As such, the proposal accords with RNP Policy R7 criterion (i) to (iv).

#### **v. Summary**

The proposal sets out a suitable framework for the public open space within the application site. The detailed design for the landscaping, including a suitable tree strategy, in Phase 1 public open space and housing development area can be secured through suitable conditions. The slight shortfall in informal open space provision is noted but on balance of considerations can be addressed through suitable high-quality landscaping. The proposed LEAP and NEAP play spaces are both of a high-quality design. Formal open space provision will be satisfied through a planning obligation. The ANRG provision across both Phase 1 and Phase 2 provides an attractive open space, suitable links and vehicular crossing, and is appropriately sized and thus would be effective in diverting potential visits away from the New Forest designated European sites.

For reference, the allotments identified in Policy SS13 criterion (i) third bullet point have been delivered outside the context of this proposal.

Therefore, subject to a s106 planning obligation and suitable conditions, the proposal accords with Local Plan Policies ENV1, ENV3 criterion (vi), ENV4, CS7 and SS13 criterion (iii) (a)(d) and (e), RNP Policy R7 (i) to (iv) and (vi) and the guidance set out in the Mitigation for Recreational Impacts on New Forest European Sites Supplementary Planning Document (SPD) (May 2021).

### **10.7 Design – Density, Scale and Phase 1 Detailed Design**

Local Plan Policy ENV3 (Design quality and local distinctiveness) sets out that development should contribute positively to local distinctiveness, quality of life and enhance the character and identity of the locality by creating buildings, streets, places and spaces that are functional, appropriate and attractive. New development will be required to meet supporting design criteria (as set out).

Further NFDC design guidance is set out in the Ringwood Local Distinctiveness SPD



(July 2013) and Housing Design Density and Character SPD (April 2006).

The NPPF (Section 12, paragraphs 131 to 141) sets out national planning policy guidance on design. Further national design guidance is set out in the Planning Practice Guidance website.

The Ringwood Neighbourhood Plan Policy R7 (The Ringwood Design Code) sets out that must demonstrate high quality design and legible layouts which where relevant have taken account of the positive aspects of local character defined in the Ringwood Design Code and should also address supporting criteria as set out.

The Ringwood Neighbourhood Plan Policy R8 (Building for a Healthy Life) sets out all development with a residential component of 10 or more dwellings should apply the Building for a Healthy Life (BHL) design assessment tool (or equivalent methodology) to inform the design proposals, based on a traffic light system of scoring seeking to achieve a majority of green scores. Building for a Healthy Life Assessment should be included within the Design and Access Statement and submitted with the application.

As set out, the application is supported by a revised Design and Access Statement (May 2024) which summarises the proposed design approach.

#### ***i. Built Density***

The NPPF sets out guidance on achieving appropriate densities in paragraphs 128 to 129. Paragraph 128 sets out that planning decisions should support development that makes efficient use of land taking into account material considerations (as set out). This includes (criterion a) *'the identified need for different types of housing and the availability of land for accommodating it'* as well as viability, infrastructure and design considerations. NPPF Paragraph 129 sets out that where there is an existing or anticipated shortage of land for meeting identified housing needs it is especially important that planning decisions avoid homes being built at low densities and that developments make optimal use of the potential of each site.

The residual land within the Allocation Site to the north-east of the application site has approximately 3.2 hectares of the land within EA fluvial flood zone 1 (the zone at the lowest risk of flooding). However, much of the remaining land to the east is within EA fluvial flood zones 2 and 3 and includes land currently identified within the functional floodplain (Zone 3b). As such, if the housing land parcels in these areas, as set out in the indicative Local Plan Concept Masterplan for SS13 were to come forward they would need to satisfy the NPPF sequential and exception site tests.

Therefore, taking into account the need for the residual area to provide their own ANRG (to potentially link with this proposal) and other open space and access requirements it is considered that the residual land could provide circa 80 additional dwellings and hence the Allocation Site could deliver circa 525 dwellings. This is only 45 dwellings above the minimum quantum set out in Local Plan SS13 and is not considered to be excessive.

The current proposal includes both a significant number of affordable homes and smaller homes overall, which as set out makes a proportionate contribution towards the identified need for different types of housing. Given that the indicative need in Local Plan Figure 6.1 is clearly orientated towards the provision of smaller homes then delivery of these homes is likely, as proposed here, to be manifested in built densities higher than that in some, but not all, in the more established suburbs of Ringwood.

The DAS confirms that the built density within Phase 1 of the proposed development ranges between 25 dwellings per hectare (dph) to 45 dph with an average of 38 dwellings per hectare (dph). This is broadly akin to the built density approved at the Linden Homes scheme to the north of Crow Arch Lane where supporting information set out that majority of that site had a residential built density which ranged between 30 and 45 dph. As such, the proposed built density is not considered to be at odds with existing local built densities.

Essentially, the proposal has made efficient use of land and set out an optimal layout when balanced against other design considerations and housing land supply in line with NPPF 128 and 129.

As such, the Building Density Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0109 Rev. A) is an acceptable basis for detailed design across the Full (Phase 1) and Outline (Phase 2) elements of the hybrid application.

## ***ii. Scale***

The Building Scale Parameter Plan (Pegasus, January 2024) sets out that the majority of the application site development parcels will be for residential buildings (houses and flatted blocks) of either 2 or 2.5 storeys. A small central core of the larger development parcel (which is split between the Full and Outline elements of the application) is identified for residential buildings of up to 3 storeys. Phase 1 includes two 3 storey townhouses.

NFDC Environmental Design has objected to the building scale on the basis that the appropriateness within the landscape or along the countryside edge of the proposed storey heights has not been explained or justified. The DAS sets out a review of the characteristics of the form and fabric of buildings and spaces in Ringwood's historic core, neighbouring areas to the west and east and recent developments to the north and west. For reference, the DAS does not identify the extent of single-storey dwellings southwards along Christchurch Road despite the supporting plan on page 42 confirming this area is part of the analysis.

However, notwithstanding this criticism, it is considered that sufficient justification has been provided for a scheme predominantly for 2 or 2.5 storeys residential buildings which broadly reflects existing residential dwellings in Ringwood and development recently permitted on other Local Plan Strategic Sites in the District. The Case Officer has requested to the applicants that some 1.5 storey dwellings be provided within the Outline Phase and this point will be raised again in any subsequent Reserved Matters application.

The proposed two 3 storeys houses are sited at the centre of the proposed housing area and it is considered would not have a significant harmful impact of the wider landscape by virtue of their height and massing. The proposed elevations of these two houses have been amended with a simplified brick vernacular which is considered a suitable appearance.

As such, the Building Scale Parameter Plan (Pegasus, 19/1/2024, Ref: P21-1078-DE-004-0110 Rev. A) is an acceptable basis for detailed design across the Full (Phase 1) and Outline (Phase 2) elements of the hybrid application.

### **iii. Phase 1 Housing Detailed Design**

#### *Character Areas*

The DAS (p. 38-45) sets out a simple analysis of local character identifying the historic core of Ringwood, older neighbouring areas (on Christchurch Road and Crow Lane) and more recent developments including the Linden Homes scheme to the north. A materials palette for each area is identified. The DAS (p. 76) sets out three proposed character areas for Phase 1 including one for development on the periphery of the housing parcel overlooking public open space to the south and east ('Crow Gardens'), one along the main spine road ('Crow Boulevard') and one for the interior of the housing parcel ('Moortown Suburbs'). The DAS (p. 96, 98) sets out a Phase 1 Character Area plan and provides a more detailed rationale for each of the character areas. The DAS (p.108) has set out a simple materials palette for each of the character areas in Phase 1 which includes red and dark bricks, render and mixed roof forms.

However, the NFDC local distinctiveness SPD section on the Southern Approach Character Area (the west immediately to the west of the application site) does not set out specific guidance on plot width, building lines, massing and density amongst other things. The SPD sets out (p. 103) with regard to materials that with such a myriad of styles and ages of development in Ringwood it is important to restrict the palette to locally appropriate materials.

Essentially, it is considered that there are no identified definitive local design characteristics which should clearly direct the character of housing parcels within the application site. The local context is mixed and includes a wide range of housing typologies as well as commercial and recently constructed housing estates to the north. In this instance, the proposal has a mix of housing typologies including smaller terraced housing and cottages historically typical of the town.

As such it is considered that the three proposed character areas are appropriately mixed and modest in their scope, appearance and form and utilised sufficient design cues in terms of their form and materials.

#### *Street Design*

The DAS (p.86) sets out the proposed Phase 1 street hierarchy:

*Phase 1 of the proposals incorporates a stretch of the principal route, stretching northward from the access point off Moortown Lane, and an additional arm extending to the east. The two secondary routes within Phase 1 extends from the principal street, leading to the shared surface routes, which then feed to the private drives. The private drives within Phase 1 are arranged predominantly along the edges of the built-up area, at the interface with the adjacent proposed public open space.*

It is considered logical to incorporate the principal route in Phase 1 given both the need to serve the Outline Phase 2 area and to enable connections to the residual land parcels in the wider Site Allocation. The remaining roads with Phase 1 are a combination of traditional streets, shared surfaces and private drives. Essentially, it is considered that, contrary to the view of NFDC Environmental Design, there is a clear street hierarchy in Phase 1 in line with the guidance set out in the national planning guidance document Manual for Streets.

The DAS (p.110) sets out a Phase 1 landscaping strategy and the Phase 1 Landscape Detailed Design – Residential Plots (Sheets 1 to 5) (11/4/2024) (EDP; Ref: 5444-d091f) sets out a detailed planting scheme for the residential area. Phase

1 – with specific regard to new urban street tree planting – will include a modest palette of trees.

NFDC Environmental Design set out that none of the streets are what could be considered tree-lined in accordance with the NPPF paragraph 136 (which sets out that planning decisions should ensure that new streets are tree-lined). Essentially, whilst none of the proposed streets could accurately be described as an avenue it is considered that the proposal does have an adequate amount of street trees in line with the broad aspiration in line with NPPF paragraph 136.

The submitted plans include Street Scenes (Moortown Lane) (Pegasus, 7/9/2023, Ref: P21-1078-SS) for Phase 1. This sets out that streets within the scheme will not be overly dominated by one or two specific residential typologies and that each dwelling has some defensible space between the dwelling elevation and highway.

NFDC Environmental Design set out that the intensity of development along every street is unrelentingly mediocre with little space in front of buildings to allow for the various uses that the street envelope should cater for and that there is not enough opportunity for personalisation, greenery and tree planting.

Whilst the comments of the Environmental Design team are noted, the local area has a mixed character in terms of the set back of buildings (as summarised in the Southern Approach section of the Ringwood Local Distinctiveness SPD) that references both historic residential buildings with either no front defensible space (186-240 Christchurch Road) or more recent housing schemes with similarly sized front gardens (Shires Close and the Linden Homes scheme).. Given the above analysis of the surrounding area the extent of defensible spaces to the front of dwellings, with the context of streets, are on balance considered acceptable.

The DAS (p. 90) sets out the proposed Phase 1 boundary treatment strategy:

*Development plots are defined by a range of boundary treatments including walls and fences, depending upon their location, in order to clearly define public and private spaces.*

The Phase 1 Boundary Treatment Plan (Pegasus; 10/4/2024, Ref: P21-1078-DE-003-D103-Rev.B) sets out the location of the proposed walls and fences within Phase 1. The plan sets out that along the site frontage facing Moortown Lane (plots 17 and 47), the main spine road (plots 83, 84, 100, 111 and 150) and along the main secondary routes (plots 20, 26, 34 and 62), amongst others, visually prominent boundaries will be brick walls rather than timber fencing, This is a suitable design response which assists in defining the private and public realms. The detailed design of the proposed boundary treatments can be secured through a suitable condition.

Generally, the scheme sets out open plan front gardens with low-level hedges and shrubs. This is considered to be a suitable design response.

### *Housing Design*

The DAS (p.108-109) summarises the architectural detailing and their distribution. The submitted plan Housetype Pack Drawings (Pegasus, Ref: P21-1078-DE-various) provides elevations and floorplans for each of the different dwellings in Phase 1. The architectural language is traditional with the majority of dwellings being brick with render, weather boarding and hanging tiles used less frequently. The roofscape is mixed with a suitable mix of gable, half-hipped and hipped roofs and this is one of the stronger elements of the proposed design. The proposal has a simple palette of red bricks which the NFDC local distinctiveness SPD again identifies as being a suitable

Ringwood material.

The Ringwood Design Guidance and Codes (AECOM, Second Draft Report, November 2022; Amended June 2023) sets out (p.58) that the predominant building material used in the town is red brick and that there is a range of architectural styles used within the town for walls, roofscape and fenestration. The proposal includes some, but not all, of the existing architectural features (hipped and gable roofs, pantiles, dormers, porches) in Ringwood that are photo-illustrated on page 59 of the RTC Ringwood Design Guidance and Codes document.

NFDC Environmental Design set out the view that the proposal is too homogenous with insufficient contrasts, highlights and no sympathy with local character. However, the proposal sets out a wide variety of housing typologies (flats, terraces, semi-detached and detached houses) which are already found in the south of Ringwood. For example, the smaller dwellings within the proposal (such as those in plots 9 to 12) are akin in their scale and plain facades to the 19C and early 20C red-brick cottages identified in the local area in the Ringwood Local Distinctiveness Supplementary Planning Document (July 2013). Essentially, the proposal is sufficiently sympathetic to local domestic architecture.

Notwithstanding this, it is considered that the comments NFDC Environmental Design make of the stopping of front façade materials and detailed design on the side elevations of many houses are a fair criticism. The proposal could have continued the materials and design on all elevations and there is some slight diminution of the scheme design quality as a result.

The proposed affordable housing is generally plainer than the market housing in terms of architectural detailing but not to the extent that it would be an incongruous presence in the wider streetscene.

As such, notwithstanding some criticism, it is considered that on balance, when considered in the round with all other material considerations (as is the case at the end of this report), the proposed residential dwellings are suitable for a new housing development on the edge of Ringwood and that the proposed residential dwellings are sufficiently well designed in terms of architectural detailing and context.

### *Gardens and Refuse Storage*

Each of the proposed houses in Phase 1 has an accessible rear garden. Essentially, all the rear gardens are at least proportionate in size to the footprint of the host dwelling. Likewise, both the flatted blocks have access to rear semi-private spaces. NFDC Environmental Design have commented that 'garden groups' are often too confined for taller shrubs and trees but many of the gardens appear to have capacity for some planting including modestly-sized trees – if the future occupiers wished to do so. Moreover, there is no policy requirement for the applicants to plant rear garden trees prior to occupation and it is not reasonable to rely on private rear garden trees being secured by a condition.

The DAS (p.94) sets out the proposed Phase 1 refuse storage strategy:

*Refuse storage will be convenient with access to rear gardens, with the requisite internal storage, whilst refuse collection is in line with regulations both for resident carry distances of 30m and within acceptable operative carry distances typically of 25m.*

The two flatted blocks each have integrated bin storage rooms and an area of

hardstanding for collection adjacent to the highway. This is shown on the Phase 1 Masterplan (27/3/2024) (Pegasus; Ref: P21-1078-DE-003-0101-C). Each of the remaining 140 dwellings have a rear garden for bin storage and a hard surface pedestrian access. This is shown on the Phase 1 Detailed Hard Landscape Design (12/4/2024) (EDP; Ref: edp5444-d069d).

The applicants have submitted a revised Phase 1 Refuse Plan (10/4/2024) (Pegasus; Ref: P21-1078-DE-003-0102-B). This sets out the location of hard surface bin collection points (BCP) and the distance collectors and occupiers has to move bins to and from the BCP for the dwellings with private drives and those in courtyards. The NFDC Waste and Recycling Operations Manager has confirmed that the proposed refuse plan strategy is acceptable.

