New Forest Housing Needs Assessment

Final Report

Iceni Projects Limited on behalf of
the New Forest District Council and
New Forest National Park Authority

October 2025

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1. Key Findings

1.1   New Forest District Council and New Forest National Park Authority have commissioned Iceni Projects to prepare a Strategic Housing Market Assessment report (SHMA).

1.2   As of 2022, the New Forest District Plan Area has a population of approximately 145,600 and (- 0.3% since 2011). The New Forest National Park had a population of 34,389 in 2022. (-1.6% since 2011).

1.3   In the year to March 2024, the median house price in the District Plan Area was £385,000 and £650,000 in the National Park. This compares to the national median of £287,500.

1.4   The Standard Method for assessing housing need sets a figure of 1,511 dwellings per annum for the New Forest (District-wide). This is a "policy-off" calculation of housing need and does not take account of designations or constraints.

1.5   We also considered that 83% of this need figure should be attributed to the New Forest District Plan Area, based on the proportion of the overall housing stock in the area of the New Forest District outside the National Park (17% of the housing stock in the New Forest District is located within the National Park). This does not mean the difference between the district's need and the plan area's need should be met in the National Park.

1.6   It is considered that housing delivery in the New Forest District and National Park will ultimately be constrained by land supply.

1.7   The analysis suggests there will be a need for both social and affordable rented housing, but that social rents could be prioritised where delivery does not prejudice the overall delivery of affordable homes.

1.8   Our recommended housing mix is set out below:

Suggested size mix of housing by tenure – New Forest DPA				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	40%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	15%	5%	10%	
Suggested size mix of housing by tenure – New Forest National Park				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	50%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	5%	5%	10%	

Source: Iceni Analysis

1.9   The mix identified above could inform strategic policies, although a flexible approach should be adopted on a site-by-site basis.

1.10   The older person population is projected to increase by 32% in the district and a 24% in the National Park.

1.11   This results in a need for around 1,900 sheltered/retirement housing units in the District Plan Area and 700 in the National Park. There is also a need for 1,200 extra-care units in the district plan area and 350 in the National Park, and 1,200 nursing and residential care bedspaces in the District Plan Area.

1.12   There is also a need for around 550 wheelchair user homes in the District Plan Area and 120 in the National Park.

2.   Executive Summary

2.1   New Forest District Council and New Forest National Park Authority have commissioned Iceni Projects to prepare a Strategic Housing Market Assessment report (SHMA).

2.2   This SHMA aims to provide an evidence base on housing need and mix which will inform local planning policy.

Demographic and Housing Stock Baseline (Chapter 6)

2.3   As of 2022, the New Forest District Plan Area has a population of approximately 145,600 and has seen a slight population decline since 2011 (-0.3%).

2.4   The New Forest National Park area had a population of 34,389 in 2022. and has had a small population decline of 1.6% since 2011.

2.5   Both the District Plan Area and National Park area have an older population compared to regional and national benchmarks. Approximately half of the residents in these areas are aged 50 and over.

2.6   In the National Park, the older age profile is even more pronounced, with around 34% of the population aged 65 and over. This is higher than the 29% observed in the District Plan Area.

2.7   Single-family households are the most common household type in the National Park Area and District Plan Area. Higher than average rates of couples without children in the National Park and the District Plan Area suggest a prevalence of empty nesters, given the older population profile.

2.8   In the District Plan Area, there were 69,607 dwellings as of 2023, which was an increase of 5.3% since the time of the 2011 Census. In the National Park area, there were 15,503 dwellings as of 2023, which was an increase of 1.4% since the time of the 2011 Census. Both levels of

dwelling stock growth are much lower than that seen in wider geographies.

2.9   The National Park's housing stock is dominated by detached properties, and the dwelling size profile is skewed toward larger homes, with 39% of dwellings having four or more bedrooms.

2.10   The District Plan Area also features a high proportion of detached housing. However, there is a more balanced mix of typologies and sizes with a greater share of two- and three-bedroom properties, and greater proportions of dwelling types other than detached.

2.11   There are high levels of home ownership in both the District Plan Area (74%) and the National Park (81%) as of 2021. There is a lower reliance on both private and, particularly, social renting in both areas, compared to regional and national averages.

2.12   There are particularly high levels of under-occupation in the National Park area, although in comparison to the national and regional picture, the same can be said for the District Plan Area.

Housing Market Baseline (Chapter 7)

2.13   In the year to March 2024, the median house price in the District Plan Area was £385,000. This was more expensive than the national median (£287,500) but less expensive than across Hampshire and the South East.

2.14   The New Forest National Park area is comparatively much more expensive, with a median house price of £650,000. This is the highest median house price of the 15 UK National Parks and also reflects the house price premium people will pay to live in a National Park.

2.15   Median house price growth across the District Plan Area was similar to the wider comparators between 2012 and 2016. But since 2016, prices in the county and region have grown more strongly.

2.16   Reflective on the stock, recent sales activity has been focused on larger typologies in both the New Forest District Local Plan and National Park areas.

2.17   Over the previous decade, all sub-areas have had a negative downward trend in sales activity – the largest downturn can be observed in the Southern Coastal area.

2.18   In the National Park area, the lower quartile price was £458,750 in 2024. This is significantly greater than Hampshire, the South East region and very significantly greater than the national lower quartile price (£190,000). This demonstrates the difficulty in accessing the market for first-time buyers.

2.19   The affordability ratio for New Forest in the year ending September 2024 was 11.39. This was notably higher than that in the region (9.61), Hampshire (9.6), and observed nationally (7.71).

Overall Housing Need (Chapter 9)

2.20   The Standard Method for assessing housing need sets a figure of 1,511 dwellings per annum for the New Forest (District). It should be noted that the standard method housing need figures are produced by the Government for 'local authority' areas, rather than 'local planning authority' areas, with the National Park Authority being the latter but not the former.

2.21   A key reason for the Government seeking higher housing figures is that worsening affordability is evidence that supply is failing to keep up with demand.

2.22   We have also considered that the housing need for the District Plan Area is 1,254 dpa, which is 83% of the district-wide figure. This does not mean the difference between the overall New Forest District need and the District Plan area need (257 dpa) should be met in the National Park.

2.23   It is considered that housing delivery in the New Forest will ultimately be constrained by land supply, and on this basis, three scenarios have been developed to look at how the population might develop over time.

2.24   The main scenario models for housing delivery of 520 dwellings per annum in the District Plan Area and 40 in the National Park – this area includes small parts outside of the New Forest District in Test Valley Borough and south Wiltshire. This scenario is based on the current adopted development plan housing targets for the District and National Park areas.

2.25   For the District Plan Area, this projection sees a population increase of around 16,200, and the population aged 65 and over is projected to see an increase.

2.26   In the National Park, there is projected to be a very small population growth (0.2%) with the delivery of 40 dwellings per annum. But within this growth, a decrease in the population aged under 65 is projected, along with an increase of 24% in the population aged 65 and over.

2.27   In moving forward, this report bases key analysis on this delivery-based scenario (e.g. such as analysis around housing mix and older person needs, as this draws from demographic projections).

2.28   A further appendix has been provided that re-runs this analysis for the other two dwelling-led scenarios. This includes a low scenario of 310 dpa and a high scenario of 720 dpa. The appendix also includes analysis of the Standard Method (1,511 dpa)

Affordable Housing Need (Chapter 10)

2.29   The analysis has taken into account local housing costs (to both buy and rent) along with estimates of household income. The evidence indicates that there is an acute need for affordable housing in the study area and a need in all sub-areas. The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership (AHO).

2.30   Despite the level of need being high, it is not considered that this points to any requirement for the local planning authorities to increase their respective Local Plan housing requirements due to affordable needs.

2.31   That said, the level of affordable need does suggest the local planning authorities should maximise the delivery of such housing at every opportunity.

2.32   The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable, particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit.

2.33   However, it is clear that social rents are more affordable and could benefit a wider range of households – social rents could therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

2.34   The study also considers different types of AHO (notably First Homes and shared ownership) as each may have a role to play. Shared ownership is likely to be suitable for households with more marginal affordability (those only just able to afford to privately rent) as it has the advantage of a lower deposit and subsidised rent.

2.35   Given the cost of housing locally, it seems very difficult for affordable home ownership products to be provided and be considered as 'genuinely affordable' (particularly for larger (3+-bedroom) homes. This again points to the need for the Council and Authority to prioritise the delivery of rented affordable housing where possible.

2.36   In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the Council and Authority will need to consider the relative levels of need and also viability issues (recognising for example that providing AHO may be more viable and may therefore allow more units to be delivered, but at the same time noting that households with a need for rented housing are likely to have more acute needs and fewer housing options).

2.37   Overall, the analysis identifies a notable need for affordable housing, and it is clear that the provision of new affordable housing is an important and pressing issue in the area.

2.38   It does, however, need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided.

2.39   The evidence does, however, suggest that affordable housing delivery should be maximised where opportunities arise.

Housing Mix (Chapter 11)

2.40   Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population.

2.41   The proportion of households with dependent children in the New Forest District is below average, with around 23% of all households containing

dependent children in 2021 (compared with around 29% regionally and nationally).

2.42   There are notable differences between different types of households, with married couples (with dependent children) seeing a high level of owner-occupation, whereas lone parents are particularly likely to live in social or private rented accommodation.

2.43   There is a range of factors which will influence demand for different sizes of homes, including demographic changes, future growth in real earnings and households' ability to save, economic performance and housing affordability.

2.44   The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, this takes account of both household changes and the ageing of the population as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).

2.45   In all sectors, the analysis points to a particular need for smaller accommodation, with varying proportions of 3+-bedroom homes. For general need, rented affordable housing, there is a clear need for a range of different sizes of homes, including 45% to have at least 3 bedrooms, of which 10% should have at least 4 bedrooms. Our recommended mix is set out below:

Suggested size mix of housing by tenure – New Forest DPA				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	40%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	15%	5%	10%	

Source: Iceni Analysis

Suggested size mix of housing by tenure – New Forest National Park				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	50%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	5%	5%	10%	

Source: Iceni Analysis

2.46   The strategic conclusions in the affordable sector recognise the role which the delivery of larger family homes can play in releasing a supply of smaller properties for other households.

2.47   Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues.

2.48   The conclusions also take account of the current mix of housing by tenure and the size requirements shown on the Housing Register.

2.49   The mix identified above could inform strategic policies, although a flexible approach should be adopted, as other policies might impact that, including the current New Forest National Park planning policies limiting net new dwellings to 100 sqm in recognition of the pressing local need for smaller properties within the National Park.

2.50   An example of where it can be used flexibly is that in some areas, affordable housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes; therefore, the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices, there are potential difficulties in making (larger) AHO genuinely affordable.

2.51   Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The local planning authorities should also monitor the mix of housing delivered.

Private Rental Sector (Chapter 8)

2.52   This study has not attempted to estimate the need for additional private rented housing. The decision of households to buy or rent is dependent on multiple factors, including the availability and cost of housing to buy. If the supply of housing increases, then this potentially means that more households would be able to buy, but who would otherwise be renting.

2.53   Rental activity has decreased year on year since 2021, following the pandemic-related increases in activity.

2.54   Between 2011 and 2021, the number of households privately renting in the District Plan Area (DPA) grew by 12%. In contrast, the number of households privately renting in the National Park area declined by -3%.

2.55   In 2024, overall median rental costs in the New Forest were £995 per calendar month. Rental prices are generally higher than the national median (£850) but remain below the regional median (£1,050).

2.56   Rental costs in the New Forest increased by 40% between September 2011 and September 2023. This growth is lower than the regional and national trends.

2.57   In 2024, there were around 35 HMO units, which is a very small share of New Forest's housing stock and does not merit specific policy.

Housing for older people and those with a disability (Chapter 12)

2.58   A range of data sources and statistics have been accessed to consider the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability.

2.59   The data shows that the New Forest has an older age structure than seen regionally or nationally, but lower levels of disability compared with the national average. The older person population shows high proportions of owner-occupation, particularly outright owners who may have significant equity in their homes (82% of all older person households are outright owners).

2.60   The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase substantially. Key findings for the 2023-43 period include:

- a 30% increase in the population aged 65+ in the DPA (potentially accounting for 79% of total population growth) and a 23% increase in the National Park (which is more than total population growth – i.e. a decline in the number of people aged under 65);

- a 51% increase in the number of people aged 65+ with dementia and a 42% increase in those aged 65+ with mobility problems in the DPA (43% and 35% respectively for the National Park);

- a need for around 1,800 additional housing units with support (sheltered/retirement housing) in the DPA and 700 in the National Park – mainly in the affordable sector;

- a need for around 1,100 additional housing units with care (e.g. extra-care) in the DPA and 300 in the National Park – the majority in the market sector;

- a need for additional nursing and residential care bedspaces (around 1,200 in the period) in the DPA (no clear need in the National Park); and

- a need for around 660 dwellings to be for wheelchair users (meeting technical standard M4(3)) – 540 in the DPA and 120 in the National Park.