#### *Design and Crime Prevention*

The comments received from the Hampshire Constabulary Crime Prevention Design Advisor are noted. The public open spaces within the Phase 1 housing parcel each has suitable surveillance from nearby dwellings. It is considered that these spaces do not need to be enclosed by fencing. Rear garden gates will be fitted with a suitable lock secured through a planning condition. The originally proposed route connecting the Phase 2 public open space to Crow Lane between the bird of prey centre and the WI hall has been removed from the scheme and replaced with the proposed crossing on the Castleman Trail. The Advisor's comments were a factor in negotiating this change in this access siting.

#### ***iv. Ringwood Town Council – Building for A Healthy Assessment***

Ringwood Town Council (RTC) in their representations of February 2024 and May 2024 set out that in line with NPPF paragraph 139 development that is not well designed should be refused. RTC note that the applicant has not submitted a Building for a Healthy Life Assessment, which is required by Policy R8 of the Ringwood Neighbourhood Plan. RTC has completed and submitted a Building for a Healthy Life Assessment which formed part of their February 2024 representation. RTC conclude that the development is not well designed and that on that basis the application should be refused.

NPPF paragraph 138 sets out::

*Local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. The primary means of doing so should be through the preparation and use of local design codes, in line with the National Model Design Code. For assessing proposals there is a range of tools including workshops to engage the local community, design advice and review arrangements, and assessment frameworks such as Building for a Healthy Life. These are of most benefit if used as early as possible in the evolution of schemes and are particularly important for significant projects such as large-scale housing and mixed use developments. In assessing applications, local planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels.*

For the avoidance of doubt, there is no requirement on the part of the applicant to undertake a Building for a Healthy Life Assessment in the NFDC Local Plan and the NPPF. It is not on the list of required documents on the NFDC validation checklist. Indeed, the NPPF clearly sets out that it is only one possible assessment framework, amongst several, that could potentially be utilised. The requirement for a Building for a Healthy Life Assessment arises from the adopted Ringwood Neighbourhood Plan.

Notwithstanding this, given the extensive scope of the RTC Building for a Health Life appraisal – which extend beyond design considerations - the following commentary is set out in the Planning Committee report.

The Homes England 'Building for a Healthy Life: A Design Toolkit for neighbourhoods, streets, homes and public spaces (2020) sets out on page 3:

*Organised across three headings, 12 considerations are presented to help those involved in new developments to think about the qualities of successful places and how these can be best applied to the individual characteristics of a site and its wider context.*

The RTC Building for a Healthy Life Assessment sets out an appraisal utilising the 'traffic light' considerations in the Design Toolkit and concludes that 9 of the 12 considerations are deemed to be 'amber' (where an element of design is considered to fall between a green and red traffic light) and that 3 of the 12 considerations are deemed to be 'red' which suggests that one or more aspects of a scheme need to be reconsidered. Within each of the 12 main considerations are at least two sub-considerations.

- Natural Connections - amber
- Walking, Cycling and Public Transport – amber
- Facilities and Services - red
- Homes for Everyone – amber
- Making the most of what's there – amber
- A memorable character - amber
- Well defined streets - red
- Easy to find your way around - amber
- Healthy Streets - red
- Cycle and Car Parking - amber
- Green and Blue Infrastructure – amber
- Back of pavement front of home – amber

#### *1. Natural Connections - amber*

RTC concluded that the proposed pedestrian and cycle links are acceptable and hence deemed to be a 'green' light.

RTC set out the following 'amber' comments:

- *Street patterns have been revised to provide more direct and less curvilinear routes through the site.*
- *Cycle / pedestrian routes through the Green Infrastructure respond better to desire lines through the site. However, there are more opportunities to provide permeability through the wider site to the west (Willow Drive).*
- *Landscaping strategy seeks to enhance and replant hedgerows and incorporates a biodiversity net gain within the design.*

There is no local policy or design requirement for 'less curvilinear' streets or indeed a grid pattern of streets. In Phase 1 there is a proposed mix of straight and curved roads. NFDC Environmental Design noted the simple clarity of the street alignment.

The land to the east of Willow Drive is within Phase 2. The Access and Movement

Parameter Plan does not show an access here as it is currently understood that the land along the boundary is in private, rather than public, ownership, and hence facilitating a new access at this point would not likely be straightforward.

It is unclear why RTC deem the fourth matter to be amber when they acknowledge that the landscape strategy has addressed native planting and biodiversity net gain.

## *2. Walking, Cycling and Public Transport*

RTC concluded that the following are a 'green' light:

- *Retains existing footpath and provides additional link through to opposite sports pitches. Routes for cyclists and pedestrians are indicated through to the Castleman Trailway / Crow Arch Lane with dedicated off-road cycle and footpath through the green infrastructure from the south-west boundary of the site.*
- *Pedestrian link would be provided to Christchurch Road and nearest bus routes.*
- *It is understood that the road design plans for a potential future bus route through the site.*

RTC set out the following 'amber' comment:

- *whilst pedestrian and cycle routes through the site are more direct however opportunities for improved connectivity still exist.*

Phase 2 will be providing further access arrangements in line with the Movement and Access Parameter Plan.

RTC also conclude that the following are a 'red' light:

- *Street layout is focused on highways engineered design with large corner radii. This does not prioritise pedestrian users and can create undesirable situations by encouraging cars to turn more quickly while pedestrians navigate wider or convoluted crossing points.*
- *The principal street does not indicate any protected cycleway or prioritisation of cyclists at junctions and parking layout may lead to dangerous manoeuvres onto key shared routes.*

The Local Highway Authority has, as set out earlier in the Committee Report, accepted the proposed internal street layout and highlighted that detailed design matters can be addressed at the s38 (road adoption) stage. The broad cycle strategy, as set out in the Movement and Access Parameter Plan, is to prioritise cycling through the primary off-road route which connects Christchurch Road to Crow Arch Lane. The DAS (p. 84) sets out that the primary access route from Moortown Lane includes a 3m wide shared pedestrian/cycle route on the eastern side of the road.

## *3. Facilities and Services*

RTC concluded that the following are all a 'red' light:

- *Incorporates formal and informal recreation space (POS, LAP/ LEAP/ ANGR/MUGA, walking and cycle routes / dog agility area), however the ANRG is*



*on a remote parcel of land. There is no direct access from the site to this area. The wider open spaces are also segregated from the built development, rather than being integrated through within Phase 1.*

- *Pocket park areas (in future phases) would enjoy a good degree of passive surveillance, well overlooked. But lacking for the LEAP and NEAP proposed as part of Phase 1.*
- *This is a major housing development which does not incorporate any community facilities, such as a small convenience shop. The wider walkability and cyclability of routes to existing key facilities should be further explored as connecting roads / paths do not provide safe and accessible options for all.*

The ANRG for Phase 1 is adjacent to the proposed housing as clearly set out on Land Use Parameter Plan. RTC appear to be referring to the parallel application (Ref: 23.10707) for additional public open space east of Crow Lane (which will be determined separately).

The LEAP and NEAP will both have adequate surveillance from other users of the public open space and the closest houses to the west in Phase 1 and Phase 2 respectively. There is always a matter of balance to be struck when siting play areas. For example, amenity issues could arise if larger play spaces were sited too close to housing and potentially impacted the occupiers.

There is no specific Policy requirement for a small shop. Moreover, a scheme of 443 dwellings is unlikely to have sufficient critical mass to support a shop in an estate location where passing trade may not be sufficient to support a viable business. There is an existing small shop at the petrol station on Christchurch Road and it remains the Policy objective to connect through to Wellworthy Way and the Lidl store through subsequent development within the Allocation Site.

#### *4. Homes for Everyone*

RTC concluded that the following is a 'red' light:

- *Affordable housing appears to be distributed in poorer quality settings within the development, with none provided on the edges fronting the surrounding G.I or internal green open space.*

There is no Policy requirement for affordable housing to be sited adjacent to public open space. The proposed affordable housing is distributed across Phase 1 rather than concentrated in one area and all the housing – affordable and market - is within short walking distance of the proposed large public open space in the centre of the Allocation Site.

RTC set out the following 'amber' comment:

- *The mix and range of housing would appear to meet with Local Plan Requirements. However, the Town is in need of smaller homes (1 bed and 2 bed units) and the proportion of these could be increased.*

As set out earlier in the Planning Assessment, the proposal provides 202 (45.6%) smaller (1 and 2 bed dwellings across all tenures) out of a total of 443 dwellings on an edge-of-settlement scheme. If the proposal were to include a significantly increased proportion of smaller market units this could impact development viability and hence the overall percentage of affordable housing.

## 5. Making the most of what's there.

RTC set out the following 'amber' comment:

- *The design background references positive local characteristics however the integration of these in the final design is variable.*

This comment is noted by NFDC Officers as reasonable design criticism.

RTC conclude that the following is a 'red' light:

- *The scale relationship of the development to that surrounding is not clearly demonstrated of note with the existing properties to the west.*

As set out earlier in the Planning Assessment, the scale of the proposed dwellings across Phase 1, including the two 3 storey houses, is considered suitable. Given the separation distances of between 25 and 30 metres between the proposed houses on the western boundary of Phase 1 and the existing houses to the immediate west – which are themselves mixed in terms of storeys – it is considered that there is no notable discordant visual relationship between the existing and proposed houses at the western boundary. However, a condition is proposed for plots 1 to 14 inclusive which removes permitted development rights which will enable the LPA to review any future proposals to extend these dwellings.

## 6. A memorable character

RTC set out the following 'amber' comments:

- *The design seeks to reflect local vernacular in building design and materials palette, subject to agreement of high quality / natural materials. It also incorporates focal point buildings at key positions.*
- *Some of the detailing of the buildings is not reflective of local vernacular.*

NFDC Officer's note this as reasonable design comment. For reference, as set out, materials for Phase 1 buildings will be secured through a suitable condition.

RTC conclude that the following is a 'red' light:

- *The high degree of variety in the building design, number of different housing types does not create cohesion or clearly identifiable streets / character areas or a sense of place.*

Whilst this conclusion is noted, Officers are of the view that the variety of housing types and design can – as well as addressing identified housing need - be a positive visual attribute as a scheme is occupied and matures. For reference, NFDC Environmental Design commented that the proposal was too homogenous and there is commentary above in response to this point.

## 7. Well defined streets

RTC concluded that the proposed frontages are active and hence a 'green' light.

RTC conclude that the following is a 'red' light:

- *Building lines lack strength and continuity particularly along the primary route and there are a number of large gaps in the streetscene.*

Whilst Officer's note this comment as reasonable design criticism there is no Policy requirement or local design guidance for building lines to accord with a specific pattern. As set out, the primary route is notably curved and hence the associated building line reflects the road alignment. Where the purported large gaps in the street scene actually are is not set out.

#### 8. Easy to find your way around

RTC set out the following 'amber' comment:

- *The highway design is more direct with hierarchy differentiation between primary and secondary routes. However, the scheme does not demonstrate how it will incorporate navigable features for those with visual, mobility or other limitations.*

The Design and Access Statement (DAS) (p.110) sets out (emphasis added):

*Within the public realm spaces and key locations, mature stock specimen trees will be planted as landmark features, acting as visual wayfinders. The size and species of trees should be dependent on their specific location and purpose and should correspond to the surrounding streetscape and character.*

The detailed landscaping for both the housing area and public open space will be subject to conditions where this design objective will be sought through suitable trees.

RTC also concluded that the following is a 'red' light:

- *Focal points are incorporated within the design. However, elements of the building design (variety of typologies and variable building lines) do not create clear street identity.*

The variety of typologies proposed is supported both in terms of meeting the broad range of housing needs set out in Policies HOU1 and HOU2.

The DAS sets out (emphasis added) with regard to the landscaping (p.63 and 110)

*The selection of paving materials within the public realm, will be utilised to assist in place making and create identity within the development. Along with the elevational treatments of the buildings, the landscape materials will reinforce the different character areas within the scheme and establish a suitable hierarchy*

*Planting within the scheme will be utilised to enrich biodiversity, assist in place making and create identity within the development. Along with the elevational treatments of the buildings, the landscape materials and planting proposals will reinforce the different character areas within the scheme and provide continual reference to the surrounding landscape.*

As such, subject to detailed landscaping conditions, it is considered that the applicants have reasonably considered the need to create a suitable identity within Phase 1.

#### 9. Healthy Streets

RTC concluded that the following are 'red' lights:

- *Street design is principally focused on vehicles and parking which does not prioritise the pedestrian, or cyclist experience.*
- *Although green pockets are provided on key corners and new buildings benefit from modest front garden areas, there is little public landscaping throughout the built-up areas of the development. Occasional, informal spaces and facilities / street furniture is limited and some areas of landscaping are nominal, such that they may be prone to damage and future loss.*

The applicants have a requirement to demonstrate that the proposal is safe in highways terms which the LHA has accepted. The applicants also have a policy requirement to provide a suitable quantum of parking of vehicular parking spaces for future occupiers and visitors in line with the NFDC Parking SPD, which Officers consider that the application has addressed. All the primary and secondary routes with the Phase 1 Masterplan have dedicated pavements.

The proposal has a suitable network of proposed pedestrian and cycle routes. Moreover, this element of the RTC Building for a Healthy Life assessment is slightly confusing as the earlier category 'Walking, Cycling and Public Transport' identifies this consideration as a 'green' light.

In line with the Public Open Space Landscape sub-section of the Planning Assessment, it is considered that there is sufficient landscaping within the Phase 1 housing area and that a suitable detailed design can be secured through conditions.

#### *10. Cycle and Car Parking*

RTC concluded that the proposed cycle parking is a 'green' light.

RTC set out the following 'amber' comments:

- *Rear parking courts are used to reduce the dominance of parking of the street environment. There are however areas where there is reliance on tandem parking and parking arrangements which could pose additional hazards for other cars.*
- *Electric vehicle charging units will be supplied with each new property with on-plot parking and ducting supplied for future installation in more remote parking spaces.*

As set out in the Highways, Access and Parking sub-section of the Planning Assessment, tandem parking spaces are an acceptable parking solution in line with the NFDC Parking SPD paragraph 5.5. The appraisal is not clear on which 'parking arrangements' within the proposal are additionally hazardous for other cars. The supporting extract picture from the Phase 1 Masterplan shows surface parking spaces for plots 16 to 19 with clearly differentiated surface materials for the parking spaces and the shared surface route.

The applicants have proposed a comprehensive electric vehicle charging strategy – it is not clear why RTC has indicted this material consideration as amber rather than green in the assessment.

RTC also conclude that the following is deemed to a 'red' light and hence needs revision:

- *The design is not clear on how it will anticipate or design out anti-social car parking.*

As set out, the Phase 1 Masterplan includes notable planting at the interface of the housing area and public open space. Detailed landscaping conditions will secure any necessary further features which could include bollards or bunds for example (in line with the condition imposed on the Cala Homes scheme in Fordingbridge).

#### *11. Green and Blue Infrastructure*

RTC concluded that the following are 'green' lights:

- *Sustainable Urban Drainage Systems have been incorporated into the design.*
- *Comprehensive landscape strategy has been submitted which incorporates a range of habitats and reflects biodiversity net gain being sought.*

RTC set out the following 'amber' comment:

- *There are some small areas of land around the development offer limited value and can be prone to neglect.*

All the public open space will be subject to management company maintenance (see Design and Access Statement p.116).

RTC also conclude that the following is a 'red' light:

- *The majority of green spaces on site are segregated from the built development with limited positive integration although this appears to be improved in future phases.*

All of the proposed dwellings in Phase 1 are within a short walking distance of the large public open space in the centre of the application site. There are five pedestrian connection points set out in the Phase 1 Masterplan between the SW corner (opposite plot 14) and adjacent to plot 130 which allow access to public open space.