2.61 This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings, as well as providing specific provision of older persons housing.

2.62 Given the evidence, the authorities could consider (as a starting point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair-user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

2.63 Where the Council has nomination rights, the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation) and, in the market sector, they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user). It should, however, be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.

2.64   In framing policies for the provision of specialist older persons accommodation, the authorities will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this, the viability of provision). There may also be some practical issues to consider, such as the ability of any individual development being mixed tenure, given the way care and support services are paid for).

The Needs of Other Specific Groups (Chapter 13)

Service Personnel

2.65   The New Forest is home to one Military Establishment, Marchwood Port, which has a dual military and civilian use. In April 2024, there were 620 MoD personnel stationed in New Forest, 580 regular forces and 40 civilians, a decline from a high of 820 in April 2012.

2.66   Overall, the presence of regular forces in the New Forest is not considered to be significant and is unlikely to have any material implications on local affordability.

2.67   It is considered that the most pressing issue is likely to be finding accommodation for those transitioning out of the forces, as well as existing personnel who are seeking to buy in the District or National Park.

2.68   The provision of low-cost home ownership can help account for this, as well as the Allocation of Housing regulations, which allow military personnel to establish local connections to the area.

2.69   Overall, this group are likely to already be accounted for within affordable housing need and is not considered to be additional to it.

Students

2.70   There are no higher education providers/facilities in the National Park or New Forest District, and the 2021 Census reported only 86 persons living

in all student households in the New Forest District. There is therefore no justification for a specific policy relating to student housing in the District or National Park.

Custom and Self-Build

2.71   The Levelling Up and Regeneration Act made amendments to the way demand/need and supply of self and custom-built dwellings are calculated. Need must be calculated cumulatively with supply permissions needing to now be able to demonstrate that they will result in a self or custom build dwelling.

2.72   On average, there is a need for around 50 plots per base period based on part trends. Although there is a question around double-counting, the Council is also not meeting need, and the backlog will also need to be addressed.

2.73   The National Park Authority has also failed to meet demand for self- and custom-build plots, and there is currently an unmet need for 71 plots, which will need to be addressed within the context of a nationally protected landscape and the associated primary legislation and national planning policy. In addition, if past trends continue, there will be a need to identify around 50 plots per base period.

2.74   Broader demand evidence indicates a lower need for 171 plots in the National Park and 208 plots in the District Plan Area. Despite this figure being lower, the Authorities still have a duty to permit enough plots for self and custom build as indicated by the register.

2.75   As a general rule, the authorities should be supportive of opportunities for Self and Custom build development within Local Plans and could potentially require a proportion of plots on larger schemes to be marketed for Self or Custom Build use.

Children's Care Homes

2.76   Hampshire County Council's Children and Young Persons strategy
outlines an ambition to transform Children's Care through six pillars. The
first of these pillars makes it clear that providing support to families is the
first priority. The strategy recognises that this is not always available or
the best option for the child, and as such, Pillar 4 seeks to ensure that
the care system provides a stable and loving home close to the child's
community.

2.77   The New Forest currently has one Hampshire County Council residential
care home within Totton with 5-6 bedspaces; there are an additional 19
residential care homes that are independently operated with 67
bedspaces across them, although not all bedspaces are in use at any
one time.

2.78   There is a rising number of children who have experienced trauma or
have complex mental health and behavioural needs. This is driving an
urgent requirement for more specialised and flexible residential options.

3. Introduction

3.1   New Forest District Council (NFDC) and New Forest National Park Authority (NFNPA) have commissioned Iceni Projects to prepare a Strategic Housing Market Assessment ("SHMA"). This SHMA provides an evidence base on housing need and mix which will inform local planning policy and decision making.

3.2   This document will be brought together with other evidence-based documents to inform the future strategy for the scale and distribution of housing growth within the area, with reasonable alternatives tested through the plan-making and Sustainability Appraisal process. This assessment does not set targets but provides robust evidence to inform those in the respective New Forest District and New Forest National Park Authority Local Plans.

3.3   The report is based on the best and most up-to-date information available at the time of drafting – this was around January 2025. The report therefore incorporates changes to the National Planning Policy Framework published in December 2024. The authorities should, however, continue to monitor and sense-check new data releases and respond to anything material to plan-making.

3.4   That said, we have incorporated the latest affordability ratios published in March 2025 as a key component of calculating housing need.

Time Period and Geography

3.5   This report examines housing need over the 2023 to 2043 period to align with the emerging Local Plans for the two local planning authorities.

3.6   The geographic scope of the report includes

- The New Forest District Planning Area, which covers the parts of the District outside the National Park.

- The New Forest National Park (NFNP), which includes much of the land area of the New Forest District, but not all, and extends outside of the New Forest District boundary and into the Wiltshire and Test Valley local authorities.

Figure 3.1 New Forest District and New Forest National Park
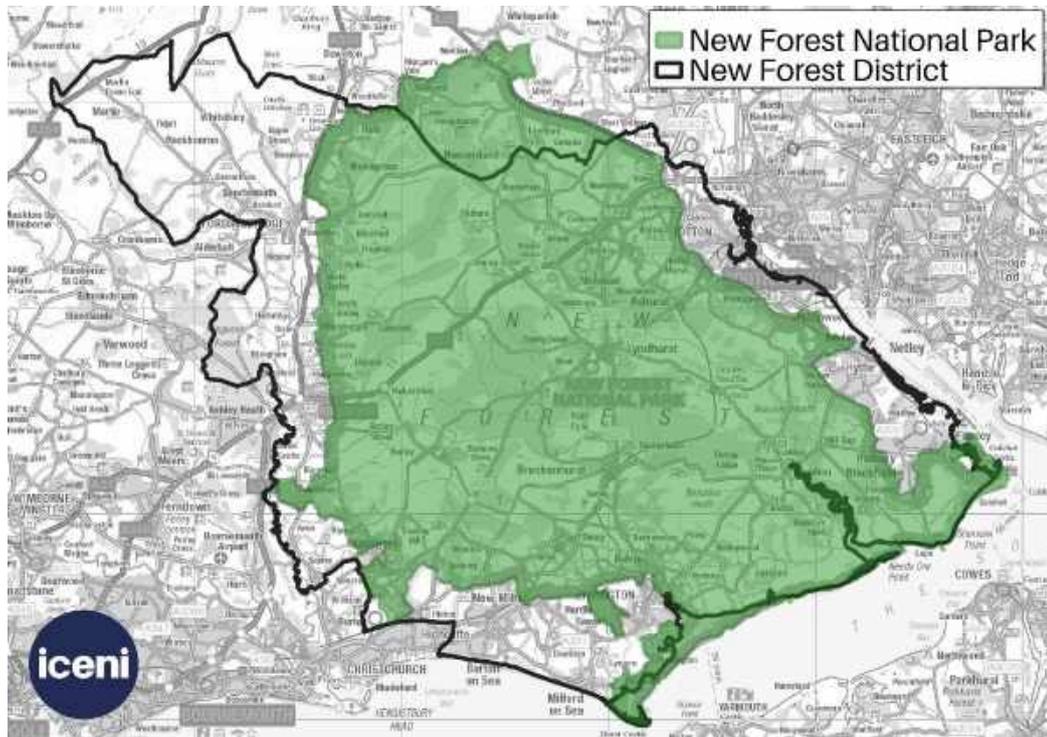
Source: Iceni Projects based on OS Data

3.7   Throughout the report, we refer to the **New Forest District** and **New Forest National Park** separately. The District includes those parts within the National Park, and the National Park includes those areas outside of the District (in Test Valley and Wiltshire). We also refer to the District Plan Area, which is the area of the District outside of the National Park, where the New Forest District Council is the local planning authority.

3.8   The report also examines and presents an analysis for defined Sub-Areas within the New Forest. The justification for the Sub-Areas and their boundaries are available in Chapter 5 below.

4.   Policy Review

National Planning Policy Framework

4.1   The latest version of the National Planning Policy Framework (NPPF) was published by the Government in December 2024. The NPPF sets out the Government's planning policies for England and how these are expected to be applied.

4.2   Paragraph 7 in the NPPF states that the purpose of planning is to contribute to the achievement of sustainable development. It sets out that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

4.3   Paragraph 17 of the NPPF states that development plans must include strategic policies to address each local planning authority's priorities for the development and use of land in its area.

4.4   Paragraph 16 states that Plans should be prepared with the objective of contributing to the achievement of sustainable development and be positively prepared in a way that is aspirational but deliverable.

4.5   Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring authorities, where it is sustainable to do so. Paragraph 11 b reiterates that for plan-making:

"strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within the neighbouring area, unless…i) the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or

distribution of development in the plan area; 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."

4.6   To support the Government's objective of significantly boosting the supply of homes, Paragraph 61 in the NPPF states that it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. Adding *"The overall aim should be to meet an area's identified housing need, including an appropriate mix of housing types for the local community".*

4.7   Paragraph 62 sets out that to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment (this report), conducted using the standard method in national planning guidance. We have provided more detail on the calculation of the standard method in Chapter 8 of this report.

4.8   The PPG (Paragraph: 014 Reference ID: 2a-014-20241212) also states that:

"Where strategic policy-making authorities do not align with local authority boundaries (either individually or in combination), or the data required for the model are not available, such as in National Parks and the Broads Authority, or local authority areas where the samples are too small, an alternative approach may have to be used.

Such authorities may continue to identify a housing need figure using a method determined locally. In doing so, authorities should take into consideration the best available evidence on the amount of existing housing stock within their planning authority boundary, local house prices, earnings and housing affordability. In the absence of other robust affordability data, authorities should consider the implications of using the median workplace-based affordability ratio for the relevant wider local authority area(s).

For local authorities whose boundaries cross National Parks or Broads Authority areas, the proportion of the local authority area that falls within and outside the National Park or Broads Authority area should also be considered – for example where only a minimal proportion of the existing housing stock of a local authority falls within the National Park or Broads Authority area it may be appropriate to continue to use the local housing need figure derived by the standard method for the local authority are"

4.9   The NPPG adds in paragraph 62, *"In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for"*.

4.10   Paragraph 63 goes on to set out that within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, people who rent their homes and people wishing to commission or build their own homes.

4.11   Paragraphs 64-68 address affordable housing provision. Paragraph 64 states that where an affordable housing need is identified, planning policies should specify the type of affordable housing required (including the minimum proportion of Social Rent homes required) and expect it to be met on-site unless off-site provision or a financial contribution in lieu can be robustly justified, or the agreed approach contributes to the objectives of creating mixed and balanced communities.

4.12   Paragraph 65 states that the provision of affordable housing should not be sought for residential developments that are not major developments (a major development is where 10 or more homes will be provided), other than in designated rural areas.

4.13   Paragraph 66 states, "Where major development involving the provision of housing is proposed, planning policies and decisions should expect that the mix of affordable housing required meets identified local needs,

across Social Rent, other affordable housing for rent and affordable home ownership tenures."

4.14   The NPPF's Glossary (Annexe 2) provides an updated definition of affordable housing, as well as definitions of Build to Rent development, local housing need, old people, and self-build and custom housebuilding.

Levelling Up and Regeneration Act (2023)

4.15   The Levelling-up and Regeneration Bill was introduced to the House of Commons on 11 May 2022 and received Royal Assent on 26 October 2023, and in doing so became the Levelling Up and Regeneration Act (LURA).[1]

4.16   Although the Act initiated several laws which affect planning, none of these laws directly impact the production of this report in relation to the overall need.

4.17   However, it did impact specific groups, including those wishing to self or custom build their own home. This is set out in the appropriate section of this report.

The Planning Practice Guidance

4.18   The Government's Planning Practice Guidance (PPG) includes several sections which are relevant to the assessment of housing need. This sub-section summarises the relevant sectors.

4.19   Guidance on Housing and Economic Needs Assessments[2] explains that housing need is "an **unconstrained assessment** of the number of

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[1] https://www.legislation.gov.uk/ukpga/2023/55/enacted

[2] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

homes needed in an area" and should be **undertaken separately** from assessing land availability, establishing a housing requirement figure and preparing policies to address this, such as site allocations.

4.20   The PPG also notes the methodology to be applied when calculating the standard method and notes:

"For local authorities whose boundaries cross National Parks or Broads Authority areas, the proportion of the local authority area that falls within and outside the National Park or Broads Authority area should also be considered – for example where only a minimal proportion of the existing housing stock of a local authority falls within the National Park or Broads Authority area it may be appropriate to continue to use the local housing need figure derived by the standard method for the local authority area."

4.21   The guidance also examines affordable housing need (as does the PPG relating to the Housing Needs of Different Groups). The PPG sets out how affordable housing need can be assessed, and this is set out in Chapter 9 of this report.

4.22   The affordable housing need (and the housing needs of individual groups) may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method, as these will often be calculated having consideration of the whole population as opposed to new households.

4.23   The PPG for Housing for Older and Disabled People[3] describes the need to provide housing for older people as critical, as people are living longer, and the older population is increasing. It sets out that the health, lifestyle and housing needs of older people will differ greatly, as will their housing need.

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[3] https://www.gov.uk/guidance/housing-for-older-and-disabled-people

4.24   These needs can be met with housing needs ranging from accessible
        and adaptable general needs housing to specialist housing with high
        levels of care and support.

4.25   The PPG provides guidance on how the housing needs of older and
        disabled people can be assessed and sets out that this should inform
        clear policies within plans, which may include specific site allocations to
        provide greater certainty to developers.

4.26   Separate guidance is provided on optional technical standards[4] including
        for accessible and adaptable housing, use of national space standards
        and wheelchair-accessible housing.

4.27   Separate PPGs have also been prepared, which address Build to Rent[5]
        and Self-Build and Custom Housebuilding[6]. The Build-to-Rent Guidance
        requires authorities to assess need, and where a need is identified, to
        include a planning policy setting out the circumstances and locations
        where build-to-rent development will be encouraged.

4.28   The Self-Build Guidance sets the requirements of the Self-Build and
        Custom Housebuilding Act 2015 (as amended), including the
        requirement for local authorities to maintain a Register of those
        interested in self-build housing and to grant consents to meet the need
        shown. It also sets out that needs assessments can consider other
        secondary data sources.

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[4] https://www.gov.uk/guidance/housing-optional-technical-standards

[5] https://www.gov.uk/guidance/build-to-rent

[6] https://www.gov.uk/guidance/self-build-and-custom-housebuilding

Other Legislation

4.29   Wider legislation affecting housing need includes the 1996 Housing Act (as amended), the Housing and Social Care Act 2012, the 2014 Care Act and the 2017 Homelessness Reduction Act.

4.30   The 2014 Care Act sets out local authorities' duties in relation to assessing people's needs and their eligibility for publicly funded care and support.

4.31   Under the Act, local authorities must assess anyone who appears to require care and support and focus the assessment on the person's needs, how they impact their well-being, and the outcomes they want to achieve.

4.32   Local authorities must also consider other things besides care services that can contribute to the desired outcomes (e.g., preventive services, community support and specialised housing needs).

4.33   The Homelessness Reduction Act 2017 places legal duties on English Councils so that everyone who is homeless or at risk of homelessness will have access to meaningful help.

4.34   Local Authorities have a duty to produce homelessness strategies to prevent homelessness in their respective areas.

New Forest District Local Plan

4.35   The latest Local Plan for New Forest District outside of the National Park area is the Local Plan 2016-2036 Part 1: Planning Strategy, which was adopted in July 2020. The housing policies of the Local Plan were informed by the Strategic Housing Market Assessment (SHMA) prepared in 2014 and updated by reports on Objectively Assessed Housing Need and Housing Affordability, both published in 2017.

4.36   Policy STR5: Meeting out housing needs sets out the Local Plan
        requirement of at least 10,420 additional homes in the Plan Area from
        2016 to 2036, across a stepped trajectory requiring:

- 2016/2017 to 2020/2021 – 1,500 homes (300 per annum)
- 2021/2022 to 2025/2026 – 2,000 homes (400 per annum)
- 2026/2027 to 2035/2036 – 7,000 homes (700 per annum)

4.37   Across the entire Plan period, this equates to an annual average
        requirement of 521 net additional homes. To deliver these homes, the
        Local Plan makes allocations for 6,000 homes on Strategic Site
        Allocations.

4.38   It also makes provision for an additional 800 homes on sites of 10 or
        more units through the Local Plan Part 2: Site Allocations and
        Development Management or through Neighbourhood Plans. Existing
        commitments account for 2,755 homes, and a further 924 are identified
        to be delivered by windfall development.

4.39   Policy HOU2 of the Local Plan provides for affordable housing, which
        requires:

- 35% of new homes in the Totton and Waterside area to be
  affordable housing; and
- 50% of new homes to be affordable housing in all other areas.

4.40   Of the affordable housing required, Policy HOU2 provides a target for a
        tenure split of:

- 70% affordable homes for rent, split equally between social and
  affordable rent, and
- 30% as intermediate or affordable home ownership tenures,
  including shared ownership.

4.41   The indicative mix of sizes for new homes is set out below:

Table 4.1 Indicative need for different sizes and tenures of homes in New Forest District Local Plan (2016-2036)

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

Source: New Forest District Council

New Forest NPA Local Plan

4.42   The latest Local Plan for the New Forest National Park, the Local Plan 2016 – 2036, was adopted in August 2019.

4.43   The housing policies of the Local Plan were informed by the Strategic Housing Market Area Assessment (SHMAA), prepared in 2014. This SHMAA informed an update report, which was prepared in 2017 to calculate the Objectively Assessed Housing Need for the area for the National Park and the New Forest District.

4.44   The Local Plan does not meet the Objectively Assessed Housing Need figures of 1,260 over the Plan period in full, or 63 dwellings per annum. This was due to the conflict of the new development with statutory designations.

4.45   There was also a modest shortfall of housing delivery against the identified housing target in the adopted New Forest National Park Local Plan.

4.46   Policy SP19 of the Local Plan sets out the planned level of new housing in the National Park, with a figure of 800 additional dwellings over the Local Plan period between 2016 and 2036 (40 per annum).

4.47   The Local Plan allocates five sites to deliver approximately 300 dwellings in the Plan area until 2036. The remaining 500 dwellings planned for were to be met from 400 windfall units (at 20 per annum), 63 completions

prior to the adoption of the Local Plan in March 2019, and 114 extant permissions as of March 2019.

4.48   Policy SP27 provides for affordable housing provision within defined villages and on allocated sites. There is a target of 50% affordable housing to be provided on sites delivering 11 dwellings or more, with contributions towards off-site provision sought on developments of between 3 – 10 dwellings (subject to viability).

4.49   Of the 50% affordable housing required, with a starting point target set by Policy SP27 of 75% social/affordable rented tenures and 25% shared ownership / intermediate housing.

4.50   The plan does not set an indication of the mix of new dwellings to be achieved by new development. It recognises, in reference to the SHMAA (2014), that the dwelling stock is skewed towards larger properties, and there is a clear need for smaller dwellings. As such, Policy SP21 states that net new dwellings will have a maximum total internal habitable floor area of 100 square metres. This equates to a 3-bed family dwelling when considered against the Government's nationally prescribed space standards.

5. Functional Geographies

5.1   This section of the report identifies the functional housing market geographies which operate in and across the New Forest. As a starting point, we have tested the existing Housing Market Areas (HMA) and three sub-areas to determine their continued relevance.

5.2   This assessment draws on commuting and migration patterns from the 2021 Census and house price data from the Land Registry, with the latter particularly useful in identifying sub-areas.

Housing Market Area

5.3   Paragraph 18 of the Plan Making Planning Practice Guidance (PPG)[7] defines what a Housing Market Area (HMA) is and describes the approach local authorities should take when defining these.

5.4   According to the Guidance, a housing market area is a "geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work."

5.5   The PPG goes on to add:

> *"These can be broadly defined by analysing:*
>
> *The relationship between housing demand and supply across different locations, using house prices and rates of change in house prices. This should identify areas which have clearly different price levels compared to surrounding areas.*

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[7] Reference ID: 61-018-20190315

Migration flow and housing search patterns. This can help identify the extent to which people move house within an area, in particular where a relatively high proportion of short household moves are contained, (due to connections to families, jobs, and schools).

Contextual data such as travel to work areas, retail and school catchment areas. These can provide information about the areas within which people move without changing other aspects of their lives (e.g. work or service use)."

5.6   The guidance finally sets out a range of suggested data sources for doing this. These are:

"Office for National Statistics (internal migration and travel to work areas statistics); Land Registry House Price Index and Price Paid data (including sales); data from estate agents and local newspapers about geographical coverage of houses advertised for sale and rent; Ministry of Housing, Communities and Local Government statistics including live tables on affordability (lower quartile house prices/lower quartile earnings); and neighbourhood data from the Census."

5.7   This slimmed-down guidance notably omits any self-containment threshold for defining HMAs. This is unlike the previous version of the PPG which stated that migration self-containment of "typically 70 per cent" excluding long-distance moves can help identify a suitable HMA.

5.8   The scale of a Housing Market Area and its required self-containment rate is therefore less definitive if it is identified using the approach in the PPG. However, it is considered that the Government's previous advice remains of some relevance.

5.9   It is also worth noting that HMA boundaries do not stop and start at administrative boundaries. Despite this, it is often commonplace for housing market areas to be defined using local authority boundaries. This

is because many of the key datasets used in both defining housing market geographies and housing need (such as the household projections) are only published at a local authority level.

5.10   A pragmatic response is therefore to define HMAs at a local authority level but recognises that the functional geography likely goes beyond administrative boundaries.

5.11   These issues were touched upon in the Planning Advisory Services Technical Advice Note on Objectively Assessed Housing Need and Housing Targets (July 2015) which concluded that:

> *"It is best if HMAs, as defined for the purpose of needs assessments, do not straddle local authority boundaries. For areas smaller than local authorities data availability is poor and analysis becomes impossibly complex. There may also be 'cliff edge' effects at the HMA boundary, for example, development allowed on one side of a road but not the other."*

5.12   However, the Technical Advice Note notably adds:

> *"This is not always possible, and it may be the case that some areas, particularly those covering an expansive area fall into more than one HMA".*

Previous Definitions

5.13   The New Forest District Council and National Park Authority jointly commissioned a SHMA in 2014. The assessment noted that 'the New Forest' (National Park and District) falls principally within the Southampton-focused Housing Market Area. This reflected the 2001 HMA definition produced by the Ministry for Communities and Local Government.

5.14   The report also acknowledges that parts of the New Forest also have functional links to the Bournemouth (Ringwood) and Salisbury (Fordingbridge) Housing Market Areas. While these relationships may remain, both Bournemouth (BCP) and Salisbury (Wiltshire) are now in larger local authority areas.

5.15   The report concludes that the New Forest area "is most closely related to and integrated into the Southampton Housing Market Area (as defined in the PUSH SHMA)".

5.16   The PUSH SHMA, also published in 2014, concluded that the Southampton Housing Market Area (HMA) comprises: Southampton, Eastleigh, Southern Test Valley, Eastern New Forest, and the western wards of Winchester and Fareham.

5.17   However, the report also highlights "other significant patterns and relationships" including with Bournemouth, East Dorset and Christchurch, particularly, with the New Milton/Barton-on-Sea areas, as well as Ringwood.

5.18   The study states that these cross-boundary Housing Market Area relationships should be considered through the Duty to Cooperate when developing housing policy for the New Forest.