Moreover, it should be noted that the Local Plan Concept Masterplan for SS13 does not include any potential public open spaces within the two main housing parcels identified – the proposal includes various smaller areas of public open space as part of their overarching landscape strategy which is supported.

#### *12. Back of pavement front of home*

RTC set out the following 'amber' comment:

- *Modest defensible space provided at the front of properties which could be reinforced by stronger boundary treatments.*

The Phase 1 Masterplan sets out that the primary boundary treatment used at the front of properties will be low-level hedging which is considered an acceptable boundary treatment for a suburban area.

For reference, the applicant provided their own Building for a Healthy Life Assessment in May 2024 which set out, through the provision of examples, had achieved 'green' on each of the 12 main areas.

As such, there remains clear differences between the applicants Building for a Healthy Life Assessment and Ringwood Town Council's Building for a Healthy Life Assessment in terms of the scoring each sets out. Notwithstanding this, the applicants has satisfied the second paragraph of RNP Policy R8 (Building for a Healthy Life) by virtue of submitting a Building for a Healthy Life Assessment in the supporting material.

Notwithstanding these differences between the applicant and Town Council, the NFDC Officer assessment of the relevant material considerations arising from the Assessment is set out throughout the various chapters of this report with the conclusions drawn against the relevant development plan policy and other material considerations.

#### ***v. Ringwood Town Council Neighbourhood Development Plan***

The Ringwood Town Council Neighbourhood Development Plan Policy R7 (The Ringwood Design Code) is set out in the Public Open Space and Landscape sub-section of the Committee Report. The following comments are set out in relation to RNP Policy R7 and the proposed design:

- The Phase 1 proposal includes a suitably legible layout based on three distinct character areas and differentiation in street design.
- The proposal has taken broad account of local character particularly with regard to residential typology and building materials and sufficiently reflects the relevant guidance in the Ringwood Design Code (Appendix B).
- The proposal will deliver biodiversity net gain and provides over 9 ha of public open space adjacent to the housing in both phases.
- Each house and maisonette in Phase 1 will have a rear garden (amenity space) and each flat will have access to semi-private communal space.
- As set out, the proposal will provide a network of pedestrian and cycle routes which connect into the local area to the north, south and south-west.
- The proposal includes an off-road cycle and pedestrian route through the Phase 1 public open space which connects Crow Arch Lane to Moortown Lane.
- The front spaces of the dwellings are generally open rather than enclosed as suggested in the Ringwood Design Code.
- As set out later in the Planning Assessment, on-site lighting in Phase 1 will be subject to a suitable condition.

As such, it is considered that the proposal is in broad accordance with the adopted Ringwood Design Code and Guidance (RNP Appendix B) and hence RNP Policy R7 (The Ringwood Design Code).

#### ***vi. Summary***

As set out, the application received detailed objections from NFDC Environmental Design and Ringwood Town Council. Essentially, whilst noting these objections and whilst agreeing with some, but not all of the criticism set out in their representations, on balance the design of the proposed development is considered to be acceptable in light of the following:

- The proposal clearly accords with the Local Plan Concept Masterplan (p. 150). The application includes a major parcel of housing in the westernmost portion of the allocation site with a smaller parcel in the centre. The proposed public open space in the application site is more expansive than that indicated in the Concept Masterplan and the smaller central housing parcel has a greater separation distance from Moortown Lane. The proposal builds up to the western boundary of the site in line with the Concept Masterplan in support of policy SS13.
- The proposal is supported by an Illustrative Masterplan and Phase 1 Masterplan, a set of Parameter Plans and a Design and Access Statement, all in line with the design guidance set out in the national PPG;
- The proposal makes effective use of land in line with NPPF paragraphs 128 and 129 and takes account of the identified need for different types of housing in terms of tenure and typology – and this is consequently manifested in the housing proposed. Significant weight should be placed on this. The built density in Phase 1 ranges between 25 and 45 dph with an average of 38 dwellings per hectare and this reflects the Linden Homes scheme immediately to the north.
- The proposed scale is 2 and 2.5 storey buildings which broadly reflects much of suburban Ringwood. There are only two 3 storey houses and these are sited in the centre of Phase 1.
- The three proposed character areas for Phase 1 set out in the DAS are appropriately mixed for a scheme of only 150 dwellings in Phase 1 in terms of appearance and materials. The proposed street layout includes a hierarchy of streets in line with the national guidance document Manual for Streets.
- Phase 1 includes an adequate number of street trees. However, the criticism from NFDC Environmental Design of the street tree design is noted and an informative will be added to inform a subsequent Reserved Matters application for Phase 2.
- The proposed defensible space to the front of dwellings is generally modest in scope but this is in line with both recent developments and some areas of older housing in Ringwood.
- The housing design includes a suitably wide range of residential typologies typically found in suburban sites such as detached, semi-detached and terraced houses and the generally traditional building materials proposed are broadly in line with published local design guidance.
- The Phase 1 rear gardens are at least proportionate to the host dwelling and some dwellings (market and affordable homes) have generously proportioned rear gardens for a modern housing scheme. All house and maisonette gardens have capacity to store cycles and bins and rear garden access can be secured with suitable access locks. Suitable bin collection points outside private curtilages are set out. The proposed flats all have integral cycle and bin storage.
- Given the separation distances (25 to 30 metres) between existing dwellings to the west and the proposed rear elevation of houses in the westernmost portion of Phase 1 it is considered that no significant amenity issues will arise subject to a removal of permitted development rights on a limited number of plots.

- Spaces within Phase 1 housing have sufficient surveillance from dwellings and public routes. The Hampshire Constabulary Design Advisor comments will be taken into account when the proposed detailed landscape conditions are addressed.

Taking these factors and the commentary set out earlier in the Planning Assessment on housing, highways and access, and public open space and landscape - on balance of considerations - the proposal does satisfy the design test in NPPF paragraph 135 subject to a planning obligation and suitable conditions.

The representations from Ringwood Town Council on design including the completed Building for a Healthy Life Assessment are fully noted and have been addressed in the report. The conclusions of the applicants Building for a Healthy Life Assessment submitted in May 2024 is also noted.

However, for the reasons set out, it is concluded that the proposal is of sufficient design quality and therefore does not fail the design test in NPPF paragraph 139.

In summary, whilst the design solution proposed could be improved in certain areas, overall the proposal provides a sufficiently well-designed and integrated southern extension of Ringwood.

As such, the proposal accords with Local Plan Policies SS13 criteria (iii), HOU2 criterion (iv) and ENV3 criteria (i),(iii) and (vii). NPPF paragraphs 128, 129 and 135 and broadly accords with Ringwood Neighbourhood Plan Policy R7 (The Ringwood Design Code).

## **10.7 Heritage Assets**

Local Plan Policy DM1 (Heritage and Conservation) sets out that development proposals, inter alia, should conserve and seek to enhance the historic environment and heritage assets with particular regard to local character, setting, management and the historic significance and context of heritage assets. The supporting text acknowledges the role of archaeology and archaeological sites.

The application is supported by the EIA Environmental Statement Chapter 7 (Cultural Heritage) (Campbell Reith; December 2021) which sets out the effects of the proposed development on cultural heritage ('heritage assets'), including buried archaeological remains.

The NFDC Conservation Officer has raised no objection to the proposal subject to suitable conditions. The requested condition relates to the protection of the listed milestone on Moortown Lane (also identified in Appendix D of the emerging Ringwood Neighbourhood Plan) during the course of the works.

The Council's Archaeologist provided a revised and updated representation in May 2024. The archaeologist raised no objection the proposal subject to suitable conditions. The applicants have conducted field investigations and post-excavation analysis is ongoing with a view to be finalised in the next 9 to 12 months.

Historic England made no specific comments.

Therefore, subject to conditions, the proposal satisfies Local Plan Policy DM1.

## **10.8 Infrastructure and Developer Contributions**



Local Plan Policy IMPL1 (Developer contributions) sets out that all developments must provide or contribute proportionately to the provision.

Following assessment of this application and taking into consideration the requirements as set out in the Local Plan and Infrastructure Development Plan the following are the proposed Heads of Terms for a Section 106 Agreement. The Agreement will need to be completed prior to the issue of any planning permission and would seek to deliver the following benefits with contributions based on current rates as of 1 April 2024 and index linked:

Affordable Housing - provision of 75 Affordable Housing units as shown on submitted Phase 1 Housing Tenure Plan (Pegasus, Ref: P21-1078\_DE\_003\_0107\_B, 20/03/2024). Affordable Housing for Phase 2 comprises 58 units with siting and typology to be determined in a Reserved Matters application.

Air Quality Monitoring Contribution - £48,287.

Alternative Natural Recreational Greenspace, Public Open Space (POS) and play spaces - to be delivered by the applicant and subsequently privately managed with a long-term management and maintenance plan setting up of management company and provisions to safeguard against the scenario whereby management is not undertaken properly or the management company ceases to operate and setting up monitoring arrangements

Biodiversity net gain (BNG) - long term management/maintenance plan setting up of management company and provisions to safeguard against failure and setting up monitoring arrangements. Monitoring charges. 30-year minimum time span for BNG on site. BNG to cover whole of development site with all trees and soft and hard landscaping maintained for minimum period of 30 years.

Community Facility Contribution - Off-site Community Facility contribution of £192,700.00.

District Council Monitoring Charges

- Recreational Habitat Mitigation commencement - £847.00
- Recreational Habitat Mitigation on-site monitoring and/or inspections - £36,534.00
- Affordable Housing Monitoring - £847.00
- Biodiversity Net Gain on-site monitoring - £15,675.00
- .Public Open Space (informal, play areas and landscaping) - £10,294.50

Formal Public Open Space - (playing pitches and infrastructure) - Off-site contribution of £110,000.

Habitat Mitigation - (Non-infrastructure contribution) - Based on the agreed total Housing Mix (Phases 1 and 2) this equates to a payment of £383,150.

Linden ('Ring 3') SANG Footpath - improvement contribution of £24,000.

Hampshire County Council Provisions

The following contributions and provision to be included with contribution/fee amounts and triggers:

Primary Education in Ringwood - Total contribution of £2,465,274 towards the future

expansion of primary school(s) in Ringwood.

Countryside Services - Public Right of Way Improvements and Maintenance contribution of £127,500.

Local Highways Authority - The Local Highway Authority (LHA) and applicant have agreed an acceptable contribution of £1,040,588 to be secured by s106 planning obligation towards highways and access improvements (as set out).

As such, It is estimated that the total s106 contribution will be approximately £4.4 million across both phases.

#### *Community Infrastructure Levy*

The total market housing floorspace in Phase 1 is 9,491.53m<sup>2</sup>. With a current CIL charging rate of £117.23 per square metre, a total CIL fund of approximately £1,112,000 would arise from Phase 1.

#### *Impact on local infrastructure*

A significant number of representations from the local community set out objections in relation to the potential impact of the proposal on local infrastructure including schools, healthcare, dentists and veterinary surgeons.

The full education contribution required by the Local Education Authority (as set out above) would be to expand capacity at either Ringwood Infant and Junior schools – or Poulner Infant and Junior Schools. For reference, any possible amendments to the school catchments in Ringwood is a Local Education Authority matter considered outside of planning. It is understood that the Local Education Authority is not currently pursuing the option of a new primary school on land south of Moortown Lane as set out in Local Plan Policy SS13.

NFDC do not generally seek contributions towards healthcare facilities, and these are usually matters for central government funding. However, the CIL funds provide an opportunity for suitable bids from service providers to be considered alongside other projects.

#### *Community focal point*

Local Plan Policy SS13 criterion (iii) (c) sets out the following masterplanning objective for the site:

*Providing a community focal point in a prominent location including ground floor premises suitable for community use*

There is no supporting text in the Local Plan which provides further detail on this masterplanning objective. In lieu of a 'community focal point' which provides ground community use floorspace an additional contribution of £192,000 towards local infrastructure provision, and secured through a s106 planning obligation, is proposed to be made to Ringwood Town Council.

As such, subject to a s106 planning obligation, the proposal accords with Local Plan Policy SS13 criterion (iii)(c).

#### *Broadband*

The Planning Statement (paragraph 6.169) acknowledges the need for new dwellings to be connected to broadband internet. This can be secured through a suitable condition.

## **10.9 Other Matters: Impact on Residential Amenity, Environmental Health, Sustainable Construction and Design, Mineral Safeguarding**

Local Plan Policy ENV3 (Design quality and local distinctiveness) criterion (ii) sets out that new development will be required to avoid unacceptable effects by reason of visual intrusion or overbearing impact, overlooking, shading, noise and light pollution or other adverse impacts on local character or residential amenity.

Local Plan Policy CCC1 (Safe and healthy communities) criterion (i) sets out that development should not result in pollution or hazards which prejudice the health and safety of communities and their environments including air quality and the water environment. Criterion (iv)(c) sets out that on contaminated, polluted or unstable land unless it is first adequately remediated or otherwise made safe for the proposed use and for the local community prior to occupation.

Local Plan Policies STR1 and STR9 both advocate sustainable development, and the re-use of minerals that might be found on the site will be part of that requirement. The Hampshire Minerals and Waste Plan (HMWP) (October 2013) is part of the New Forest development plan. HMWP Policy 15 (Safeguarding Mineral Resources) sets out that Hampshire's mineral resources are safeguarded against needless sterilisation by non-minerals development, unless 'prior extraction' takes place.

### ***i. Residential Amenity***

Likewise given the separation distances, it is considered that the proposed housing (plots 1 to 14) would not give rise to over-shadowing to the occupiers of the existing housing to the west. Nor would the proposed housing (plots 1 to 14) give rise to overbearing impact given their two-storey design.

In terms of sunlight and daylight impact on the occupiers of the existing dwellings on the western boundary, whilst there may be some minor loss of early morning sun to their gardens and rear facing windows, it is not considered that the proximity of the new dwellings will be significantly detrimental to the lighting of habitable rooms which is the key consideration. Given the distances and relationship of the new properties to the existing it is considered that on balance the loss of early morning sun would be clearly insufficient to justify a refusal of planning permission.

Additionally, some representations have requested public open space on the western boundary. However, the Local Plan Concept Masterplan for SS13 sets out that residential development is acceptable in principle up to the western boundary and as such there is no policy requirement for the site promoters to provide public open space here.

Amenity considerations for the residual area (north of plot 1) on the western boundary in Phase 2 will be addressed in a subsequent Phase 2 Reserved Matters application. Given the context of the site and the separation distances arising between the residual part of the Phase 1 housing and existing dwellings to the north, east and south it is considered that there are also no significant amenity issues arising by virtue of over-shadowing, overlooking or overbearing impact. However, as set out, a condition is proposed for plots 1 to 14 inclusive which removes permitted development rights which will enable the LPA to review any future proposals to extend these dwellings.

The proposed NEAP and LEAP play areas in the Phase 1 public open space is sited at least 15 metres away from the nearest housing in the proposal. This is considered appropriate given the need to balance amenity issues with the need for a degree of surveillance of the play areas. Additionally, the NEAP is located at least 25 metres from the rear gardens of the two existing dwellings on Crow Arch Lane which is considered an acceptable separation distance.

The separation distances within the proposed Phase 1 housing are acceptable and should not give rise to any significant amenity issues by virtue of overbearing impact, overshadowing or overlooking.

Suitable conditions will be added with regard to construction hours of operation

As such, the proposal accords with Local Plan Policy ENV3 criterion (ii).

### **ii. Air Quality**

The applicants have provided a Air Quality Assessment (Environmental Statement, Hydrock and Campbell Reith, Appendix 6.1, December 2021).

NFDC Environmental Health have set out that they accept the findings of the Air Quality Assessment and supplementary data and welcome the proposed mitigation measures outlined in the original report (Paragraph 6.156) as well as a Construction Environmental Management Plan (CEMP) to be secured through a suitable condition in order to ensure dust is controlled during the construction phase.

As such, subject to suitable conditions, with regard to air quality the proposal accords with Policy CCC1 criterion (i).

### **iii. Noise**

The applicants have provided a Noise Survey and Assessment (Environmental Statement, Hydrock and Campbell Reith, Appendices 10.1 to 10.3, December 2021). NFDC Environmental Health has provided comment on both the Full stage (Phase 1) and the Outline stage (Phase 2) on the material consideration of noise.

*Phase 1: This section of the site is close to Moortown lane and to the sports pitches. The Noise Impact Assessment provided suitably characterises the site in line with a stage one assessment. This gives an indication that some properties will need trickle filtration, particularly in this segment of the development, although at this stage the properties requiring trickle ventilation have not been identified. As such, a full stage 2 Acoustic Design Statement (ADS) condition is required.*

*Phase 2: Although these areas of the scheme are all residential and generally in the areas of the site with a quieter background level, further consideration of noise levels affecting the proposed residential properties is required, particularly as there are parts of the site that will require further mitigation and due to the application being for outline permission, the scheme is clearly open to change. Consequently, it is recommended a condition is attached to any granted permission requiring a Stage 2 Acoustic Design Statement to be undertaken at the detailed design stage to inform upon the final layout and design.*

Both proposed conditions are agreed and as such, subject to these conditions, the proposal accords with Local Plan Policy ENV3 criterion (ii) with regard to noise.

### **iv. Odour and Flies**

The foul water service provider Wessex Water confirmed via email in July 2022 that the application site had been reviewed by their odour scientist who has advised as follows:

- Odour Risk - There is a previous odour model from a developer for a much closer proposal, which would indicate this proposal is not at odour risk.
- Fly Nuisance - The proposed development is over 250 metres away from the boundary of the treatment works with closer existing residential property, so even though the treatment works site is high risk for flies, it should not cause the proposed development an issue.

Wessex Water concluded that in view of the above that they confirm that an odour and fly assessment will not be necessary for the application.

#### **v. Lighting**

NFDC Environmental Health has set out the following comment on the issue of lighting:

*No lighting assessment has been submitted as part of this application. However, any lighting proposed as part of the proposal should be in such a way as to minimise light spillage beyond the area it is required, and particular avoid the façade of residential premises. Condition related to the maximum values of vertical illuminance is recommended.*

Natural England has provided the following advice on a sensitive lighting strategy:

*A sensitive lighting scheme should be designed and implemented to maintain and retain dark corridors used as an important commuting corridor for bats as well as other protected and notable species. The Bat and Conservation Trust have produced a guidance document Bats and Artificial Lighting in the UK. Building regulations for domestic buildings specify that 150 watts is the maximum for exterior lighting of buildings but this does not apply to private individuals who install their own lighting.*

As such, it is recommended that a planning condition could secure a suitable lighting strategy for the application site which takes account of the comments from both NFDC Environmental Health, Natural England and the Hampshire Constabulary Design Adviser.

Therefore, subject to a suitable condition, the proposal accords with Local Plan Policies ENV3 criterion (ii) and DM2 and NPPF paragraph 191 criterion (c) with regard to lighting, amenity and protected species.

#### **vi. Contaminated Land**

A Preliminary Geo-Environmental Risk Assessment (Delta-Simons, April 2021) has been submitted with the application.

NFDC Environmental Health have no objection in principle to the proposed development as submitted. However, planning permission should only be granted to the proposed development as submitted if standard planning conditions 14a-14e are imposed. Without these conditions, the proposed development on this site could pose risks to human health and/or the environment and would result in an objection to the application.

As such, subject to a standard conditions 14a-e, the proposal accords with Policy

CCC1 criterion (iv)(c).

### **vii. Minerals Safeguarding**

A Mineral Resource Assessment (Wardell Armstrong, October 2013) has been submitted. Published geological maps for the area indicate that the entire site is covered by a river terrace sand and gravel deposit, which is a safeguarded mineral resource and hence subject to Hampshire Minerals and Waste Plan (HMWP) Policy 15.

HCC Minerals and Waste requested that the applicant liaise with mineral extractors to see if third-party extraction was economic. This was undertaken and therefore In the absence of any known interest HCC suggest a condition requiring a scheme to be drawn up to show how any minerals found can be re-used on-site.

As such, subject to suitable conditions, the proposal accords with Local Plan Policies STR1 and STR9 and HMWP Policy 15.

### **viii. Sustainable Construction and Design**

The report to NFDC Cabinet on 3 April 2024 Item 6 (Supplementary Planning Document: Planning for Climate Change pages 49-180) sought approval to adopt the supplementary planning document (SPD) Planning for Climate Change. The SPD was adopted by the Council and will be used in the determination of planning applications for the construction of new homes, commercial and community buildings.

Whilst the adopted NFDC Planning for Climate Change SPD does not strictly apply to applications already in the system prior to the April 2024 Cabinet meeting they have nevertheless offered the following information. The principal objective of the Climate Change SPD is to encourage developers to take reasonable steps to minimise expected carbon emissions when designing and constructing new buildings. The following proposals are made in respect of this development which can be further detailed at reserved matters and discharge of condition stage.

Additionally, the Department for Levelling Up, Housing and Communities website confirms that eFor reference, the NFDC major application validation requirements includes a Renewable and Low Carbon Statement.

The Design and Access Statement (DAS) (May 2024) sets out that Sustainable Building Techniques will be utilised. The DAS states (p. 114) that the proposal will be delivered in line with current building regulations, and where appropriate, will be built with sustainable building construction techniques and measures which include improved energy efficiency and recycling of materials.

The applicant has also submitted an Energy and Sustainability Statement (EaSS) (AES Sustainability Consulting, December 2021). Paragraphs 8.3 and 8.8 of the EaSS set out that:

- *The statement is intended to demonstrate that, following a fabric first approach to demand reduction, the proposed development will deliver a level of energy performance beyond the current Building Regulation standards whilst addressing a range of additional sustainable design considerations including how various sustainable transport provisions have been designed into the site.*
- *It is likely that some of the 323 dwellings on future phases (note: now 293*

homes) will be constructed to the interim Part L 2021 standards, or to the Future Homes standards. These dwellings will be constructed to meet the energy efficiency requirements outlined by the Building Regulations at the time of construction. To achieve this, an enhanced fabric specification would be utilised in conjunction with renewable energy technologies such as photovoltaic panels.

The Ringwood Town Council Neighbourhood Development Plan Policy R10: Zero Carbon Buildings sets out:

- A. All developments should be 'zero carbon ready' by design to minimise the amount of energy needed to heat and cool buildings through landform, layout, building orientation, massing and landscaping.
- B. Wherever feasible, all buildings should be certified to a Passivhaus or equivalent standard with a space heating demand of less than 15KWh/m<sup>2</sup> /year. Where schemes that maximise their potential to meet this standard by proposing the use of terraced and/or apartment building forms of plot size, plot coverage and layout that are different to those of the character area within which the proposal is located, this will be supported, provided it can be demonstrated that the scheme will not have a significant harmful effect on the character of the area.
- C. All planning permissions granted for new and refurbished buildings should demonstrate that they have been tested to ensure the buildings will perform as predicted prior to occupation.
- D. All planning applications for major development are also required to be accompanied by a Whole Life-Cycle Carbon Emission Assessment, using a recognised methodology, to demonstrate actions taken to reduce embodied carbon resulting from the construction and use of the building over its entire life. Consideration should be given to resource efficiency at the outset and whether existing buildings can be re-used as part of the scheme to capture their embodied carbon.
- E. An Energy Statement will be submitted to demonstrate compliance with the policy (except for householder applications). Applicants are directed to the Cotswold Net Zero Toolkit for guidance on matters to be addressed at pre-planning and initial design stage. The statement will demonstrate how opportunities to reduce the energy use intensity (EUI) of buildings over the plan period have been maximised in accordance with the energy hierarchy. Designers shall evaluate the operational energy use using realistic information on the intended use, occupancy and operation of the building to minimise any performance gap.

RNP Policy R10 sets out ambitious policy objectives that appear to go beyond relevant current adopted Local Plan policies. For example, the NFDC Cabinet report on 3 April 2024 set out (with regard to the now adopted Climate Change SPD) that

*The Council is unlikely to be in a position to be able to refuse development if embodied carbon calculations (such as the Whole-Life Cycle Carbon Emission Assessment in Policy R10] criterion 3) are not included in the climate change statement, however, provision of this information will help assessment of the proposed development against adopted local plan policies STR1 & ENV3.*

Likewise, the proposal does not meet Passivhaus standard (or equivalent) in line with the aspiration in the NFDC Climate Change SPD and criterion B in RNP Policy R10.

Essentially, the proposal has had adequate regard to the NFDC Climate Change SPD, taking into account the fact the application was submitted to NFDC in 2021 , and that there are potential opportunities to incorporate various sustainable construction and design features into the development in line with the submitted DAS and Energy and Sustainability Statement.

The proposal does not however meet the more ambitious objectives in the RNP including Whole-Life-Cycle Carbon Emission Assessments (criterion D) and certification to Passivhaus or equivalent standards (criterion B) and as such this matter will need to be considered in the balancing exercise in the conclusion.

#### ***ix. Community Engagement***

The Design and Access Statement (DAS) (p.54-55) set out how the applicants undertook community consultation. This satisfies the NFDC application validation requirement for a Community Involvement Statement.

#### ***x. Local Economy and Employment Land***

The scheme could have notable local economic benefits during construction, involving new employment in the construction industry. Construction workers could then bring additional spending into local services and as would future occupiers of the scheme in due course.

The proposal does not deliver new employment floorspace in the two hectares allocated in the north-west corner of the Local Plan Allocation Site but crucially it does not preclude its future delivery by a different landowner and should provide (as set out) a suitable new vehicular access on its southern boundary.

#### ***xi. HCC Public Health***

A representation was received from HCC Public Health on 22/6/2023. The following observations are made:

- The Lifetime Homes standard was superseded in 2015 by M4(2) Part M of Building Regulations, which is broadly equivalent to the Lifetime Homes standard
- There is suitable distribution of affordable housing across Phase 1. The submitted Phase 1 Housing Tenure. Plan has been informed by advice from the NFDC Housing Manager. The proposed parking solution for affordable housing is broadly in line with the NFDC Parking SPD.
- The comments on highways and access are noted but the proposal has, subject to suitable conditions and a s106 planning obligation, the agreement of HCC Highways.
- The distances to local facilities were a material consideration in the allocation of SS13 during Local Plan examination and have not demonstrably changes in the interregnum
- The NEAP and LEAP both have sufficient surveillance from the public realm and some nearby dwellings.
- NFDC Environmental Health have been consulted with regard to noise and other amenity issues and this is set out in the Planning Committee report.

#### ***xii. Agricultural Land***



NPPF paragraph 181 sets out that LPA should allocate land with the least environmental or amenity value, where consistent with other policies in this Framework. NPPF footnote 62 sets out that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality.

Agricultural land quality was addressed in the LPA's EIA Screening Response (07/04/21):

*The specific agricultural land classification of the site was assessed at the local plan allocation stage as part of the sustainability assessment, in which it was considered as being of low quality. When compared to the available BMV land at district and county level, this loss will represent a very small percentage and would not be considered to be significant.*

### **xiii. Summary**

As such, subject to suitable conditions, the proposal addresses the material considerations of air quality, noise, lighting, contaminated land, mineral safeguarding, agricultural land quality and therefore satisfies Local Plan policies CCC1, ENV3 criterion (ii), STR1, STR9 and HMWP Policy 15. The Planning Committee report has addressed the comments made by HCC Public Health.

The proposal broadly accords with the direction of travel in the recently adopted NFDC Climate Change SPD in terms of sustainable construction and design. However, the proposal does not meet the more ambitious requirements of RNP Policy R10: Zero Carbon Buildings including potential Passivhaus (or equivalent) standards and a Whole Life-Cycle Carbon Emission Assessment.

## **10.10 Response to Ringwood Town Council and Local Objections**

Having considered all matters in detail the following is a response to comments received from the Town Council and the local community. This includes an assessment of every letter of objection from residents. This report takes all those matters raised into account fully.

As set out, the proposal has received a significant number of objections in respect of the principle of development, which the allocation of the site in the Local Plan makes non-material. Other objections submitted are not supported by the technical advice of statutory consultees such as the Local Highway Authority, National Highways, Sport England, Natural England, the Environment Agency, and the Local Flood Risk Authority. No substantive alternative evidence has been submitted to set aside the views of statutory consultees.

### Principle of Development and Housing

The application site is part of a strategic site allocated in the Local Plan for housing, public open space and employment floorspace. The proposed new housing and public open space on the land north of Moortown Lane lie within the Ringwood settlement boundary as defined in the Local Plan and as such is in the urban area as defined in the Local Plan. The proposed housing is located outside of the South-West Hampshire Green Belt following the Local Plan public examination process. The proposal is EIA development and an Environmental Statement is provided. The NPPF tilted balance also applies given the Council's housing land supply is just over 3 years when the rolling target is a supply of 5 years.

Recent Written Government Ministerial Statements do not undermine or in any way

change the allocated status of the site and do not change the legislative requirement that development is approved in accordance with the Development Plan unless other material considerations indicate otherwise.

The DAS (p. 16) acknowledges that the application site land comprised predominantly arable farmland utilised hitherto for mixed grazing and crops. The loss of this agricultural land was established through the Local Plan examination and the allocation for mixed-use development of Strategic Site 13 and as such is not a material consideration in the determination of this planning application.

The cumulative impact of the three Ringwood Strategic Sites was assessed through the Local Plan examination and there is no requirement in the Local Plan to stagger the delivery of allocation sites. The exclusion or inclusion of Ringwood within the National Park boundary was subject to prior public examination and is not a material consideration in the determination of this planning application. There is no requirement for this planning application to be subject to a local referendum. The positive potential for regeneration in Ringwood town centre and on previously developed land is noted but would be in addition to development on this Local Plan allocation site rather than instead of it. Increased Council Tax revenue is not a material consideration in the determination of this planning application.

There are significant public benefits arising from the delivery of 443 new dwellings in Ringwood of which 133 will be affordable housing with a policy compliant split of tenures including social rent, affordable rent and shared ownership with a suitable mix of typologies. There are also likely to be some economic benefits that flow from that including short term construction employment and longer term additional local spending on local services and in Ringwood town centre.

Local Plan Policy SS13 sets out that the site should deliver at least 480 new homes. This proposal would provide 443 and as such there is clear scope to provide in the plan period at the least the residual amount (37 homes) and likely a modest amount more in the residual areas identified for housing in the Local Plan Strategic Site 13 Concept Masterplan that are available and not within the functional floodplain.

The comments received on lack of bungalows in the scheme and the need for new housing for younger people are both noted. NFDC Officers will re-visit the matter of bungalows with the applicants in any future Phase 2 Reserved Matters application. It is considered that the package of affordable housing and the two-bed market housing provides an opportunity for younger people to potentially live in Ringwood.

### Infrastructure

The Council can only impose a Section 106 Agreement and seek financial and other contribution requirements on those matters that meet the Community infrastructure Levy tests and the tests set out under Section 106 of the Planning Act. In this case those matters that can be covered relate to affordable housing, highway improvements, sustainable transport improvements, education enhancements, District and County Council monitoring of the development, maintenance of public open spaces, play and ANRG areas, formal playing pitch contribution, air quality, and habitat mitigation. The provision of new infrastructure will be staggered as payments are received and investment projects are planned. It is generally not feasible for all additional infrastructure to be put in place before the housing is built. Obligations must meet the necessary tests as set out in the NPPF and CIL Regulation 122. Consequentially the delivery of works secured by planning obligation are often phased relative to the scheme delivery to ensure that the mitigation is in place at the right time.