Migration Flows

5.19   Using 2021 Census data, it is possible to examine the strength of the relationship between local authorities and plot the flows between different LSOAs.
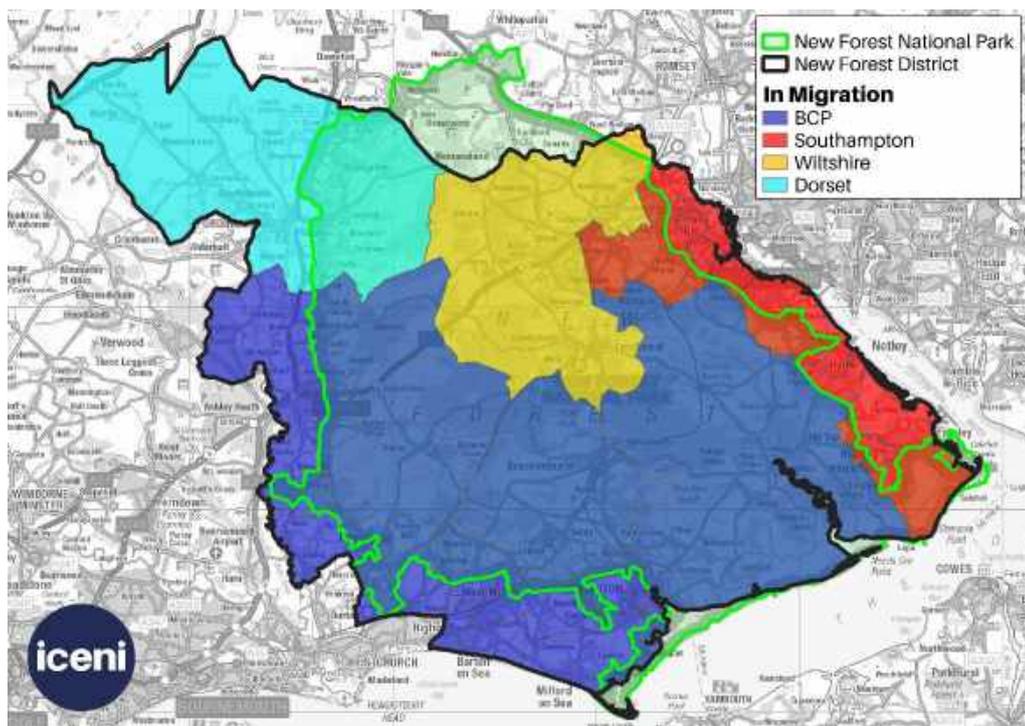
In migration

5.20   The highest inflows to the New Forest are from BCP, Southampton, Wiltshire and Dorset. All of which exceed 2% of flows, and when combined, make up around 17% of all movements into the New Forest.

Table 5.1 In Migration by Local Authority

Highest External Origins	Number	%
Bournemouth, Christchurch and Poole	1,078	7.2%
Southampton	711	4.8%
Dorset	529	3.5%
Wiltshire	307	2.1%
Test Valley	263	1.8%

Source: ONS, Census 2021

5.21   The map below shows the origin of the most significant flow to each
        LSOA in the New Forest district. As shown, the eastern part of the district
        has a strong relationship with Southampton, while the south, central and
        western parts of the New Forest are most closely related to BCP. Finally,
        the north of the district has relationships with Wiltshire and Dorset.

Figure 5.1 In-migration (2021)

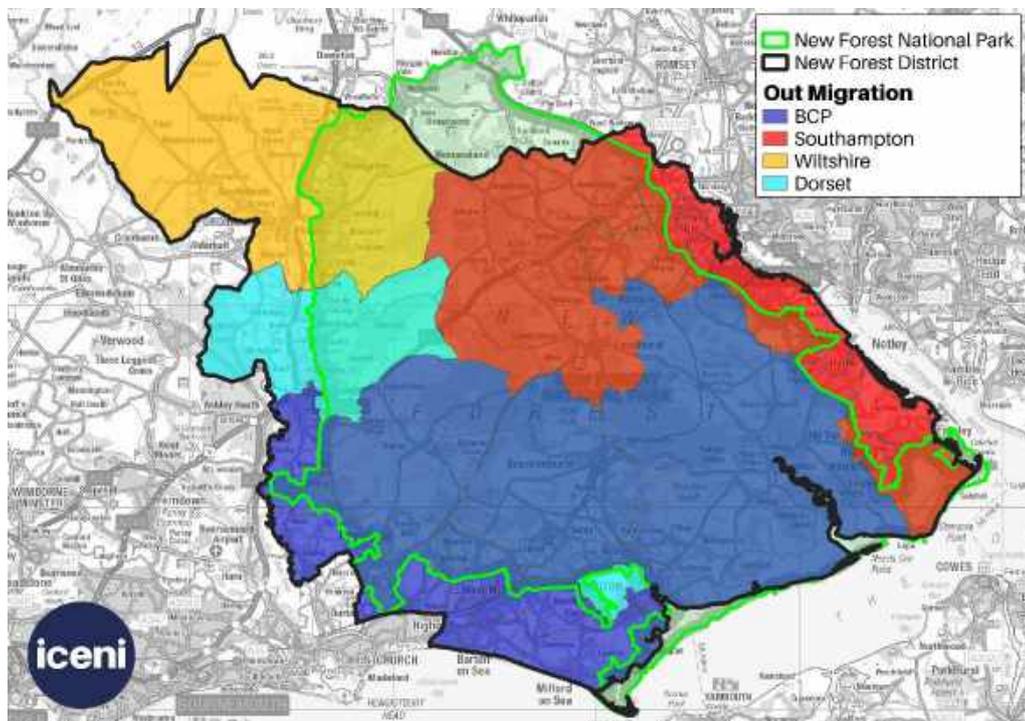*Source: ONS, Census 2021*

Out Migration

5.22   For out migration the most common destinations are also BCP,
        Southampton and Dorset although Wiltshire is exceeded by Test Valley.
        The top four local authorities combine for 20% of the out-flows
        suggesting a more concentrated area of out-migration.

Table 5.2 Out Migration by Local Authority

Highest External Locations	Number	%
Bournemouth, Christchurch and Poole	1,051	7.2%
Southampton	789	5.4%
Dorset	699	4.8%
Test Valley	379	2.6%
Wiltshire	358	2.5%

Source: ONS, Census 2021

5.23   We have also produced the map below which examines the most
         common destination outside of the district. As illustrated, the area with
         the strongest relationship with Southampton is greater for out-migration
         than in-migration as it extends to Lyndhurst.

5.24   Conversely, the area with a close relationship with BCP is smaller
         particularly to the north. The area to the northwest shows a distinct
         pattern of inflows from Dorset and outflow to Wiltshire.

Figure 5.2 Out-migration (2021)

Source: ONS, Census 2021

Gross Migration

5.25   It should be noted that larger cities (and other local authorities) with a
large population also see larger in and out-flows. Therefore, as well as
gross flows in their absolute terms we have weighted these trends to
account for the respective population size between the two areas.

5.26   Gross flows to/from the New Forest are shown in the table below. As
illustrated, the strongest absolute relationships are with BCP,
Southampton and to a lesser degree Dorset and even though they have
large populations the weighted flows are also the highest.

5.27   Wiltshire has a stronger gross migration trend with the New Forest than
Test Valley, Eastleigh and Winchester but with a population of over half a
million, (it is the 11th largest local authority in the Country in population
terms) the higher flows would be expected and thus when weighted to
reflect the population it falls behind these areas.

Table 5.3 Weighted Gross Migration to/from New Forest (2021)

	Out	In	Net Migration	Gross Migration	Combined Population	Gross Migration Per Head
Bournemouth, Christchurch and Poole	1,051	1,078	-27	2,129	576,372	3.69
Southampton	789	711	78	1,500	423,889	3.54
Dorset	699	529	170	1,228	557,462	2.20
Test Valley	379	263	116	642	307,375	2.09
Eastleigh	257	210	47	467	313,180	1.49
Winchester	198	135	63	333	304,138	1.09
Wiltshire	358	307	51	665	689,457	0.96

Source: ONS, Census 2021

5.28   This analysis would suggest that the New Forest's strongest relationships
        with BCP and Southampton are similar but both are notably stronger than
        those with Dorset and Test Valley.

Self-Containment Rate

5.29   This section calculates self-containment rates using the 2021 Census. It
        should be noted that the 2021 Census was taken during a period of
        partial lockdown therefore dynamics in both migration and commuting
        terms may be affected.

5.30   One of the previous benchmarks for identifying a HMA was self-
        containment levels although this has subsequently been removed from
        the PPG.

5.31   Self-containment rates are the percentage of moves to or from an area
        originating from the same area. The guidance suggested that a self-
        containment rate of 70% would be typical of an HMA.

5.32   The guidance also suggested long-distance moves should be excluded
        as these would include such things as people retiring to the area or
        moving for university which would typically be outside of the HMA they
        reside.

5.33   We have used data from the 2021 Census which reports on internal
        moves. In migration terms, 14,514 people moved from a home in the
        New Forest district in the year before the 2021 census, of these 7,886
        moved to another home in the district. This equates to an origin self-
        containment rate of around 54.3%.

5.34   Alternatively, 14,985 people moved to the New Forest District in the year
        before the 2021 census, of these 7,886 moved from elsewhere in the
        district. This equates to a destination self-containment rate of around
        52.7%.

5.35 However, if long-distance moves (defined as those outside of Hampshire, Wiltshire, Dorset and the Isle of Wight) are excluded, then the self-containment rates increase to 65.7% and 65.3% respectively. How these figures are derived is set out in the table below.

Table 5.4 Self-Containment Rate (2011)

	Out	In
All Moves Out/In	14,514	14,958
Internal Moves	7,886	7,886
Self-Containment Rate	54.3%	52.7%
All Local Moves Out/In	12,012	12,075
Revised Self-Containment Rate	65.7%	65.3%

Source: ONS, Census 2021

5.36 By this measure, the New Forest District is therefore not meeting the 70% self-containment threshold indicating that it should not be considered an HMA in its own right and it should be joined with those it has a close link with to exceed this threshold.

5.37 Initially, we have looked at a combination of New Forest and BCP and Southampton as its closest migratory relationships.

5.38 BCP in its own right has a self-containment rate of 68% out-migration and 63% of in-migration, which increases to 84% and 87% respectively when long-distance moves are excluded.

5.39 Likewise, Southampton has a self-containment rate of 63% out-migration and 60% of in-migration, which increases to 77% and 80% respectively when long-distance moves are excluded.

5.40 When the New Forest is added to the rates, excluding long-distance moves, the self-containment rate of BCP and New Forest changes to 84% and 86% and for Southampton and New Forest 77% and 79% respectively.

5.41 In both cases, the out-migration self-containment rate remains the same and the in-migration self-containment rate decreases slightly.

5.42   Because this migration analysis is inconclusive as to which way New
        Forest should link up, it would reiterate the previous definition, which
        largely splits the district between the BCP and Southampton-focused
        HMAs and with a small area linked to Wiltshire, and particularly
        Salisbury, based on migration alone.

5.43   While this analysis splits the district, for many the New Forest and
        particularly the New Forest National Park is a market in its own right as
        people specifically search for properties within the National Park.

Commuting Flows

5.44   The commuting analysis once again draws on the 2021 Census,
        although it should be stressed that this was taken during a period of
        partial lockdown. For that reason, we see significant levels of working
        from home, which is incomparable with the previous Census.

In Commuting

5.45   In total, there are approximately 79,600 people in employment within the
        New Forest District. Of these, 61,800 (78% self-containment rate) are
        taken up by people also living in the district.

5.46   This includes 36,600 who work from home, which compares to 25,200
        whose place of work is within the district but not at home. When those
        working from home are excluded from the calculation, the self-
        containment rate of jobs falls to 59%.

5.47   The most common origins of those who commute into the New Forest for
        work are BCP (5,000), Southampton (4,300) and Dorset (3,000). This
        then falls to 1,300 from Eastleigh and 1,100 from Test Valley.

Table 5.5 Most Common Origin of New Forest In-Commuters (2021)

	Number	% of Workforce
Bournemouth, Christchurch and Poole	4,961	6.2%
Southampton	4,302	5.4%
Dorset	3,022	3.8%
Eastleigh	1,295	1.6%
Test Valley	1,123	1.4%

Source: ONS, Census 2021

Out Commuting

5.48   In total, 78,700 residents of the New Forest are in employment. Of these, 61,800 (79% self-containment rate) are people who also work in the district.

5.49   When those working from home are excluded from the calculation the self-containment rate of residents falls to 60%.

5.50   The most common destinations of those who commute out of the New Forest for work are Southampton (5,000), BCP (3,300), Dorset (1,800) and Test Valley (1,500).

Table 5.6 Most Common Destination of New Forest Out-Commuters (2021)

	Number	% of Resident Workforce
Southampton	4,956	6.3%
BCP	3,323	4.2%
Dorset	1,788	2.3%
Test Valley	1,547	2.0%
Wiltshire	1,070	1.4%

Source: ONS, Census 2021

5.51   Overall, the district sees net in-commuting of around 900 people with
        17,800 people commuting in and only 16,900 commuting out. This varies
        by neighbouring authority with BCP sending more people to New Forest
        than it receives, and the reverse is true for Southampton.

5.52   The figure below illustrates where residents in each of the MSOAs in the
        New Forest, commute out to. As shown, there is a clear east-west split in
        the New Forest with the western side's residents including those that live
        in Lymington, commuting more frequently to BCP than anywhere else.

5.53   The eastern side of the district, including Totton and the Waterside and
        Lyndhurst, see greater numbers commuting to Southampton than
        anywhere else which is perhaps unsurprising given parts of the area
        such as Hythe have (had) easy access to the City.