Contributions towards doctors and NHS dentists are not allowed for within the above and are subject to other market and Government budgetary regimes. The absence of these contributions does not, therefore, make the development unacceptable in planning terms. There may however be scope to bid for funds through the Community Infrastructure Levy (CIL) if a suitable bid were to come forward through that separate regulatory process. In total the developer will be expected to contribute circa £4.4 million towards local infrastructure and monitoring through a s106 planning obligation. This figure is not counting the Community Infrastructure Levy (CIL) of approximately £1.1m arising from Phase 1 and a likely significantly higher further amount from Phase 2. Additionally, some infrastructure providers (for example veterinary surgeons) are within the market sector and hence not subject to public sector contributions.

The Local Education Authority (Hampshire County Council) has identified the need for developer contributions towards primary school provision in Ringwood, which will be secured through a s106 planning obligation, but not towards secondary school provision.

There is no information in front of the LPA that suggests that the supermarkets, and the respective car parking facilities, in Ringwood could not accommodate the additional trade that may arise from occupiers in the proposed development.

#### Highways, Access and Parking

There are no objections from the Local Highway Authority, Active Travel England and National Highways, subject to suitable conditions and a s106 planning obligation, with regard to site access, on-site highways, off-site highway improvement works, site access, traffic impact and sustainable transport. The proposal contains new sustainable cycle and walking routes that suitably connect into the local area. The proposed vehicular parking is broadly in line with the NFDC Parking SPD requirements and cycle storage and electric vehicle charging will be provided to all dwellings.

There is no evidence in front of the Council that local car parks are at capacity. The issue of potholes on local roads are noted but remediation is a matter outside the determination of this planning application and for the Local Highway Authority (Hampshire County Council). No necessary upgrade between Moorcroft Lane and Burley Street was identified by the Local Highway Authority.

#### Flood Risk and Drainage

There are no objections from the Lead Local Flood Authority (LLFA) (Hampshire County Council), the Environment Agency (EA) and the foul drainage service provider Wessex Water. All of the proposed housing is located within EA fluvial flood zone 1 which is the sequentially preferred location for new residential development as set out in the NPPF. The proposal includes sustainable drainage systems which subject to suitable conditions have been agreed by the LLFA. Wessex Water has no outstanding objection subject to a suitable condition. It is understood that Ringwood sewage treatment works has had recent investment and is scheduled for upgrade works between 2024 and 2030.

#### Ecology

There are no objections from Natural England and the NFDC Ecologist and, subject to suitable conditions and a s106 planning obligation, the proposal has suitably addressed Habitat Mitigation and European designated nature conservation sites, phosphate mitigation, biodiversity net gain and protected species.

The Council agrees with the conclusions within - and will adopt - the shadow HRA and AA submitted in the application which concluded that the impact of additional phosphorous entering the River Avon will cause harm but that a scheme of mitigation can be brought forward to neutralise such harm.

### Public Open Space and Landscape

The Phase 1 landscaping is acceptable subject to suitable detailed landscape conditions for both hard and soft landscaping across the public open space and housing development that will include a detailed tree planting schedule. The ANRG provision across both Phase 1 and Phase 2 provides an attractive open space, suitable links and vehicular crossing, and is appropriately sized and thus would be effective in diverting potential visits away from the New Forest designated European sites. The proposed Phase 1 LEAP and NEAP play spaces are both of a high-quality design and could be a benefit to the wider local community. The proposed NEAP provides play spaces for older children and younger teenagers and has been designed in light of the 'Make Space for Girls' principles. Further provision of public open space will be provided within Phase 2 of the scheme.

Representations objected to the possible loss of the existing football pitches south of Moortown Lane within the application site. There is no development proposed in the application this location which would change this existing use, There is however a new footpath parallel to the pitches as part of the improved access across Moortown Lane.

The Local Plan Concept Masterplan for Strategic Site 13 sets out that residential development is appropriate up to and along the western boundary of the application site and hence there is no policy requirement for additional public open space in this area.

### Design

The representations from Ringwood Town Council on design including the completed 'Building for a Healthy Life Assessment' are fully noted and have been addressed in the Planning Committee report. However, for the reasons set out, it is concluded that the proposal is of design quality which is acceptable and as such does not fail the design test in NPPF paragraph 139.

### Heritage Assets

There are no objections, subject to suitable conditions, from the NFDC Archaeologist, NFDC Conservation Officer and Historic England.

### Residential Amenity

The Council has carefully considered the impact on local residential amenities both in relation to those adjoining the site and to the wider public. The impacts of construction traffic and works are to be managed through suitable conditions. The proposal will not give rise to any significant impacts on the amenity of occupiers of existing nearby dwellings through loss of privacy, overbearing impact and overshadowing. There are sufficient separation distances on the western boundary accounting for difference in land levels and the permitted development rights for plots 1 to 14 are removed through a suitable condition.

### Other Matters

Other matters that are not a material consideration in the determination of the planning application are property values, loss of view and crime or the perception of increased crime.

A new cinema in Ringwood is not a material consideration for this planning application but Local Plan Policy ECON5 supports investment in town centres by applying a 'town centres first' approach for main town centre uses (as defined in the NPPF) which includes cinemas.

## 10.11 Planning Balance and Conclusions

Planning Committee Members will be aware that Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

*'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'*

This site is allocated for mixed-use development within the adopted New Forest Local Plan (Strategic Site 13) and is planned to make an important contribution to the district's housing supply. As set out, NPPF paragraph 11 clarifies the presumption in favour of sustainable development.

Paragraph 11(c) states for decision making this means approving development proposals that accord with an up-to-date development plan without delay. The lack of a demonstrable five-year land supply, consistent with the recent Noads Way, Dibden Purlieu appeal decision means, however, means that the tilted balance in NPPF paragraph 11(d) is engaged for this application.

The proposal for 443 new homes will clearly make an important contribution to the District's housing land supply in line with Policy STR5 (Meeting our housing needs). The proposal would provide 92% of the minimum required in Local Plan Policy SS13 and as such will make a significant contribution to the established housing need in the District. The development will deliver 133 affordable dwellings with a Local Plan policy compliant tenure split mix including 47 social-rented units, 46 affordable-rented units and 40 shared- ownership units in a suitable mix of housing typologies and sizes.

The proposed housing mix falls slightly short of the requirement in RNP Policy R5 (Smaller Homes) which seeks a minimum of 50% smaller homes. However, the Local Plan strategic housing Policy HOU1 (Housing type, size, tenure and choice) is clear that site specific material considerations should also be taken into account. The slightly shortfall in smaller homes when considered against RNP Policy R5 is outweighed by the benefit of the delivery of housing in total.

RNP Policy R6 (First Homes) seeks a minimum of 25% of affordable dwellings to be 'First Homes', which is noted, but again is outweighed by the acute housing need in the District for those housing comprising the three tenures set out in Local Plan strategic affordable housing Policy HOU2 (Affordable Housing) and the proposal which would provide 133 of these units. On balance of considerations, RNP Policies R5 and R6 are outweighed in this instance by the material considerations as set out in the Committee Report.

As such, given the proposed housing, the balance is clearly in favour of permission and will meet the priority of meeting housing needs set out in the recently adopted

NFDC Corporate Plan 2024 to 2028.

No substantive alternative evidence has been submitted in representations to set aside the views of statutory consultees.

The proposal will be acceptable in terms of highways, access, vehicular parking, public transport, electric vehicle charging, public rights of way and pedestrian and cycle routes subject to a s106 planning and suitable conditions. Off-site highway and access improvements north of the application site will connect new residents to the Castleman Trail and hence local schools and the town centre. The proposal includes a comprehensive package of suitable off-site highway and access improvements including those delivered by the Local Highway Authority and funded via the £1,040,588 s106 contribution agreed between them and the applicants. The proposed highway and access elements within the application site are appropriate subject to detailed design in a s278 agreement. The proposal mitigates any impacts on existing Public Rights of Way both within the application site and off-site. The proposal provides a suitable level of residential parking and cycle storage. The proposed refuse storage and collection strategy is acceptable.

The proposal does not provide through access to Christchurch Road via the employment land nor Crow Lane as neither land parcel is under the applicant's control. However, suitable vehicular accesses are provided up to the respective boundaries with these residual land parcels and as such the proposal has addressed the relevant policy criteria as far as it reasonably could. The proposed site access arrangements have been accepted by the Local Highway Authority.

The proposal will be acceptable in terms of fluvial flood risk, surface water drainage and foul drainage, subject to suitable conditions. The proposal has demonstrated that there will be no inappropriate development within fluvial flood zone 3b in line with national planning guidance. The Lead Local Flood Authority agreed the proposed surface water strategy subject to conditions in April 2024. The foul water service provider confirmed in March 2024 that the proposal is acceptable subject to suitable conditions.

The proposal will, as set out in detail in the Planning Assessment, be acceptable in terms of habitat mitigation and European designated nature conservation sites, phosphates neutrality, biodiversity net gain and protected species. The applicant has carried out a shadow Habitats Regulation Assessment (HRA) and Appropriate Assessment (AA) under the Habitat Regulations (as amended) at this stage and concluded that the impact of additional phosphorous entering the River Avon will cause harm but that a scheme of mitigation can be brought forward to neutralise such harm. The Council will be seeking to adopt the shadow HRA and AA.

The proposal will also provide suitable public open space in the form of ANRG, informal open space and play areas. The proposal includes public open space on a north-south axis between Crow Arch Lane and Moortown Lane and thus will connect the town to the existing football club and allotments to the south through new non-vehicular routes and pedestrian crossings on Moortown Lane. The proposed NEAP and LEAP in Phase 1 are both high-quality play spaces. No development is proposed on the existing football pitch area south of Moortown Lane except a new non-vehicular access route parallel to the pitches. Detailed hard and soft landscaping in Phase 1 will be secured through suitable conditions. This will include a suitable tree planting strategy for the public open space and housing area.

The application was submitted before the Climate Change SPD was adopted in April 2024 and hence the recommendation to NFDC Cabinet in April 2024 that the SPD is

taken into account as a material consideration in the determination of all relevant applications that are submitted after the date of adoption is a material consideration. The proposal does not accord with the more ambitious Policy objectives set out in RNP Policy R10 (Zero Carbon Buildings). However, it is considered that any shortfall against Policy R10 is outweighed by the overall benefits of the proposal including the delivery of 443 new homes on Local Plan Strategic Allocation Site.

The proposed design is of sufficient quality to meet the requirements of NPPF paragraphs 135 and 136 and Policy ENV3 and has taken adequate regard of local design guidance. The detailed objections from NFDC Environmental Design and Ringwood Town Council, including the completed Building for a Healthy Life assessment, are noted and have been addressed in the Planning Assessment and are considered in this balancing exercise. Essentially, it is considered that any perceived shortcomings in the proposed design are clearly outweighed by the overall benefits of the proposal including the delivery of 443 new homes on Local Plan Strategic Allocation Site.

As set out in detail in the Planning Assessment, the proposal, subject to suitable conditions, will not have a harmful impact on heritage assets, archaeological remains, the New Forest National Park its setting and the special qualities and purposes of the National Park, trees, mineral extraction, air quality, noise and general residential amenity.

The proposal will include a substantial package of contributions of approximately £4.4m towards local infrastructure and mitigation to be secured in a s106 planning obligation. Significant further infrastructure funding should also come forward through the Community Infrastructure Levy (CIL) in Phase 2 based on the agreed housing mix in addition to the circa £1.1m likely to be secured through Phase 1.

Any identified harms carry weight in the decision making process including this planning balance. In this instance, the proposal does not accord with RNP Policies R5, R6 and R10. The proposed design has been subject to criticism but as set out in the report it is considered that the design does accord with the criteria in NPPF paragraph 135. The access arrangements would as set out in the report have some modest impacts on South West Hampshire Green Belt but this itself is balanced by the fact that the site access is within the Local Plan Allocation Site.

However, it is considered that any identified harms clearly do not significantly and demonstrably outweigh the identified benefits that the application will bring as set out in the above detailed report. Moreover, the collective weight of identified harms does not equate to an identifiable level of adverse impact whereby that impact would significantly and demonstrably outweigh the identified benefits that the application will bring as set out in the above detailed report.

Overall, given the significant public benefits including the delivery of needed market housing and affordable housing and the provision of substantial new public open space, the proposal is considered to be acceptable in line with relevant NFDC Local Plan Policies and the NPPF subject to suitable conditions and a s106 planning obligation.

As such, whilst not an ideal form of development, in accordance with paragraph 11(d) of the NPPF, on the balance of all material considerations, with significant weight placed on the substantial housing being brought forward, the proposal comprises sustainable development in line with Local Plan Policy STR1 (Achieving Sustainable Development).

Therefore, subject to suitable conditions and a s106 planning obligation, the proposal

accords with Local Plan Policies SS13, STR1, STR2, STR5 criterion (i), STR8 criterion (i)(b), STR9, ENV1, ENV2, ENV3, ENV4, HOU1, HOU2, CCC1 criteria (i) and (ii), CCC2, IMPL1, IMPL2 (i)(ii)(v) and (vi), CS7, DM1, DM2 and DM5, and Ringwood Neighbourhood Plan (2023-2036) Policies R1 criterion (D), R7 criteria (I, ii, iii, iv and vi), R8 (second Policy paragraph) and R11, and National Planning Policy Framework (December 2023) paragraphs 11, 96, 104, 114, 123, 128, 129, 135, 136, 165, 168, 173, 175 and 191(c).

## 11 RECOMMENDATION

Delegated Authority be given to the Service Manager (Development Management) to reconsult Natural England prior to the proposed adoption of the shadow HRA and AA, and to GRANT PERMISSION subject to:

- i. the prior completion of an agreement pursuant to Section 106 of the Town and Country Planning Act to secure the following:
  - Affordable housing provision (133 units);
  - Air quality monitoring contribution;
  - Alternative Natural Recreational Greenspace (ANRG), Public Open Space (POS) and play spaces including management and maintenance framework (including provision for the scenario whereby management is not undertaken properly or the management company ceases to operate)
  - ANRG Phase 1 Phasing Plan;
  - Biodiversity Net Gain management and monitoring;
  - Community Facility contribution in lieu of community focal point ;
  - District Council Monitoring charges (recreational habitat mitigation commencement and on-site monitoring and/or inspections, affordable housing monitoring, biodiversity net gain monitoring, public open space);
  - Formal public open space (football pitch) contribution;
  - Habitat Mitigation;
  - Linden Ring 3 footpath improvement contribution;
  - Hampshire County Council:-
    - Primary Education in Ringwood contribution;
    - Countryside Services (Public Rights of Way) contribution;
    - Local Highway Authority contribution.
- ii. the imposition of the conditions set out below and any additional / amended conditions deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

### Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. **Reserved matters time limit**



The application for the approval of reserved matters shall be made within a period of three years from the date of this permission. The development shall be begun no later than two years from the final approval of details.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### 3. **Reserved matters details**

No development shall take place on any outline part of the site including site clearance and demolition works until the scale and appearance of the development which shall include detailed elevation and floor plans, and the hard and soft landscaping of the site (herein referred to as the reserved matters, as well as any outstanding conditions set out in this decision notice), insofar as they relate to the development, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004)

### 4. **Approved Plans (Outline and Full)**

The development in Phase 1 and Phase 2 shall be carried out in accordance with the following approved plans:

*Full (Phase 1) and Outline (Phase 2)*

- Site Location Plan, Pegasus, 18/1/2024, P21-1078-DE-003-0100 Rev. A
- Building Scale Parameter Plan, Pegasus, 19/1/2024, P21-1078-DE-004-0110 Rev. A
- Land Use Parameter Plan, Pegasus, 19/1/2024, P21-1078-DE-004-0107 Rev. A
- Movement and Access Parameter Plan, Pegasus, 19/1/2024, P21-1078-DE-004-0108 Rev. A
- Building Density Parameter Plan, Pegasus, 19/1/2024, P21-1078-DE-004-0109 Rev. A
- Landscape Parameter Plan, Pegasus, 19/1/2024, P21-1078-DE-004-0112 Rev. B
- Landscape Masterplan and Alternative Natural Greenspace Strategy, edp 5444\_d054q, 16 May 2024
- Open Space Strategy, edp 5444\_d093l, 16 May 2024
- Alternative Natural Recreational Greenspace (ANRG) Strategy, edp 5444\_d114a, 22 January 2024

The development in Phase 1 ONLY shall be carried out in accordance with the following approved plans:

*Phase 1 (Full application ONLY):*

- Phase 1 Masterplan, Pegasus, 27/3/2024, P21-1078-DE-003-0101 Rev. C
- Phase 1: Detailed NEAP Play Design, edp 5444\_d067j, 16 May 2024
- Phase 1: Detailed LEAP Play Design, edp 5444\_d099c, 16 May 2024
- ANRG Crossing, edp 5444\_d117a, 15 March 2024
- Refuse Plan, Pegasus, 10/4/2024, P21-1078-DE-003-0102 Rev. B
- Boundary Treatment Plan, Pegasus, 10/4/2024, P21-1078-DE-003\_0103 Rev. B
- Phase 1 Building Heights Plan, Pegasus, P21-1078-DE-003-0104 Rev. B
- Phase 1 Parking Plan, Pegasus, P21-1078-DE-003-0105 Rev. B
- Phase 1 Materials Plan, Pegasus, P21-1078-DE-003-0106 Rev. B
- Phase 1 Housing Tenure Plan, Pegasus, P21-1078-DE-003-0107 Rev. C
- Phase 1 EV Charging Plan, Pegasus, P21-1078-DE-003-0117 Rev. A

*Phase 1 (Full application ONLY) – Housetype Pack received 15 April 2024*

- Garages and Car Barns, Pegasus, 17/10/2022, Ref: P21-1078-DE-0200 to 0213 inclusive
- House plans and elevations, Pegasus, 17/10/2022 with the following reference numbers:
  - P21-1078-DE-0300
  - P21-1078-DE-0301\_1
  - P21-1078-DE-0302\_1 B
  - P21-1078-DE-0302\_2 B
  - P21-1078-DE-0302\_3
  - P21-1078-DE-0302\_4
  - P21-1078-DE-0303\_1
  - P21-1078-DE-0303\_2 B
  - P21-1078-DE-0304\_1
  - P21-1078-DE-0304\_2 A
  - P21-1078-DE-0305
  - P21-1078-DE-0306\_1 A
  - P21-1078-DE-0306\_2
  - P21-1078-DE-0306\_3
  - P21-1078-DE-0307\_1 A
  - P21-1078-DE-0307\_2 B
  - P21-1078-DE-0308\_1
  - P21-1078-DE-0308\_2
  - P21-1078-DE-0308\_3
  - P21-1078-DE-0308\_4
  - P21-1078-DE-0308\_5 A
  - P21-1078-DE-0308\_6
  - P21-1078-DE-0308\_7
  - P21-1078-DE-0309\_1 C
  - P21-1078-DE-0309\_2 A
  - P21-1078-DE-0309\_3 B

- P21-1078-DE-0309\_4 C
- P21-1078-DE-0310\_1 A
- P21-1078-DE-0310\_2 A
- P21-1078-DE-0311\_1 B
- P21-1078-DE-0312\_1 A
- P21-1078-DE-0312\_2 A
- P21-1078-DE-0312\_3 A
- P21-1078-DE-0313\_1
- P21-1078-DE-0313\_2
- P21-1078-DE-0314\_1 A
- P21-1078-DE-0314\_2 B
- P21-1078-DE-0314\_3 A
- P21-1078-DE-0314\_4
- P21-1078-DE-0314\_5 B
- P21-1078-DE-0315\_1 A
- P21-1078-DE-0315\_2 A
- P21-1078-DE-0316\_1 A
- P21-1078-DE-0316\_2 A
- P21-1078-DE-0400\_1
- P21-1078-DE-0401\_1
- P21-1078-DE-0402\_2
- P21-1078-DE-0402\_1
- P21-1078-DE-0403\_1
- P21-1078-DE-0403\_2
- P21-1078-DE-0403\_3
- P21-1078-DE-0403\_4 A
- P21-1078-DE-0404\_1 A
- P21-1078-DE-0404\_2 A
- P21-1078-DE-0405\_1 A
- P21-1078-DE-0406\_1 A
- P21-1078-DE-0406\_2 B
- P21-1078-DE-0406\_3 A
- P21-1078-DE-0406\_4 A
- P21-1078-DE-0407 A
- P21-1078-DE-0408\_1 B
- P21-1078-DE-0408 2
- P21-1078-DE-0408 3
- P21-1078-DE-0409\_1 A
- P21-1078-DE-0409\_2 B
- P21-1078-DE-0409\_3 A
- P21-1078-DE-0410\_1
- P21-1078-DE-0410\_2
- P21-1078-DE-0411\_1
- P21-1078-DE-0411\_2
- P21-1078-DE-0411\_3 A
- P21-1078-DE-0411\_4 A
- P21-1078-DE-0412\_1
- P21-1078-DE-0412\_2 A
- P21-1078-DE-0413\_1
- P21-1078-DE-0413\_2
- P21-1078-DE-0413\_3
- P21-1078-DE-0413\_4
- P21-1078-DE-0414\_1
- P21-1078-DE-0414\_2

- P21-1078-DE-0415\_1
- P21-1078-DE-0415\_2

**5. Maintenance of car parking spaces: Garages and Car Barns (Phase 1)**

Notwithstanding the provisions of the Town and Country General Permitted Development Order 2015 as amended, (or any revocation, amendment or re-enactment of that Order), the garages and car barns hereby approved in Phase 1 whether integral or as outbuildings/extensions to the dwelling or shall not be converted into additional living accommodation but shall be kept available for the parking of private motor vehicles. All car barns shall be retained in perpetuity as open structures and shall not be fitted with external doors other than those shown on the approved plans.

Reason: To ensure a reasonable and adequate level of parking is retained for the dwellings hereby permitted and to prevent ad hoc parking on pavements, cycle/footways and verges in the interests of highway safety for both pedestrians and vehicles.

**6. Residential Cycle Storage (Phase 1)**

The residential dwellings in Phase 1 Plots 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 16, 17, 18, 19, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 98, 99, 100, 101, 102, 103, 104, 105, 106, 108, 109, 110, 111, 112, 114, 115, 116, 117, 119, 120, 123, 124, 125, 126, 127, 128, 129, 137, 138, 139, 140, 142, 143, 149 and 150 as set out in the Phase 1 Masterplan (Pegasus, 27/3/2024, Ref: P21-1078-DE-003-0101-C) hereby permitted shall not be occupied until a wooden garden shed with the agreed specifications set out below is provided in the rear garden:

- i. Shed Size: minimum 1.8m (depth) x 1.2m (width) x 1.85m (height).
- ii. Shed Framing EX 38x50mm (finish size 34x45mm).
- iii. Shed cladding (Shiplap) EX 16x125mm (finish size 12x120mm)
- iv. All timber is Redwood Viths.
- v. All sheds dipped with Protek PR30 water-based treatment (Light Brown)  
Green Mineral Felt roof.
- vi. Standard Fittings (12" 300mm galvanised T-Hinges (1no pair); 2" 50mm galvanised Turn Buttons (2no); Hinges are fitted with security screws); and
- vii. A suitable combination or key padlock.

Reason: To satisfy Local Plan Policy ENV3 criterion (iv)

**7. Waste Collection - Flatted Blocks (Phase 1)**

The development hereby approved shall incorporate a suitably designed dropped kerb on the road parallel to the northern elevation of the integral bin store to serve the flatted blocks (Plots 41-45 and 92-96), which shall be suitably sized to enable bins to be safely manoeuvred and returned to the flatted blocks and installed prior to first occupation of the residential units to which the bin store serves. Bin storage points shall also be provided as shown prior to occupation of that part of the site to which the bin storage

point relates.

Reason: To ensure a satisfactory form of development compliant with Local Plan policy ENV3.

8. **Site Levels (Phase 1)**

Prior to the commencement of any part of the development of Phase 1, details of all intended land and site levels, including finished floor levels for all buildings, existing and proposed levels of public open space areas (including ANRG and all drainage basins and swales), and the existing and proposed site contours, shall be submitted to and agreed in writing by the Local Planning Authority. Development shall only proceed in accordance with the approved details.

Reason: To ensure that the development takes appropriate account of, and is responsive to, existing changes in levels across the site.

9. **Phasing of Development (Phase 1 - Full application area)**

Prior to the commencement of any part of the development including any site clearance and demolition works, a detailed phasing plan for Phase 1 (Full application area), including all on and off-site works, plot construction programme, all highway and drainage infrastructure works, green infrastructure works, landscaping, public open spaces, recreation facilities, and all on and off-site foul and surface water drainage works, shall be agreed in writing with the Local Planning Authority (LPA).

The phasing plan as so agreed shall be implemented in full unless any written variation has been agreed beforehand in writing with the LPA.

Reason: To ensure the development is fully completed in an acceptable timetable and in accordance with the approved plans hereby permitted.

10. **Public Right of Way Access**

No vehicles, machinery, equipment, materials, waste or anything else associated with the works hereby proposed shall be parked, stored or positioned on or near (10 metres either side) to Ringwood Footpath 45 or Ringwood Bridleway 509 as to cause an obstruction, hinderance or hazard to the public, who retain the right to use the Public Rights Of Way network at all times.

Reason: In the interests of highway safety and the protection and amenity of users of the public right of way.

11. **Public Right of Way - Diversion**

Should the proposed pedestrian crossing point of Moortown Lane on the site's southeast boundary be approved the applicant shall apply to an order making authority to divert the legal line of Ringwood Footpath 45 from its present alignment to that demonstrated in the Movement and Access

Parameter Plan, where the route is shown in a southwest-northeast alignment at its southern end adjacent to Moortown Lane.

Reason: In the interests of highway safety and the protection and amenity of users of the public right of way.

12. **Phase 1 Internal Pedestrian and Cycle Links Pre-Occupation**

The internal primary and secondary pedestrian and cycle links in the Phase 1 development as set out in the Movement and Access Parameter Plan (Pegasus, P21-1078- DE-004-0108 Rev. A) (19/1/2024) which connect to Crow Arch Lane (Crow Arch Lane to Castleman Trail Pedestrian and Cycle Route, I-Transport, 6/10/2020, Ref: ITB-12364-GA-008 Rev. H) should be provided prior to first occupation of Phase 1 and available for use in perpetuity.

Reason: In the interests of highway safety.

13. **Internal Primary Route Delivery and Standards**

The proposed internal primary routes which connect to (i) the Employment Land parcel in the north-west of the Allocation Site and (ii) the residual housing area in the north-east of the Allocation Site as set out in the Movement and Access Parameter Plan (Pegasus, P21-1078- DE-004-0108 Rev. A) (19/1/2024) will be provided to an adoptable standard to the boundaries of the application site to facilitate future vehicular, cycle and pedestrian access and provided prior to the 200<sup>th</sup> occupation in the application site.

Reason: In the interests of local accessibility and highway safety.

14. **Construction Traffic Management Plan (CTMP)**

No development hereby permitted shall commence, including site clearance or other demolition works until a Construction Traffic Management Plan (CTMP), to include details of provision to be made for the following, has been submitted to and approved in writing by the LPA following consultation with the Local Highways Authority and Highways England. The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction.

- viii. on site contractor's parking, and mess facilities
- ix. construction traffic access,
- x. site exiting construction vehicle and road cleaning procedures,
- xi. the turning and parking of delivery vehicles within the confines of the site,
- xii. lorry and delivery vehicle routeing to and from the site
- xiii. delivery times for construction materials including soil and hardcore
- xiv. a programme of works including phasing

Reason: In the interests of highway safety and local general amenity.

15. **Detailed Surface Water Drainage Strategy Scheme**

No development shall begin until a detailed surface water drainage scheme for the site (Phase 1 Full), based on the principles within the drainage strategy Hydrock Strategy Addendum, 27 March 2024, Ref: 21887-HYD-xx-xx-TN-c-0002 Rev. P06, Sections 2 (Surface Water Drainage Strategy) and 3 (Management and Maintenance) that has been submitted and approved in writing by the Local Planning Authority. The submitted details should include:

- i. A technical summary highlighting any changes to the design from that within the drainage strategy.
- ii. Infiltration test results undertaken in accordance with BRE365 and providing a representative assessment of those locations where infiltration features are proposed.
- iii. Detailed drainage plans to include type, layout and dimensions of drainage features including references to link to the drainage calculations.
- iv. Detailed drainage calculations to demonstrate existing runoff rates are not exceeded and there is sufficient attenuation for storm events up to and including 1:100 + climate change.
- v. Evidence that urban creep has been included within the calculations.
- vi. Confirmation that sufficient water quality measures have been included to satisfy the methodology in the Ciria SuDS Manual C753.
- vii. Exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

Details for the long-term maintenance arrangements for the surface water drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the dwellings. The submitted details shall include:

- i. Maintenance schedules for each drainage feature type and ownership; and
- ii. Details of protection measures

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal is incorporated into the design and the build and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

**16. No operational development within Flood Zones 2 and 3**

There must be no operational development within Flood Zones 2 and 3, inclusive of ground level changes, roads, and drainage features. There shall be no raising of existing ground levels on the site within fluvial flood zones 2 and 3. There shall be no storage of any materials including soil within the 1% annual probability (1 in 100) flood extent with an appropriate allowance for climate change. Any walls or fencing constructed within flood zones 2 and 3 shall be designed to be permeable to flood water. Access arrangements must not be impacted by flood waters.

Reason: To prevent obstruction to the flow and storage of flood water, with a consequent increased risk of flooding.

17. **Phase 1 Foul Water Drainage Strategy**

No development shall take place until a detailed scheme to deal with foul sewage, including connections to existing off-site foul drainage systems have been submitted to and agreed in writing with the Local Planning Authority. No occupation of any Phase 1 dwelling shall take place until the approved scheme is implemented.

Reason: To ensure that a foul drainage scheme is available prior to the first occupation of Phase 1.

18. **Phosphate mitigation and water efficiency**

The development hereby approved shall not be occupied unless

- A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the local planning authority; all measures necessary to meet the agreed waste water efficiency calculation must be installed before first occupation and retained thereafter;
- Proposals for the mitigation or offsetting of the impact of phosphorus arising from the development on the River Avon Special Area of Conservation (SAC), including mechanisms to secure the timely implementation of the proposed approach, have been submitted to and approved in writing by the local planning authority. Such proposals must:
  - (a) Provide for mitigation in accordance with the Council's Phosphorus Mitigation Strategy (or any amendment to or replacement for this document in force at the time), or for other mitigation which achieves a phosphorous neutral impact from the development;
  - (b) Provide details of the manner in which the proposed mitigation is to be secured. Details to be submitted shall include arrangements for the ongoing monitoring of any such proposals which form part of the proposed mitigation measures.

The development shall be carried out in accordance with and subject to the approved proposals.

Reason: The impacts of the proposed development must be mitigated before any development is carried out in order to ensure that there will be no adverse impacts on the River Avon Special Area of Conservation (SAC), in accordance with the Council's Phosphorus Mitigation Strategy / the Avon Nutrient Management Plan.