5.54   Finally, the area to the northwest of the district, including Fordingbridge,
        commutes out to Wiltshire more so than anywhere else outside of the
        district.

**Figure 5.3** Most Common External Workplace – Out Migration (2021)
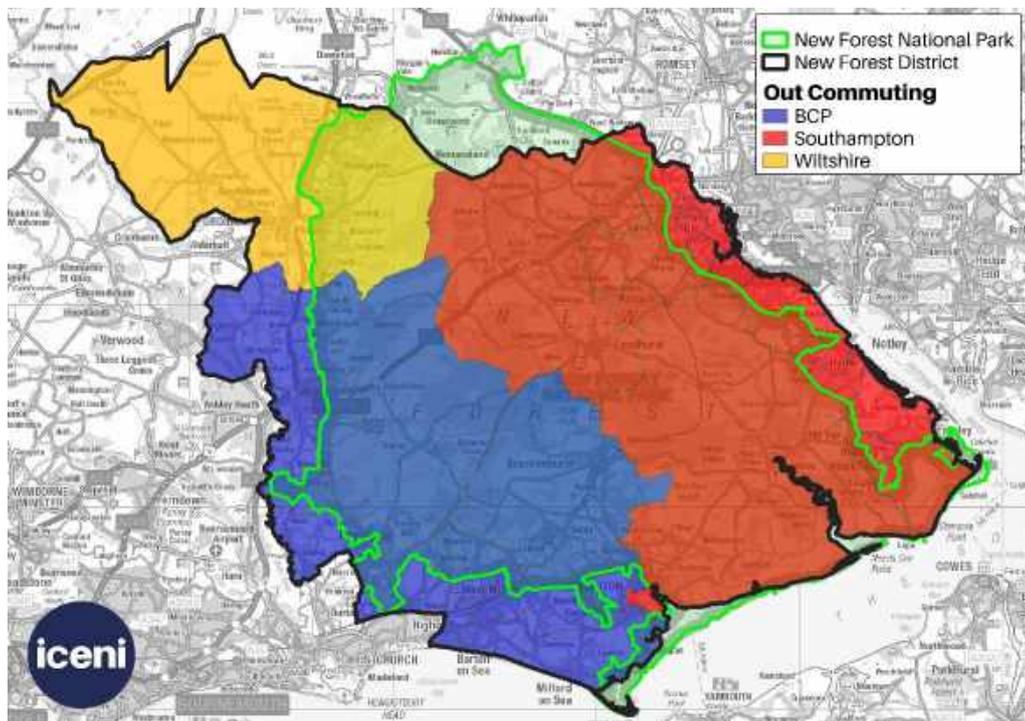
Source: ONS, Census 2021

5.55   This once again indicates a split within the district along similar lines to
        the migration dynamics.

House Price Data

5.56   The final factor we have examined when identifying the HMA is house
        prices. We have used price-paid data from the Land Registry to build a
        heat map of prices across the district.

5.57   As illustrated house prices in the National Park and the Coastal Areas
        are notably higher than in the rest of the district. There are particularly
        low-value areas in Totton and the Waterside and the other major urban
        areas of New Milton and Ringwood, which will be influenced by the mix of
        housing.

Figure 5.4 House Price (2023-24)
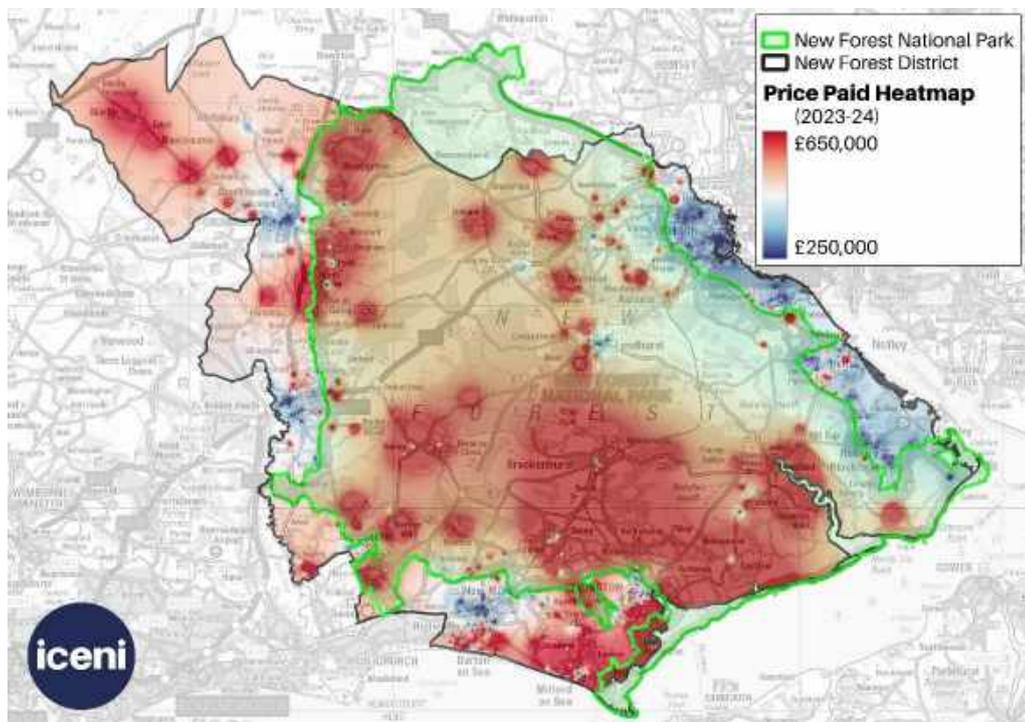
Source: Land Registry, 2024

5.58   The analysis does not drive forward the analysis of housing market areas
        but does help support the previously defined sub-areas. Similarly, the

split in migration and commuting intention also supports multiple sub-areas.

5.59   As a further consideration, this work is being partly commissioned by the New Forest National Park Authority and as shown the National Park area has distinct house price characteristics.

5.60   However, National Park boundaries are not drawn on any standard administrative area (instead the boundaries are established primarily on landscape grounds), but we can produce a best fit of Output Area (OA) areas based on population-weighted centroids that fall within the National Park boundaries.

5.61   The figure below confirms the sub-areas that we have used. These are principally the same as those defined in the previous work, but they have been updated to reflect changes to the New Forest National Park OA-based boundary.

Figure 5.5 Concluded Sub-Areas
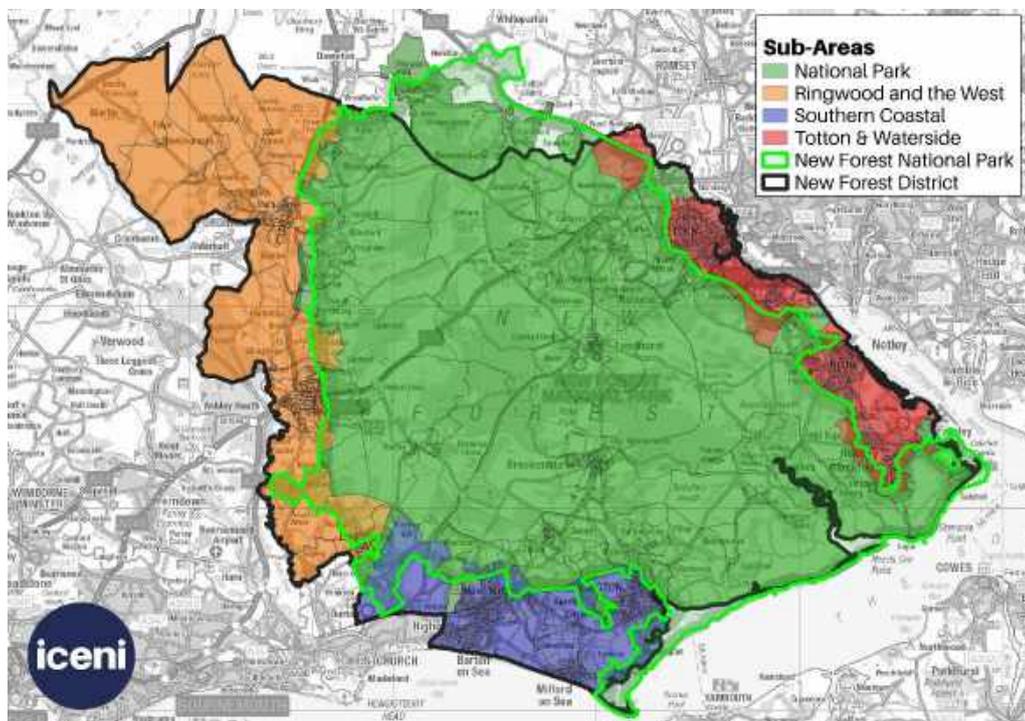
 Source: Iceni Projects based on ONS Output Areas

5.62   We also recognise that the National Park sub-area extends outside of the New Forest District area. Nine output areas fall outside of the district (8 in Wiltshire and 1 in Test Valley) and these output areas have all been included in this analysis as the National Park Authority is a commissioner of this work.

6. Demographic and Housing Stock Baseline

6.1   This section considers the demographic and housing stock profile of the New Forest District and the New Forest National Park against the wider comparators of Hampshire (ceremonial county), the South East and England.

6.2   Where appropriate, data and analysis are also provided for the sub-areas as identified in Chapter 5. This draws on the latest data available, including the 2021 Census and other relevant data published by ONS.

Population

6.3   In 2023, the ONS Mid-Year Estimates (MYE) show that the population of the New Forest District is estimated to be around 175,400. This is a decline of around -1,400 (-0.8%) since 2011.

6.4   In the New Forest Plan Area in 2022[8], the ONS MYE shows that the population has slightly declined since the time of the 2011 Census, by -367 (-0.3%).

6.5   In the New Forest National Park, the ONS MYE for 2022 shows that the population was around 34,400. This represents a very small decrease of around -542 (-1.6%) since 2011.

6.6   This level of growth (and in some cases decline) is far lower than that seen across the region (9.6%) and nationally (8.6%) over the same periods.

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[8] Small area population estimates for 2023 have not yet been published – therefore 2022 estimates have been used for comparison.

Table 6.1 Population Growth Summary (2011 to 2023)

	2011	**2022**	**2023**	**Change**	**% change**
New Forest District	176,789	175,942	175,398	-1,391	-0.80%
New Forest Plan Area	145,960	145,593	No data	-367	-0.25%
New Forest NP	34,931	34,389	No data	-542	-1.55%
South East	8,652,784	9,379,833	9,482,507	829,723	9.60%
England	53,107,169	57,106,398	57,69,0323	4,583,154	8.60%

Source: ONS MYE

6.7   The Figure below shows population growth indexed from 2011 to 2023. Both the New Forest Plan Area and National Park areas have experienced declining population growth compared to the regional and national averages, which show consistent and strong year-on-year increases.

6.8   The population in the New Forest Plan Area has been declining since around 2016. In the National Park area, the population has been declining more strongly yet steadily since around 2011.

6.9   The declining population is being driven by the ageing population with a higher number of deaths than births (i.e. negative natural change); these losses are not being sufficiently offset by levels of net in-migration. It is also the case that the area has seen an increase in second home ownership and short-term lets, which would restrict population growth due to fewer properties being available for people to move to. More details about the components of population change can be found in Section 9 of the report.