19. **Phase 1 Landscape Ecological Management Plan (LEMP)**

The Phase 1 Landscape and Ecological Management Plan (LEMP) (EDP, February 2024, Ref: edp5444\_r033c) sets out a framework for the protection, establishment, management, maintenance and monitoring of the landscape and ecology features in Phase 1 of the development as set out in the Ecological Features Plan (EDP, 19 January 2024, Ref: edp5444\_d097a). The Phase 1 LEMP is to be read and enacted upon in conjunction with the following drawings and reports:

- All approved detailed Landscape Design plans in Condition 28;
- Ecology Baseline;
- Environmental Statement (Campbell Reith) – Volume 1 Chapter 8: Ecology and Nature Conservation (December 20210)
  - i. Key features to be retained, enhanced and created should be fully addressed in line with Section 3 of the LEMP (EDP, February 2024, Ref: edp5444\_r033c).
  - ii. During the construction phase of Phase 1 all habitat creation and landscaping planting should be undertaken in line with Section 4 of the LEMP (EDP, February 2024, Ref: edp5444\_r033c) taking full account of the Construction Environmental Management Plan (CEMP).
  - iii. For Years 1 to 5 following commencement of Phase 1 development the site developer should fully enact the Management Objectives and Maintenance Operations set out in Table 5.1 of the LEMP (EDP, February 2024, Ref: edp5444\_r033c).
  - iv. Monitoring and Timetable of Phase 1 Works should be fully undertaken in line with Section 7 of the LEMP (EDP, February 2024, Ref: edp5444\_r033c).
  - v. For Years 6 to 15 following commencement of Phase 1 development the site developer should fully enact the Management and Maintenance tasks in line with Section 6 of the LEMP (EDP, February 2024, Ref: edp5444\_r033c).

Reason: In the interests of the protection of landscape and ecological assets on site and their continued protection and enhancement, and to ensure that all public areas are properly managed.

20. **Phase 2 Landscape Ecological Management Plan (LEMP)**

No development shall take place on Phase 2, or the 151st residential dwelling until the Phase 1 Landscape and Ecological Management Plan (LEMP) (EDP, February 2024, Ref: edp5444\_r033c) is reviewed after with any necessary changes to the protection, establishment, management, maintenance and monitoring documented within an updated LEMP which covers the residual landscape and ecological assets within the application site. The updated LEMP should be submitted and agreed in writing with the LPA prior to the commencement of works on Phase 2.

Reason: In the interests of the protection of landscape and ecological

assets on site and their continued protection and enhancement, and to ensure that all public areas are properly managed.

## 21. **Phase 1 Biodiversity Net Gain**

Prior to the first occupation of any Phase 1 housing unit (dwellings 1 to 150) the details of a biodiversity net gain package of on-site (supplemented if necessary off-site of BNG) in a Biodiversity Net Gain Monitoring and Management Plan covering a period of 30 years from commencement of each development phase - shall be submitted to, and approved in writing by, the LPA. This package, whether on or off site or a combination of the two, should secure the identified 10% BNG arising from the Phase 1 element of the development and include:

- i. An updated calculation of the number of biodiversity units required to provide a 10% BNG in accordance with DEFRA Biodiversity Metric Calculation July 2021 (or a metric based on the latest guidance);
- ii. If offsetting is needed the details of the BNG project including its location;
- iii. A timetable for the provision of the BNG project;
- iv. Details of the management of the BNG project;
- v. Details of the future monitoring of the BNG project in perpetuity. The BNG package as approved shall be provided prior to the occupation of the penultimate dwelling on the site and thereafter retained as such; and
- vi. Written confirmation that the required number of offsetting BNG units had been secured.

The BNG monitoring report should be produced by a suitably qualified and experienced Ecologist and shall include the following for the target habitats:

- Credentials of the ecologist undertaking the monitoring;
- Assessment of habitats against the objectives and target condition defined in the management plan / assessment;
- Habitat type, extent and condition;
- Any presence recorded of target species;
- Date stamped photos accompanied by detailed site notes on extent of growth and condition using indicators in the management plan with any other notes of interest;
- If the target species /habitat is not present, provide detailed site notes on factors that are / could hinder growth or establishment;
- Detailed specific recommendations (where appropriate) on management actions to promote growth / establishment of target species / habitats including timescales for undertaking actions and marked site plans to show the actions;
- Photographs from the fixed monitoring points detailed in the management plan using high quality images

Reason: To ensure Biodiversity Net Gain is secured as part of the development in accordance with Policies ENV3, ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policies DM1, DM2 and DW-E12 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management), NFDC interim Biodiversity Guidance and the

## 22. Phase 2 Biodiversity Net Gain

Prior to the first occupation of any Phase 2 housing unit (dwellings 151 to 443) the details of a BNG package of on-site supplemented if necessary off-site of BNG shall be submitted to, and approved in writing by, the LPA. This package, whether on or off site or a combination of the two, should secure the identified 10% BNG arising from the Phase 2 element of the development and include:

- i. An updated calculation of the number of biodiversity units required to provide a 10% BNG in accordance with DEFRA Biodiversity Metric Calculation July 2021 (or a metric based on the latest guidance);
- ii. If offsetting is needed the details of the BNG project including its location;
- iii. A timetable for the provision of the BNG project;
- iv. Details of the management of the BNG project;
- v. Details of the future monitoring of the BNG project in perpetuity. The BNG package as approved shall be provided prior to the occupation of the penultimate dwelling on the site and thereafter retained as such.
- vi. Written confirmation that the required number of offsetting BNG units had been secured.

The BNG monitoring report should be produced by a suitably qualified and experienced Ecologist and shall include the following for the target habitats:

- Credentials of the ecologist undertaking the monitoring;
- Assessment of habitats against the objectives and target condition defined in the management plan / assessment;
- Habitat type, extent and condition;
- Any presence recorded of target species;
- Date stamped photos accompanied by detailed site notes on extent of growth and condition using indicators in the management plan with any other notes of interest;
- If the target species /habitat is not present, provide detailed site notes on factors that are / could hinder growth or establishment;
- Detailed specific recommendations (where appropriate) on management actions to promote growth / establishment of target species / habitats including timescales for undertaking actions and marked site plans to show the actions;
- Photographs from the fixed monitoring points detailed in the management plan using high quality images

Reason: To ensure Biodiversity Net Gain is secured as part of the development in accordance with Policies ENV3, ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policies DM1, DM2 and DW-E12 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management), NFDC interim Biodiversity Guidance and the Environment Act 2021.

**23. Phase 1 Ecological Construction Method Statement (ECMS)**

No development shall take place on Phase 1 (Full application - dwellings 1 to 150), including any works of demolition and site clearance, until an Ecological Construction Method Statement (ECMS) has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the approved ECMS shall be implemented and adhered to throughout the entire Phase 1 construction period.

All Phase 1 works shall be carried out in accordance with the methodology and details set out in the Phase 1 Landscape and Ecological Management Plan (LEMP) (EDP, February 2024, Ref: edp5444\_r033c) and other relevant submitted ecological documents and include the following to be submitted for approval:

- i. Method for ensuring no wildlife is trapped during construction works
- ii. Protective fencing and other arrangements during construction
- iii. Delivery of toolbox talks to all operatives
- iv. Storage of topsoil and other materials including tree protection measures
- v. Detail measures to avoid and mitigate construction impacts on species and retained habitats
- vi. Sensitive lighting during construction on sensitive ecological receptors e.g. roosts, bat flight lines, retained vegetation etc.

Reason: To comply with Local Plan policies STR1 and ENV3 and in the interests of the protection of ecological assets on site and their continued protection and enhancement in accordance with Local Plan policies STR1, ENV3 and DM2.

**24. Phase 2 Ecological Construction Method Statement (ECMS)**

No development shall take place on Phase 2 (Outline - dwellings 151 to 443), including any works of demolition and site clearance, until an updated Phase 2 Ecological Construction Method Statement (ECMS) has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the approved ECMS shall be implemented and adhered to throughout the entire Phase 2 construction period.

All Phase 2 works shall be carried out in accordance with the methodology and details set out in a Phase 2 Landscape and Ecological Management Plan (LEMP) (as per Condition 23) and include the following to be submitted for approval:

- i. Method for ensuring no wildlife is trapped during construction works;
- ii. Protective fencing and other arrangements during construction;
- iii. Delivery of toolbox talks to all operatives;
- iv. Storage of topsoil and other materials including tree protection measures;
- v. Detail measures to avoid and mitigate construction impacts on species and retained habitats; and
- vi. Sensitive lighting during construction on sensitive ecological receptors e.g. roosts, bat flight lines, retained vegetation etc.

New supplementary ecological desk study and site surveys shall be undertaken as necessary to inform the preparation and implementation of

Phase 2 ecological mitigation measures to be set out in the Phase 2 ECMS in line with the CIEEM April 2019 Advice Note on the lifespan of ecological reports. The supplementary surveys shall be of an appropriate type and survey methods shall follow national good practice guidelines.

Reason: To comply with Local Plan policies STR1 and ENV3 and in the interests of the protection of ecological assets on site and their continued protection and enhancement in accordance with Local Plan policies STR1, ENV3 and DM2.

## 25. Phase 1 Wildlife enhancements

Prior to commencement of development a detailed scheme including site plans showing the exact location of each feature for the placement of the wildlife enhancements set out in Section 3 (Key Features to be Retained, Enhanced and Created) (Paragraphs 3.38 to 3.57) of the Phase 1 Landscape and Ecological Management Plan (LEMP) (EDP, February 2024, Ref: edp5444\_r033c). This includes the installation of:

- i. 150 swift boxes (finish to match that of the building if integrated) in line with the guidance set out in Paragraph 3.40 of the LEMP;
- ii. 150 bat boxes in line with the guidance set out in Paragraph 3.44 of the LEMP;
- iii. Holes in garden boundary fences of a minimum of 120mm x 120mm between garden boundary fences to be achieved through the installation of hedgehog friendly gravel boards or by alteration of standard gravel boards;
- iv. Four hibernacula will be created: two within the site and two within the ANRG Land. The design of the hibernacula will broadly follow that provided in the Design Manual for Roads and Bridges and the Reptile Habitat Management Handbook (as footnoted in Paragraph 3.50 of the LEMP).
- v. Four invertebrate towers within the Phase 1 site.

Reason: To ensure that biodiversity enhancement measures are delivered throughout the development; and to ensure that a key aspect of sustainability is delivered in accordance with Local Plan policies DM2 and ENV 3.

## 26. Bats and Lighting

No development shall take place until a Phase 1 site wide sensitive lighting design strategy for biodiversity” in line with BCT / ILP Guidance Note 08/23 ‘Bats and artificial lighting at night’ for all areas to be lit shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- a) Identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important commuting routes used to access key areas of their territory, for example, for foraging;
- b) Identify and take account dedicated bat roost features provided by the development; and

- c) Show how and where external lighting will be installed (through the provision of appropriate lighting contour (lux) plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places and that dark corridors will be maintained.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the LPA.

Reason: To ensure that biodiversity enhancement measures are delivered throughout the development; and to ensure that a key aspect of sustainability is delivered in accordance with Local Plan policies DM2 and ENV 3.

## 27. **Badgers**

Prior to the commencement of any construction work on the application site (Phase a and Phase 2), an updated Badger Survey shall be undertaken by a suitably qualified and experienced ecologist, and a Method Statement for Badgers during Construction shall be submitted to the Local Planning Authority for written approval. The development shall be carried out in full accordance with the approved Method Statement.

Reason: To ensure that biodiversity enhancement measures are delivered throughout the development; and to ensure that a key aspect of sustainability is delivered in accordance with Local Plan policies DM2 and ENV 3.

## 28. **Phase 1 Hard and Soft Landscaping Detailed Design**

Before development commences a scheme of detailed hard and soft landscaping plans for Phase 1 shall be submitted for approval in writing by the Local Planning Authority. This scheme shall include:

- i. A schedule and plan of the existing trees and shrubs which have been agreed to be retained.
- ii. A schedule and specification for new tree planting (species, size, spacing, location, details of irrigation pipe) for the proposed Phase 1 public open space including informal open space, alternative natural recreational greenspace, areas with open surface water drainage features (within and without the ANRG) and play areas.
- iii. A schedule and specification for new soft planting (hedgerow, shrub, turf, lawns, bulbs and meadow) in terms of species, size, spacing and location for the proposed Phase 1 public open space including informal open space, alternative natural recreational greenspace, areas with open surface water drainage features (within and without the ANRG) and play areas.
- iv. A schedule and specification for new tree planting (species, size,

spacing, location, details of irrigation pipe) for the public realm in the proposed Phase 1 housing area and a plan showing how adequate rooting volumes for each tree proposed within the housing area will be achieved and indicating the location and extent of any structural tree soil, crate systems and root barriers.

- v. A schedule and specification for all new soft planting (species, size, spacing, location) for the public realm in the proposed Phase 1 housing area.
- vi. A schedule and specification of all hard landscaping and means of enclosure, including those proposed to prevent anti-social vehicular parking, in Phase 1 for all public open space and public realm.
- vii. A schedule and specification of all hard and soft landscaping in the rear gardens of all dwellings in Phase 1.
- viii. A specification of the proposed bollard located in the centre of the emergency access in the south-west corner of Phase 1.
- ix. A specification for the protection of all new soft landscape planting in Phase 1 (e.g., temporary fences, rabbit guards, mulching).
- x. A schedule and specification of ANRG interpretation boards relating to relevant ecological interests and a separate reptile hibernacula information board relating to the northern part of the Phase 1 ANRG.
- xi. A schedule and specification of all Phase 1 benches, fencing, hibernacula, rock/boulders, feature logs and wooden direction posts.
- xii. All public bins within Phase 1 shall be wooden combined litter/dog waste such as Wybone or similar as agreed with the Local Planning Authority and attached to a suitable concrete base.

All Phase 1 soft landscaping (trees and shrubs) proposals hereby approved under this condition shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a programme agreed in writing with the Local Planning Authority. All planted materials shall be maintained for at least five years and any trees or plants removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced with others of similar size and species to those originally required to be planted.

No development shall take place unless these details have been approved and then only in accordance with those details.

Reason: To ensure that the development provides a suitable soft and hard landscaping strategy and arboricultural strategy and to comply with Local Plan Policies ENV3 and ENV4.

The Phase 1 LEAP and NEAP play areas shall be implemented strictly in accordance with the approved plans (Phase 1: Detailed NEAP Play Design, edp 5444\_d067j, 16 May 2024 and Phase 1: Detailed LEAP Play Design, edp 5444\_d099c, 16 May 2024).

The LEAP shall be completed, subject to suitable safety certification by suitably qualified third-party inspector and made available for use prior to the 1st Phase 1 residential dwelling being occupied.

The NEAP shall be completed, subject to suitable safety certification by suitably qualified third-party inspector and made available for use prior to the 25th Phase 1 residential dwelling being occupied.

All play equipment and street furniture, and other facilities in connection with the use of the LEAP and NEAP play areas shall be kept available for the public use in perpetuity and managed in accordance with the details agreed in the allied s106 planning obligation.

Reason: To ensure that the Phase 1 development provides a suitable set of safe play spaces for the local community.

**30. Materials and final drawings for dwellings - Phase 1**

Prior to the commencement of any works above slab level of any of the dwellings hereby permitted in Phase 1 (Full application) a full final elevation and floor plan for each dwelling type including all materials (manufacturer names, type and colour) to be used on all dwellings, garages and car barns i.e. facing bricks, wall renders, weatherboarding, tile hanging including finish and colours, joinery details, roofing materials, eaves boards, ridge tiles, solar and photovoltaic panels or other renewable energy measures including the finish colour of the EV charging box to be used on individual plots, together with the materials and colour of rainwater goods, soil and vent pipes, meter boxes including their intended finish, shall be submitted to and agreed in writing with the LPA. The development shall be completed in accordance with the details as may be agreed.

Reason: In the interests of the appearance and character of the development and to comply with New Forest Local Plan policy ENV3

**31. Archaeology**

No demolition and/or development shall take place within the application site boundary (Phases 1 and 2) as set out in the Site Location Plan, Pegasus, 18/1/2024, P21-1078-DE-003-0100 Rev. A until a programme of archaeological work has been secured, including a Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and:

- i. The programme and methodology of site investigation and recording;
- ii. The programme for post investigation assessment;
- iii. Provision to be made for analysis of the site investigation and recording;



- iv. Provision to be made for publication and dissemination of the analysis and records of the site investigation;
- v. Provision to be made for archive deposition of the analysis and records of the site investigation; and
- vi. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation

No demolition and/or development shall take place other than in accordance with the approved Written Scheme of Investigation.