Figure 6.1 Indexed Population Growth (2011 to 2023)
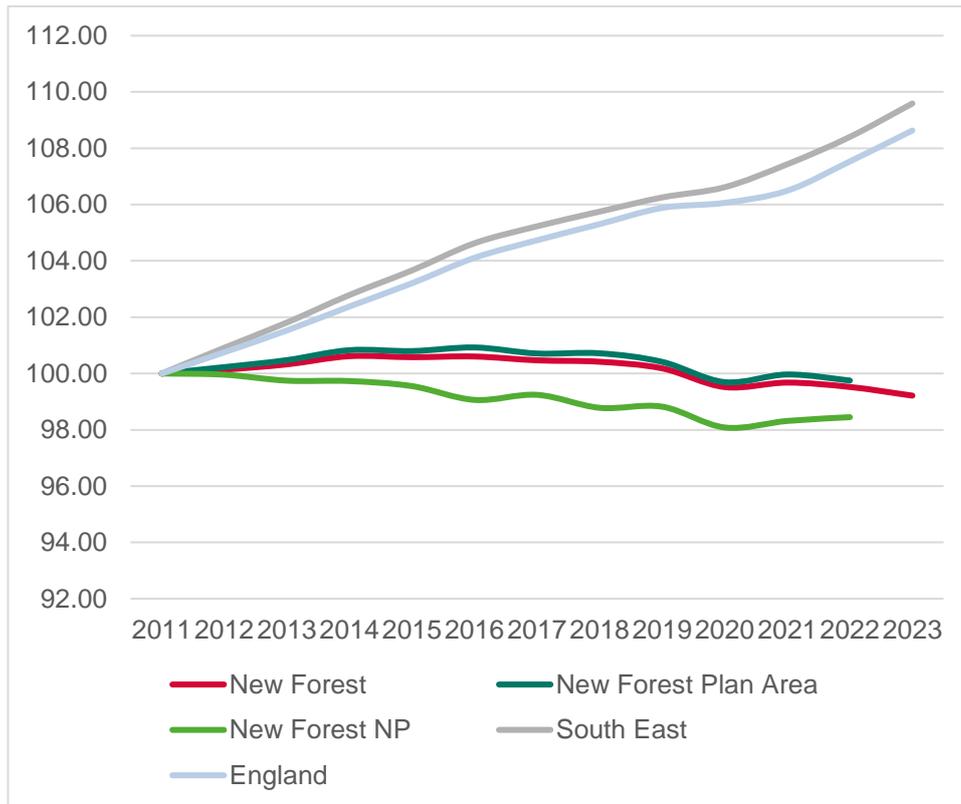
Source: ONS MYE

Sub-Areas

6.10   Looking at population change in the sub-areas, Totton and Waterside
        Sub-Area has the largest population at around 69,200 people or 38.1% of
        the total population across the New Forest in 2022.

6.11   This is followed by the Southern Coastal sub-area at 28.2% or around
        50,400 people. These sub-areas contain more urbanised areas in
        comparison to the other sub-areas, and so a greater population count is
        expected.

6.12   Ringwood and the West and the Coastal sub-areas saw a gain in
        population (2.8% and 0.3% respectively) between 2011 and 2022. The
        National Park and Totton and Waterside sub-areas saw population
   decline over the same period (-1.4% and -1.8% respectively).

Table 6.2 Population Count in New Forest Sub-Areas

| Area	2011	2022	Change	% change	% of Study Area
National Park SA	33,522	33,040	-482	-1.4%	18.5%
Ringwood and the West SA	26,409	27,137	728	2.8%	15.2%
Coastal SA	50,313	50,447	134	0.3%	28.2%
Totton and Waterside SA	69,238	68,009	-1229	-1.8%	38.1%
Study Area	179,482	178,633	-849	-0.5%	100.0%

Source: ONS MYE

Age Profile

6.13   The figure below compares the population distribution of ONS MYE for 2023 by five-year age bands. As shown, the New Forest has an older age profile compared to the region and country.

6.14   Specifically, the New Forest (district and NP) has a lower proportion of those aged 45 and younger and a particularly low number of people aged 20 to 29.

6.15   Conversely, the older population groups aged 45 and above are proportionately larger than the wider comparators by a significant margin.

6.16   The older population profile is more pronounced in the National Park area as it has a lower proportion of those aged between 20 and 39 years old and a much higher proportion of those aged 40+ than even the district.

Figure 6.2 Five-Year Age Bands (2023)
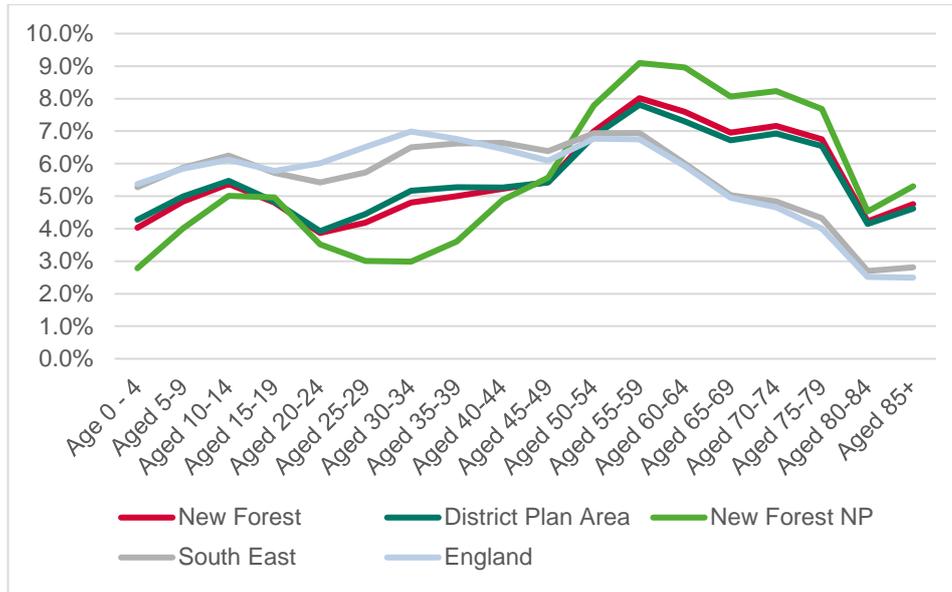
*Source: ONS MYE *2022 data, as 2023 MYE estimates are not available*

6.17   The bar chart below illustrates the above information across five broader age groups. Again, this highlights the older age profile of New Forest and particularly the National Park.

6.18   The New Forest National Park area has a significantly higher proportion of residents aged 65 and over (33.8%) when compared to the South East (19.7%) and England (18.6%). The Plan Area also has a high proportion of residents aged 65 and over (29.0%).

6.19   Conversely, the National Park area has comparatively lower percentages of school and university-aged population (i.e., ages 0 to 24), consisting of around a fifth of the population.

Figure 6.3 Population distribution across broad age groups for New Forest (2023)
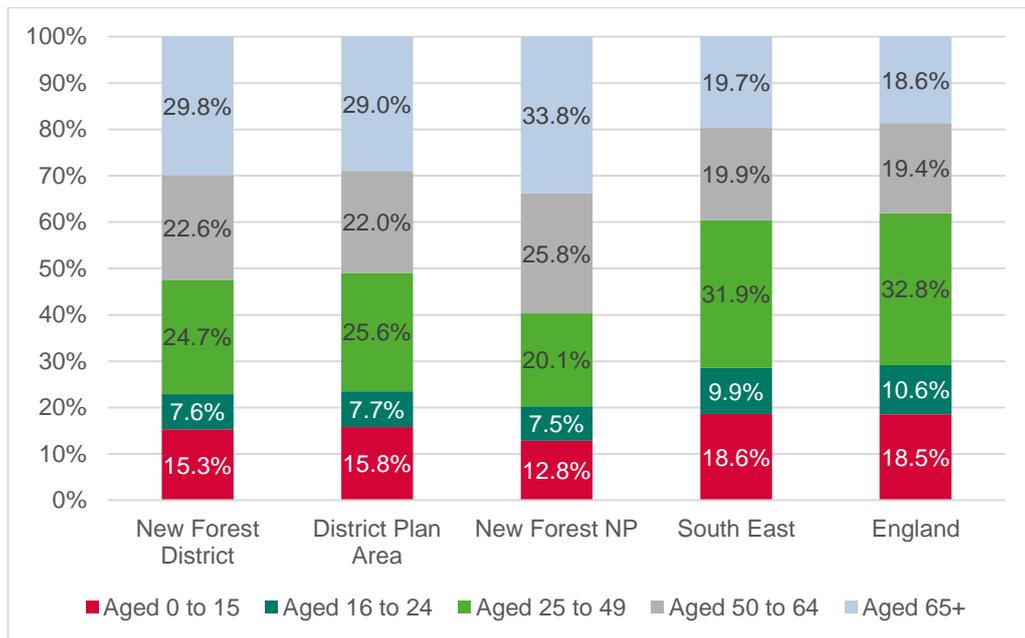
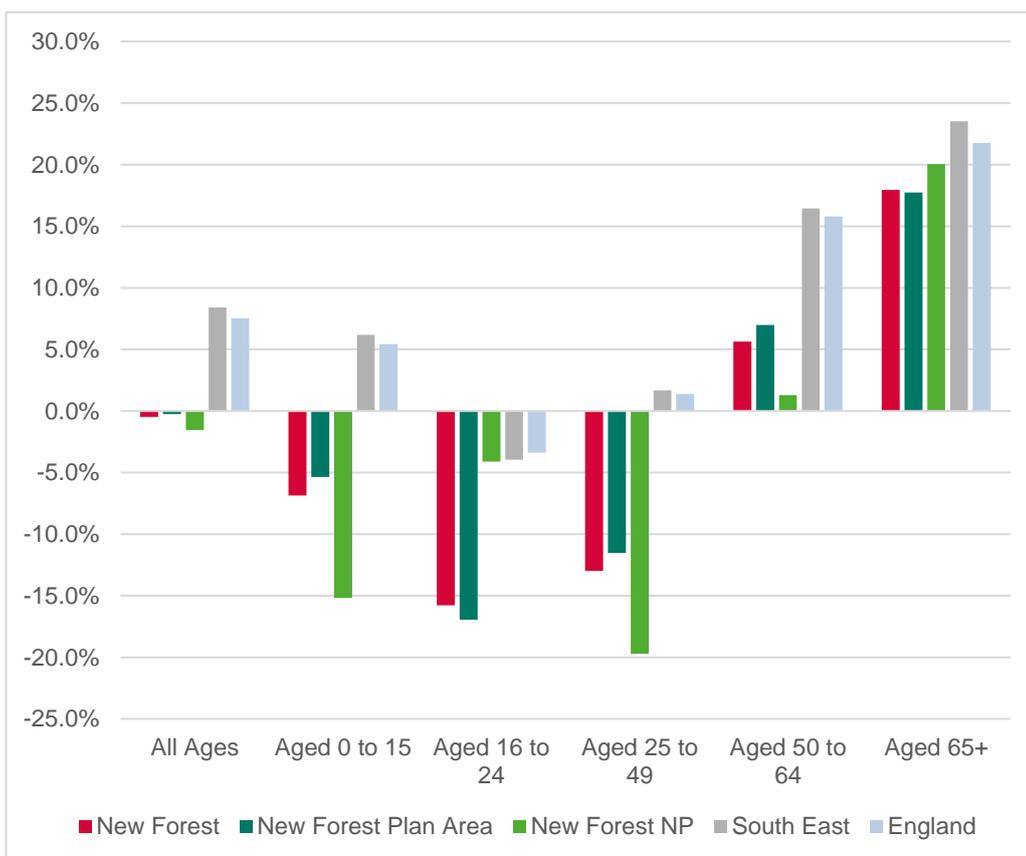*Source: ONS MYE *2022 data, as 2023 MYE estimates are not available*

6.20   There are also clear differences between the District Plan Area and the National Park. The National Park has an older population profile in comparison, with around 60% of the population being aged 50 and older. In the Plan Area around 51% of the population are aged 50 and older.

6.21   Another key difference is in those aged 25 to 49, which is much higher (25.6%) in the Plan Area than in the National Park area (at 20.1%).

6.22   This again points to an outward migration dynamic of students and younger working-aged people leaving the area for education and employment opportunities and not returning.

6.23   Looking at the age profile in New Forest over time, the population in both the District Plan Area and National Park has noticeably aged between 2011 and 2022. This is demonstrated by very sharp declines in the three youngest age bands and significant growth in the oldest (age 50 and above) age bands.

6.24   The region and nation also saw increases in the percentage of population aged over 65, and this was to a greater degree than that seen in New

Forest. This is trend is consistent across the District Plan Area and National Park areas. This is perhaps due to the older starting point for the New Forest.

6.25   Both the District Plan Area and the National Park areas have seen a fall in the percentage of the population that were children (Aged 0 to 15). This is against the wider national trend showing increases in this age group. The National Park area has decreased the most at around -15%.

6.26   Despite the much lower proportion of those aged 16 to 24 this cohort has not changed as much in the National Park (-4%) in comparison to the Plan Area (-17%). The greatest decrease in proportion in the National Park was in the 25-49 age band, falling by around 20%.

**Figure 6.4** 2011 to 2023 Percentage Point Change in Ages

*Source: ONS MYE *2022 data, as 2023 MYE estimates not available*

Sub-Areas

6.27   The figure below shows the variance in population distribution across broad age groups in the New Forest sub-areas in 2022. As shown, there is a relatively older population profile in the National Park sub-area while the Totton and Waterside has the youngest population profile.

Figure 6.5 Population Distribution across Broad Age Groups in New Forest Sub-Areas, 2022
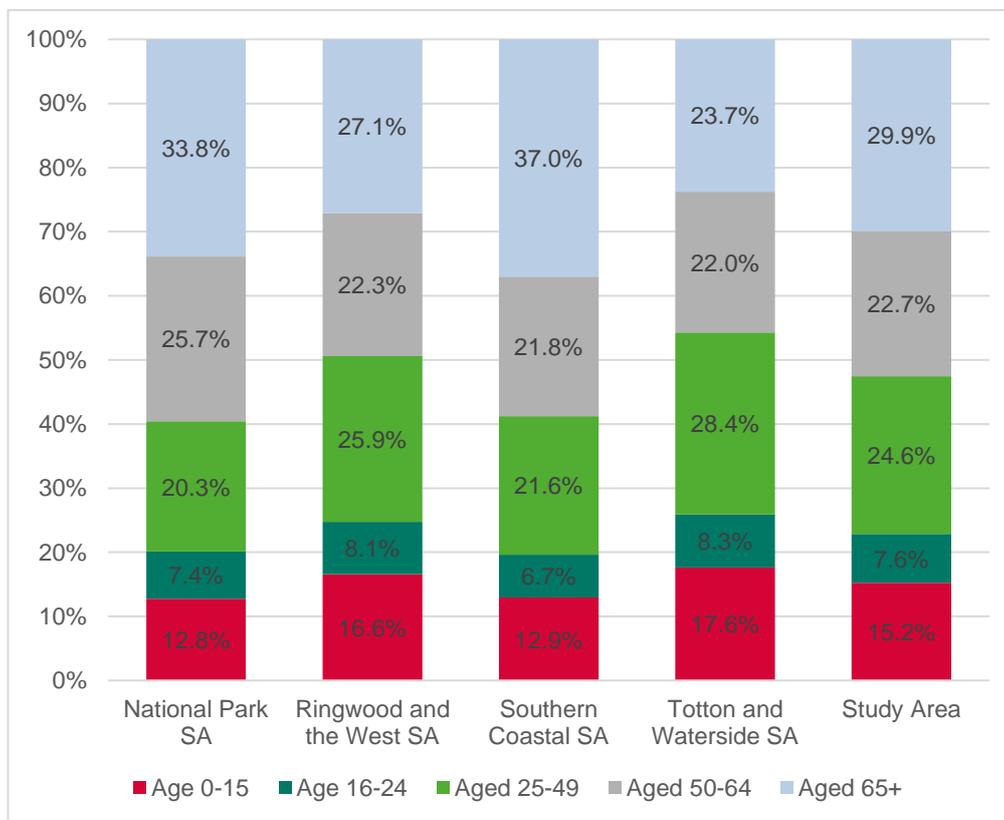
Source: NOMIS

6.28   The Southern Coastal and National Park sub-areas are similar in profile and are older in profile in comparison to the other areas shown below. The Totton and Waterside sub-area also has the largest population which will retire in the next 20 years.

Dwellings and Households

6.29   In 2023, there were 83,926 dwellings in New Forest, which is an increase
        of 3,640 or 4.5% since the time of the 2011 Census.

6.30   In the District Plan Area, there were 69,607 dwellings as of 2023, which
        was an increase of 3,478 or 5.3% since the time of the 2011 Census.

6.31   In the National Park area, there were 15,503 dwellings as of 2023, which
        was an increase of 211 or 1.4% since the time of the 2011 Census.

Table 6.3 Number of Dwellings, 2011-2021

	2011	2023	Change	% change
New Forest District	80,286	83,926	3,640	4.5%
District Plan Area*	66,129	69,607	3,478	5.3%
New Forest National Park*	15,292	15,503	211	1.4%
Hampshire	752,250	825,441	73,191	9.7%
South East	3,694,388	4,109,710	415,322	11.2%
England	22,976,066	25,396,447	2,420,381	10.5%

Source: Census 2011, Census 2021 *Output Area approximated estimate. Precise
geography data for 2021 is unavailable at the time of writing.

6.32   The increases in stock in the New Forest District (4.5%) are significantly
        lower over the period of 2011 to 2023 when compared to the rest of
        Hampshire (8.2%), the South East (9.0%), and England (8.5%). This is
        perhaps not unexpected given the restrictions to development provided
        by the National Park, which only grew by 1.4%.

6.33   The National Park sub-area has also seen the lowest dwelling stock
        growth since 2011 with an increase of just 211 dwellings, or 1.4%[9]. The
        Totton and Waterside sub-area has also seen an increase in dwellings
        over the decade (1.6%).

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[9] It should be noted that in June 2025 there are nearly 200 new dwellings under construction in the National

Park area, so the stock will increase.

6.34   The Southern Coastal sub-area has seen a relatively strong level of
        increase at 8.3%, as has Ringwood and the West at 7.8%, which is
        closer to, but still less than, the wider comparators shown in the table
        above.

Table 6.4 Number of dwellings in New Forest Sub-Areas, 2011 -
2023

	2011	**2023**	**Change**	**% change**
National Park	15,292	15,503	211	1.4%
Ringwood and the West	11,477	12,373	896	7.8%
Southern Coastal	24,818	26,866	2,048	8.3%
Totton and Waterside	29,834	30,324	490	1.6%
Study Area	81,421	85,066	3,645	4.5%

Source: Census 2011, Census 2021

Household change

6.35   In the New Forest District, there are 77,566 households, which has seen
        an increase of just 727 households or 0.9% since the 2011 Census.

Table 6.5 Number of Households, 2011-2021

	2011	**2021**	**Change**	**% change**
New Forest District	76,839	77,566	727	0.9%
District Plan Area	63,673	64,720	1,047	1.6%
New Forest National Park*	14,262	13,953	-309	-2.2%
Hampshire	728,981	776,139	47,158	6.5%
South East	3,555,463	3,807,966	252,503	7.1%
England	22,063,368	23,436,085	1,372,717	6.2%

Source: Census 2011, Census 2021 *Output Area approximated estimate.

6.36   In the District Plan Area, the number of households increased by 1,041 to
        64,720, representing an increase of 1.6% since the 2011 Census. For the
        National Park area, the number of households has declined by 309 to
        13,953, representing a 2.2% decrease.

6.37   As noted, the figures for the National Park are based a best-fit of Output Areas and since drafting this report, ONS has provided new household estimates based on exact boundaries. This also shows a decline in households in the Park (from 14,536 in 2011 to 14,393 in 2021, a reduction of 143 households).

6.38   These are in contrast to the household change rates observed in Hampshire (6.5%), the South East region (7.1%), and England (6.2%). Again, this is not unexpected given the restrictions of the National Park.

6.39   Regarding the reduction in households in the Park, during a period where the number of dwellings increased, this will have occurred due to an increase in the number of vacant homes, which for the Park is likely to be due to increases in second homes and homes going to other uses (e.g. holiday lets).

6.40   Data in Section 9 of this report shows a substantial increase in the number of vacant homes (across the whole District) between 2011 and 2021 and it should be noted that across the study area, the increase in households is someway below increases in the number of dwellings.

6.41   More generally, the data points to reductions in population but a growth in households (when looking across the study area as a whole). This finding is not unexpected and is driven by an ageing population and changing household structures, such as more one-person households and smaller families.

6.42   For example, as the population ages, there are more older individuals living alone, leading to a rise in one-person households. Additionally, fewer children per family can give rise to lower (or negative) population change relative to changes in the number of households.

6.43   Across New Forest (District) it is the ageing population that looks to have been the main driver of falling population but rising households (older people tending to live in smaller households).

6.44   Between 2011 and 2021, ONS data (from mid-year population estimates) shows a decline in population of around 600 people, however this masks a significant increase in the number of people aged 65 and over (up 7,400) and a decrease in those aged under 65 (down 8,000).

Household Composition

6.45   One-person households are more prevalent in the District Plan Area (at 30.0%) than in the New Forest National Park Area (25.1%). The District Plan Area is more closely aligned with Hampshire's (28.7%) and England's average (30.1%) composition in this regard.

6.46   Single-family households are the most common household type in all areas. Within the New Forest and particularly the National Park, the rate is higher than that seen in county and national averages.

6.47   Married or civil partnership couples without children is notably more common in the National Park (15.9%) than in the District Plan Area (12.5%), Hampshire (11.7%), and England (10.4%). Given the age profile, this indicates a prevalence of older, 'empty nester' couples within the National Park area.

6.48   Other household types are also less common in New Forest District and the National Park than in Hampshire and England. This includes "Other: Other" households which are a proxy for HMOs.

6.49   This may in part be due to not having a university as students comprise many HMOs although this is only one aspect of the HMO market which would also include seasonal workers and those in low-paid employment.

Table 6.6 Household composition in New Forest and comparator geographies, 2021

Household type	New Forest District	New Forest Plan Area	New Forest NP	Hants	England
One-person household	**29.3%**	**30.0%**	**25.1%**	**28.7%**	**30.1%**
One-person household: Aged 66 years and over	17.4%	17.5%	16.2%	13.3%	12.8%
One-person household: Other	12.0%	12.5%	8.8%	15.4%	17.3%
Single-family household (SFH)	**66.0%**	**65.5%**	**69.1%**	**64.9%**	**63.0%**
SFH: All aged 66 years and over	16.0%	15.4%	19.0%	10.5%	9.2%
SFH: Married or civil partnership couple	31.7%	30.8%	36.7%	32.6%	30.4%
SFH: Married or civil partnership couple: No children	13.0%	12.5%	15.9%	11.7%	10.4%
SFH: Married or civil partnership couple: Dependent children	12.7%	12.6%	13.5%	15.2%	14.4%
SFH: Married or civil partnership couple: All children non-dependent	6.0%	5.8%	7.3%	5.7%	5.6%
SFH: Cohabiting couple family	9.8%	10.1%	7.8%	11.7%	11.6%
SFH: Cohabiting couple family: No children	5.4%	5.5%	4.6%	6.6%	6.3%
SFH: Cohabiting couple family: With dependent children	3.7%	3.9%	2.5%	4.4%	4.5%
SFH: Cohabiting couple family: All children non-dependent	0.7%	0.7%	0.7%	0.7%	0.7%
SFH: Lone parent family	8.2%	8.7%	5.3%	9.5%	11.1%
SFH: Lone parent family: With dependent children	4.7%	5.1%	2.7%	5.9%	6.9%
SFH: Lone parent family: All children non-dependent	3.5%	3.6%	2.6%	3.6%	4.2%
SFH: Other single-family household	0.4%	0.4%	0.2%	0.6%	0.8%
SFH: Other single-family household: Other family composition	0.4%	0.4%	0.2%	0.6%	0.8%
Other household types	**4.7%**	**4.5%**	**5.8%**	**6.4%**	**6.9%**
Other household types: With dependent children	1.8%	1.7%	2.3%	2.1%	2.7%
Other household types: Other, including all full-time students and all aged 66 years and over	2.9%	2.8%	3.5%	4.2%	4.2%

Source: Census 2021

Tenure

6.50   The chart below presents the percentage of households by tenure in
        2021. The New Forest National Park has a very high proportion of
        homeownership at 81%, significantly higher than the South East (63.1%)
        and England (62.3%). It is also marginally higher than the District Plan
        Area at 73.7%, however, the District Plan Area's ownership levels are still
        much greater than that seen across the wider comparators.