The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved and the provision made for analysis, publication and dissemination of results and archive deposition has been secured and agreed in writing by the Local Planning Authority.

Further archaeological work may be required subject to the findings of the evaluation.

Reason: To ensure that archaeological remains and features are suitably protected and recorded in accordance with Local Plan Part Two 2014 Policy DM1.

### 32. **Heritage Assets**

Before highways works relating to the junction of Moortown Lane and Christchurch Road commences a scheme for the protection of the listed milestone shall be submitted to and approved in writing by the Local Planning Authority. Such protection shall be erected prior to any other site operation and at least 24 hours notice shall be given to the Local Planning Authority that it has been erected. The monument protection measures installed shall be maintained and retained for the full duration of the works or until such time as agreed in writing with the Local Planning Authority.

Reason: To ensure the protection of the listed milestone and avoidance of damage during the highways works phase in accordance with Policies ENV3 and DM1 of the Local Plan 2016-2036.

### 33. **Minerals safeguarding**

No development shall take place, excluding site clearance, enabling and demolition works, until a method statement covering the following matters has first been submitted to and approved in writing by the Local Planning Authority.

- i. A method for ensuring that minerals that can be viably recovered during the development operations are recovered and put to beneficial use; and
- ii. A method to record the quantity of recovered mineral (re-use on-site or off-site) and to report this data to the MPA upon completion of the development.

The development shall be carried out in accordance with the method

statement so agreed.

Reason: To ensure that any minerals found on the site can be re-used in accordance with New Forest Local Plan Part One 2020 Policy STR9

34. **Phase 1: Noise**

A full stage 2 Acoustic Design Statement (ADS) including the four key elements in accordance with ProPG: Planning and Noise shall be submitted to ensure that internal and external noise levels for the residential accommodation in Phase 1 shall not exceed the designated minimum standards stated. The scheme shall be approved in writing by the Local Planning Authority prior to the first residential occupation on Phase 1 and the approved scheme shall be implemented, maintained and retained.

Reason: In the interests of the amenities of occupiers.

35. **Phase 2: Noise**

At reserved matters stage, a full stage 2 Acoustic Design Statement (ADS) including the four key elements in accordance with ProPG: Planning and Noise shall be submitted to ensure that internal and external noise levels for the residential accommodation shall not exceed the designated minimum standards stated. The scheme shall be approved in writing by the Local Planning Authority prior to the first residential occupation on Phase 2 and the approved scheme shall be implemented, maintained and retained.

Reason: In the interests of the amenities of occupiers.

36. **Construction Environmental Management Plan (CEMP)**

No development shall take place, including any works of demolition, until a Construction Management Plan (CEMP) has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter, the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters:

- a) An indicative programme for carrying out of the works;
- b) Details of the arrangements for public engagement / consultation both prior to and continued liaison during the construction works;
- c) Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s);
- d) Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination;
- e) The parking of vehicles of site operatives and visitors;
- f) Loading and unloading of plant and materials, including permitted times for deliveries;
  
- g) Storage of plant and materials used in constructing the development;

- h) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- i) The provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulations Orders);
- j) Measures to control the emission of dust and dirt during construction;
- k) A scheme for recycling / disposing of waste resulting from demolition and construction works i.e. no burning permitted.

Reason: To ensure that construction works are not harmful to existing local residents who may be affected during the works and to comply with Local Plan policy CCC1

**37. Removal of Permitted Development Rights Plots 1 to 14 (Phase 1)**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended (or any revocation, amendment or re-enactment of that Order) no extension (or alterations) otherwise approved by Classes AA, A, B or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order, or means of enclosure otherwise approved by Class A of Part 2 of Schedule 2 to the Order shall be erected or carried out on Plots 1, 2, 3, 4, 5, 6, 7, 8,9, 10, 11 and 12 of Phase 1 without express planning permission first having been granted.

Reason: In view of the Phase 1 layout of the development the Local Planning Authority would wish to ensure that any future development proposals do not adversely affect the amenities of the occupiers of the existing neighbouring properties to the west contrary to Local Plan Policy ENV3 criterion (ii).

**38. Construction: Hours of Operation**

Unless otherwise approved in writing by the Local Planning Authority, all works and ancillary operations in connection with the construction of the development, including the use of any equipment or deliveries to the site, shall be carried out only between 0800 hours and 1830 hours on Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays and at no time on Sundays, Bank Holidays or Public Holidays, unless in the case of any emergency works that may be required urgently.

Reason: To safeguard residential amenities.

**39. Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until conditions relating to contamination no 41 to 43 have been complied with.**

If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the

unexpected contamination to the extent specified by the Local Planning Authority in writing until condition 44 relating to the reporting of unexpected contamination has been complied with in relation to that contamination.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and Policy DM5 of the Local Plan For the New Forest District outside the National Park. (Part 2: Sites and Development Management).

40. An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with the Environment Agency's technical guidance, Land Contamination Risk Management (LCRM).

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

41. Where contamination has been identified, a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

42. Where a remediation scheme has been approved in accordance with condition 42, the approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works. Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

43. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition 41, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 42, which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 42.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CCC1 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM5 of the Local Plan for the New Forest District outside the National Park. (Part 2: Sites and Development Management).

#### 44. **High Speed Fibre Broadband**

Prior to the occupation of each dwelling in the development hereby approved, the necessary infrastructure required to enable high speed fibre broadband connections shall be provided within the site up to property thresholds, unless otherwise agreed in writing with the Local Planning Authority.

Reason: In accordance with Local Plan Policy IMPL2: Development Standards criterion (v).

#### 45. **Reptile Mitigation**

The development, including mitigation, shall be carried out in full accordance with the approved Reptile Mitigation Strategy (edp, January 2024, (Ref: edp 5444\_r031e) and the Reptile Displacement Area and Reptile Enhancement Area plan (edp, 19 January 2024, edp 5444\_d094d).

Reason: To ensure that biodiversity enhancement measures are delivered throughout the development; and to ensure that a key aspect of sustainability is delivered in accordance with Local Plan policies DM2 and ENV 3.

#### 46. **Retained Trees**

The trees/hedges on the site which are shown to be retained on the approved plans shall be protected during all site clearance, demolition and building works in accordance with the measures set out in the submitted arboricultural statement.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area.

#### 47. **New Trees**

After the planting of all new trees on site as illustrated within the Detailed Landscape Design Plans and submitted tree planting schedule to be agreed under Condition 29 (Phase 1 Hard and Soft Landscaping Detailed Design), notice shall be given to the Local Planning Authority Tree Officer to inspect the trees. If it is found that the planting is not in accordance with the aforementioned documents, further works and/or replacement planting will

be undertaken and agreed with Local Planning Authority Tree Officer until correct.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area.

**48. Replacement Trees**

If within a period of 5 years from the date of planting the trees (or any other tree planted in replacement for it) is removed, uprooted, destroyed or dies, another tree of the same size and species shall be planted in the same place or in accordance with a variation for which the Local Authority give their written consent.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area.

**49. Rear Garden Gates (Phase 1)**

The residential dwellings in Phase 1 Plots 16, 17, 18, 19, 53, 54, 59, 60, 61, 63, 64, 65, 67, 84, 85, 101, 102, 108, 109, 110, 116 and 117 as set out in the Phase 1 Masterplan (Pegasus, 27/3/2024, Ref: P21-1078-DE-003-0101-C) hereby permitted shall not be occupied until the rear or side access gate has been fitted with a suitable key operated lock that operate from both sides of the gate.

Reason: To satisfy National Planning Policy Framework Paragraph 135 criterion (f).

**Further Information:**

Robert Thain

Telephone: 023 80 285116

## PLANNING COMMITTEE – 11 SEPTEMBER 2024

## COMMITTEE UPDATES

## Item 3a: SS13 – Land off, Moortown Lane, Ringwood (Application 21/11723)

Page 52 (EIA)

Therefore, the conclusion of the April 2021 EIA screening opinion remains valid, and the application therefore continues to be deemed to be EIA development and hence NFDC must take into account the information in the ES, the responses to any consultation and any other relevant information when determining this planning application.

Additionally, the national Planning Practice Guidance sets out ~~that~~ further guidance on this matter.

Page 52 (Green Belt)

These include but are not limited to:

- openness is capable of having both spatial and visual aspects – in other words, the visual impact of the proposal may be relevant, as could its volume;
- the duration of the development, and its remediability – taking into account any provisions to return land to its original state or to an equivalent (or improved) state of openness; and .
- the degree of activity likely to be generated, such as traffic generation.

Page 54 (Green Belt)

The following paragraph to be added to the end of the sub-section:

Given that the proposed highways and access works in the South West Hampshire Green Belt does not include any new buildings and are clearly to facilitate the Local Plan Allocation Site the proposal does not conflict with the purposes in NPPF paragraph 143. As set out, NPPF paragraph 155 sets out that both engineering operations and local transport infrastructure are not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. The proposed highways and access works are considered to fall under the rubrics of engineering and local transport infrastructure. In line with the findings of the supported LVIA there would be some modest impacts on the openness of the Green Belt along Moortown Lane through these works but that they would be moderated in the longer-term by maturing planting and there would in the absent of new buildings be no volumetric impacts. Therefore, on balance of considerations, the proposal accords with Local Plan Policy ENV2.

Page 62

The Written Ministerial Statement (30 July 2024) sets out with regard to Affordable Housing:

a number of changes in planning policy designed to support the delivery of affordable homes: removing the prescriptive requirements that currently tie local authorities' hands with respect to particular types of home ownership products, and allowing them to judge the right



mix of affordable homes for ownership and for rent that will meet the needs of their communities.

## Further Representations

A representation was received from Ringwood Town Council on 9 September 2024. The full representation is available to view on the NFDC website.

The representation sets out commentary on the following matters:

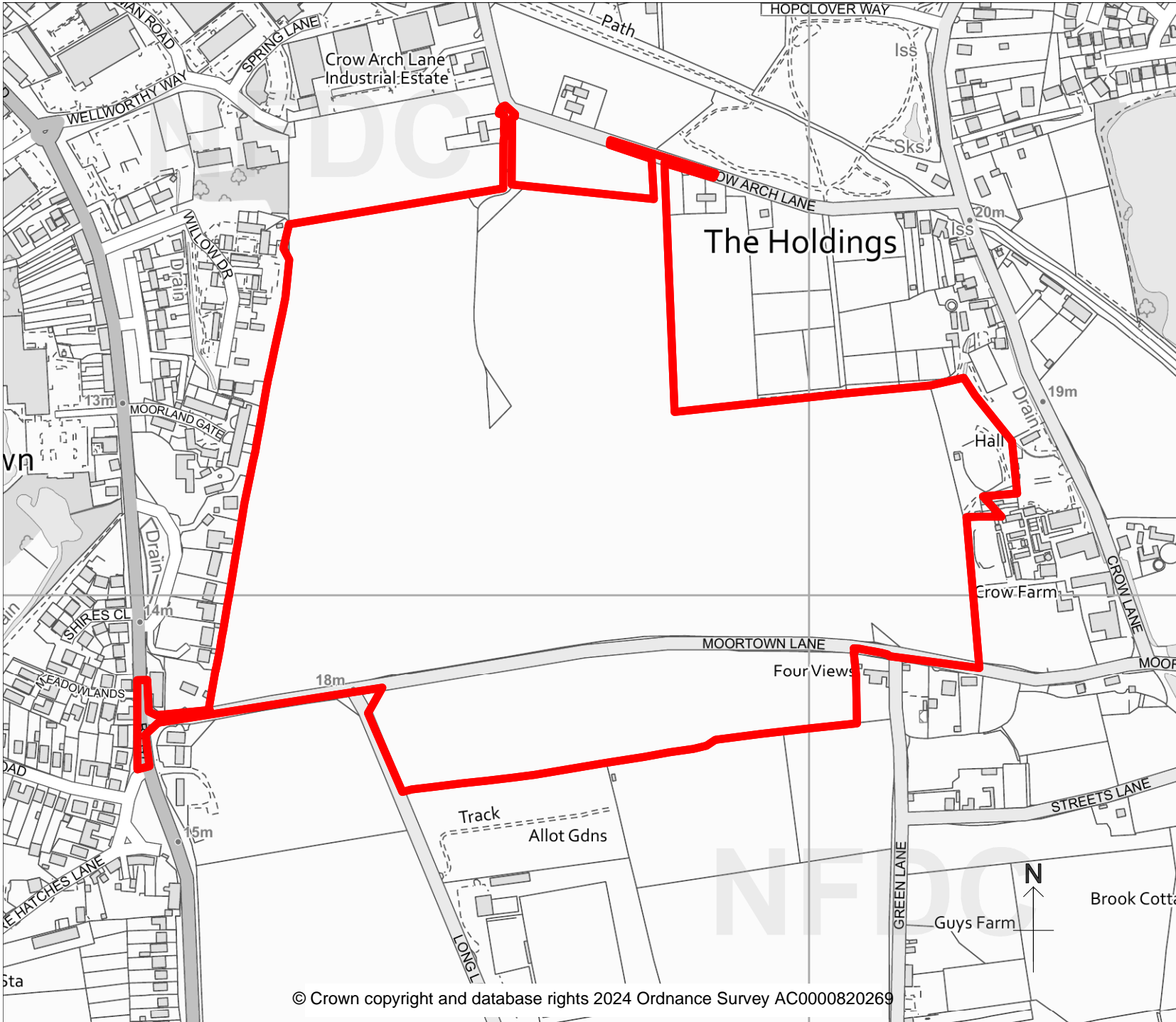
- Status of the Ringwood Neighbourhood Plan (RNP)
- Commentary on a letter from a former case officer sent to the applicants in August 2023
- Housing Land Supply and the NPPF Titled Balance
- Housing and Affordable Housing
- Highways, Access and Parking
- Flood Risk
- ANRG

NFDC Officers have the following comments to make in response to RTCs 9 September 2024 representation:

- The National Described Space Standards (NDSS) sets out that a single bedroom should be at least 7.5m<sup>2</sup> and at least 2.25m wide. This is set out on the Government website (link below):  
[Technical housing standards – nationally described space standard - GOV.UK \(www.gov.uk\)](https://www.gov.uk/technical-housing-standards)
- As such, in line with the NDSS the proposed first floor study rooms do not qualify as bedrooms as they range in size from 5.4m<sup>2</sup> to 7.4m<sup>2</sup>.
- As such, the proposed housing mix is accurately set out and the ANRG sufficient for the proposed development.
- The Affordable Housing quantum and mix is agreed by NFDC Housing and the NFDC viability advisors indicate that this is a suitable outcome when combined with the proposed s106 package.
- Ringwood Neighbourhood Plan policies have been adopted by NFDC rather than “binding”. The Committee Report sets out clearly the status of the Neighbourhood Plan on page 13.
- The Committee Report sets out where the proposal is non-compliant with the Ringwood Neighbourhood Plan and sets out that any harm needs to go into the overall planning balance.
- The content of the August 2023 letter from the former case officer is noted but the proposed design has evolved significantly since then and is now considered acceptable as set out in the Committee Report.

Two further representations which sets out additional commentary on affordable housing, foul drainage, highways, agricultural land and infrastructure, have been received from the

public since publication of the Committee Report. These are available to view on the NFDC website.



# New Forest

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## PLANNING COMMITTEE

November 2024

LAND OFF, MOORTOWN LANE  
 RINGWOOD

Scale 1:5000

N.B. If printing this plan from  
 the internet, it will not be to  
 scale.