Figure 6.6 Proportion of households across broad tenure types in New
Forest and comparator geographies, 2021
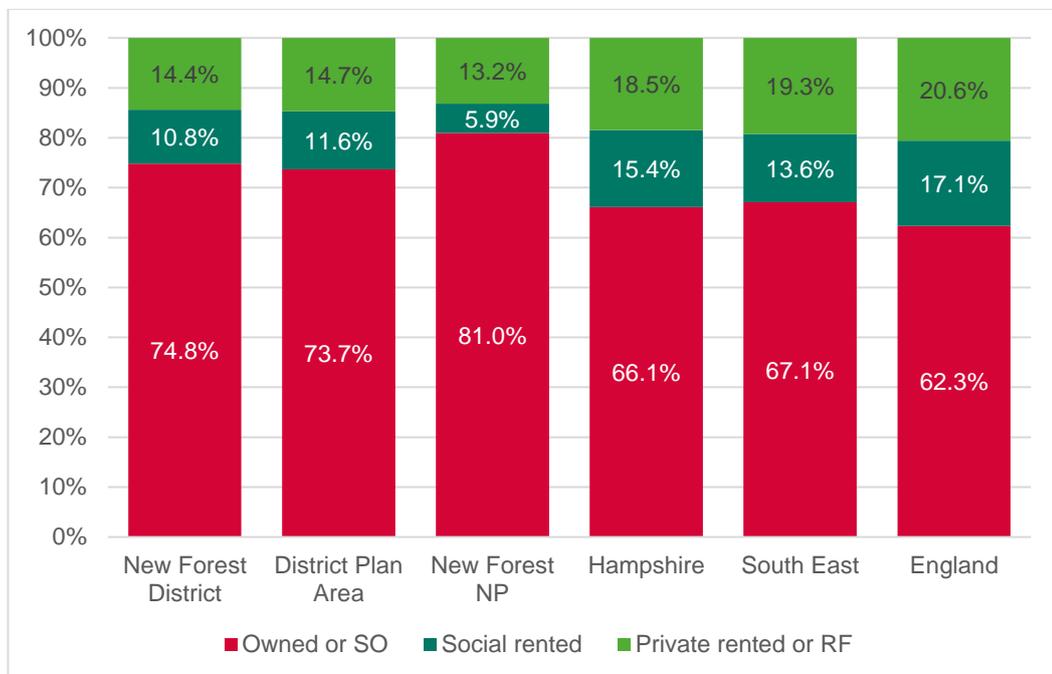
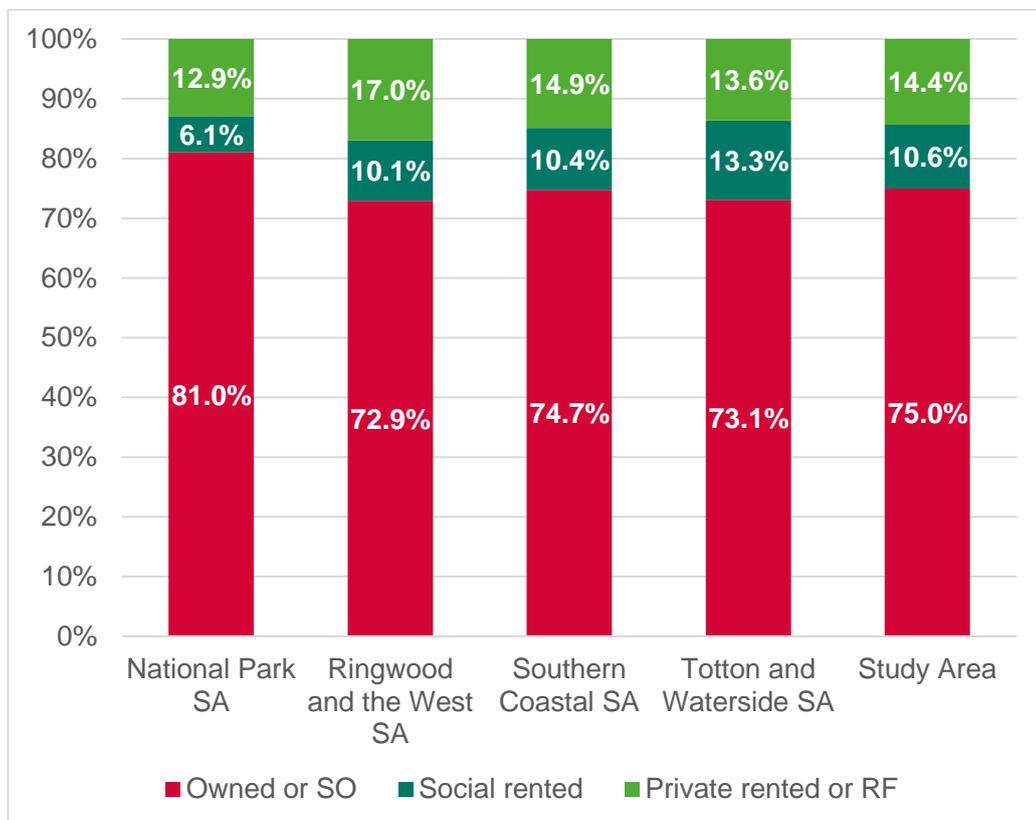*Source: Census 2021*

6.51   Social renting is also much less prevalent in the National Park area at
        just 5.9% when compared to District Plan Area (11.6%) and the
        comparator geographies, which have significantly higher rates. The
        prevalence of private renting (including those living Rent Free) is lower in
        both the National Park (at 13.2%) and the District Plan Area (at 14.1%).

6.52   In summary, New Forest as a whole has a profile of higher rates of home
        ownership and lower reliance on both private and particularly social
        renting, compared to the regional and national averages.

Sub-Areas

6.53   The Figure below confirms that home ownership is the most common tenure type across all sub-areas by a significant margin. Again, the National Park sub-area sees the highest rates of home ownership across the study area and the lowest rates of private (12.9%) and social renting (6.1%).

Figure 6.7 Proportion of households across broad tenure types in New Forest sub-areas, 2021
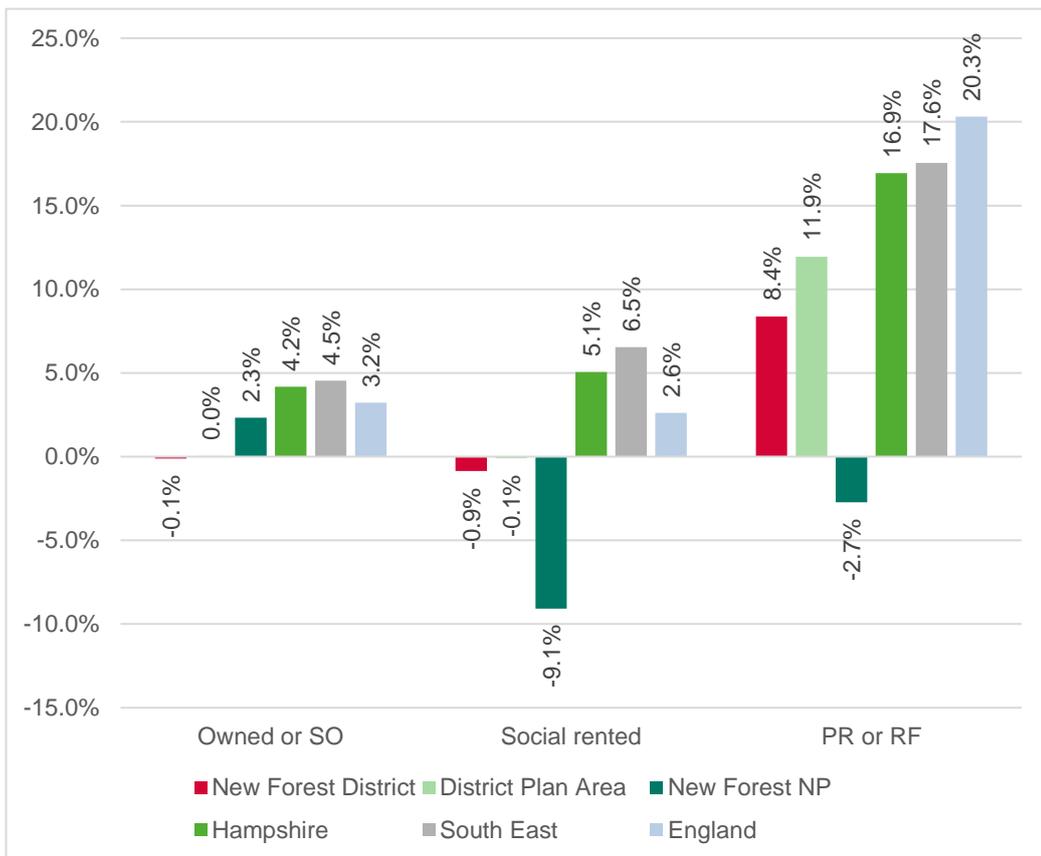

Source: Census 2021

6.54   The remaining areas do not exhibit significantly different tenure profiles. However, the profile is one of significant and above-average levels of homeownership.

6.55   Ringwood and the West sees the highest rates of private renting or living rent free in the study area (at 17%), which is closer to, but still below, the level seen across Hampshire and the rest of the country.

6.56   The highest rates of social renting are seen in Totton and the Waterside (13.3%), with a fairly balanced rental profile between both private and social renting in that sub-area.

Change in Tenure

6.57   The bar chart below illustrates the percentage change in different tenures between the 2011 and 2021 Census. In terms of outright home ownership, the New Forest Plan Area has seen a small increase of around 2.5%. The National Park has seen a slightly stronger increase of around 4%. There was a similar increase across the region, however, England had a slightly lower increase.

Figure 6.8 Change in proportions of households across tenure types in New Forest and comparators between 2011 and 2021

Source: Census 2011, Census 2021

6.58   The number of households who are socially renting has effectively remained the same over the decade (-0.1%). At the same time, social

renting has declined significantly in the New Forest National Park area by almost 10%. This could be a result of right-to-buy sales.

6.59   The number of households privately renting has increased strongly in the District Plan Area, by around 7.5%. However, there has been a small decline (around -2.5%) in the number of households privately renting in the National Park area and this is very much against wider trends.

Dwelling Type

6.60   The profile of dwelling stock in the New Forest District and National Park is one of very high rates of detached dwellings as shown by the figure below.

6.61   Notably, in the New Forest National Park area, 67.7% of the dwelling stock is detached dwellings. These rates far exceed those observed in the District Plan Area (41.4%), Hampshire (27.9%), the South East (28.0%) and nationally (22.9%).

**Figure 6.9** Proportions of dwelling types in New Forest and comparator geographies, 2021
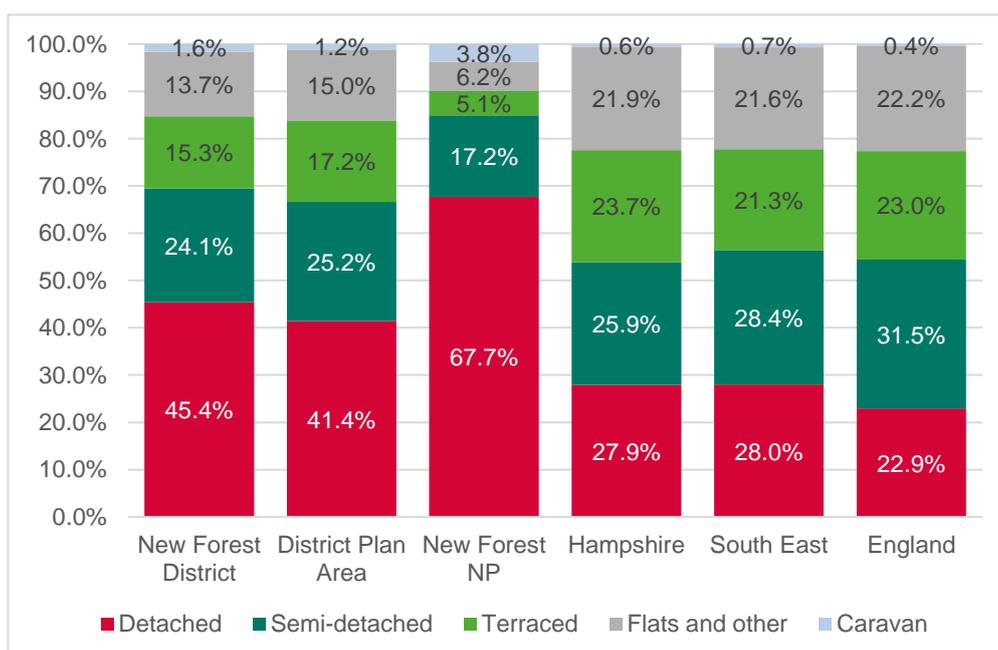
Source: Census 2021

6.62   Semi-detached homes also form a large part of the dwelling stock in the District Plan Area (at 25.2%), and less so in the New Forest National Park (17.2%). However, these are both at lower rates than that seen across the comparator geographies.

6.63   Terraced housing and flatted dwellings are less common in District Plan Area, comprising 17.2% and 15.0% of the stock, respectively. In the National Park, just 5.1% of dwelling stock is terraced, and just 6.2% is flatted.

6.64   These figures reflect the more rural nature of New Forest, particularly in reference to the National Park. There are a notably significant number of caravans in the New Forest National Park area comprising 3.8% of total dwellings. This is far greater than the rates observed at the county-level, regionally, and nationally – all at less than 1%.

6.65   The high propensity of households living in caravans will be a reflection of a number of factors including the availability of caravans locally. This will in part be caravans on holiday parks although these should not be used as a permanent residences.

6.66   There will also be residential parks which are attractive to older people (and those on lower incomes) and are often located in rural and coastal locations as people wish to retire to these areas and such properties provide an affordable option.

Sub-Areas

6.67   The profile of all sub-areas is skewed towards detached and semi-detached homes than the wider comparators in the region and nationally. The sub-areas also differ strongly from the National Park sub-area. For all typologies other than detached dwellings and caravans, the National Park sub-area has the lowest proportions.

**Table 6.7** Proportions of dwelling types in New Forest sub-areas, 2021
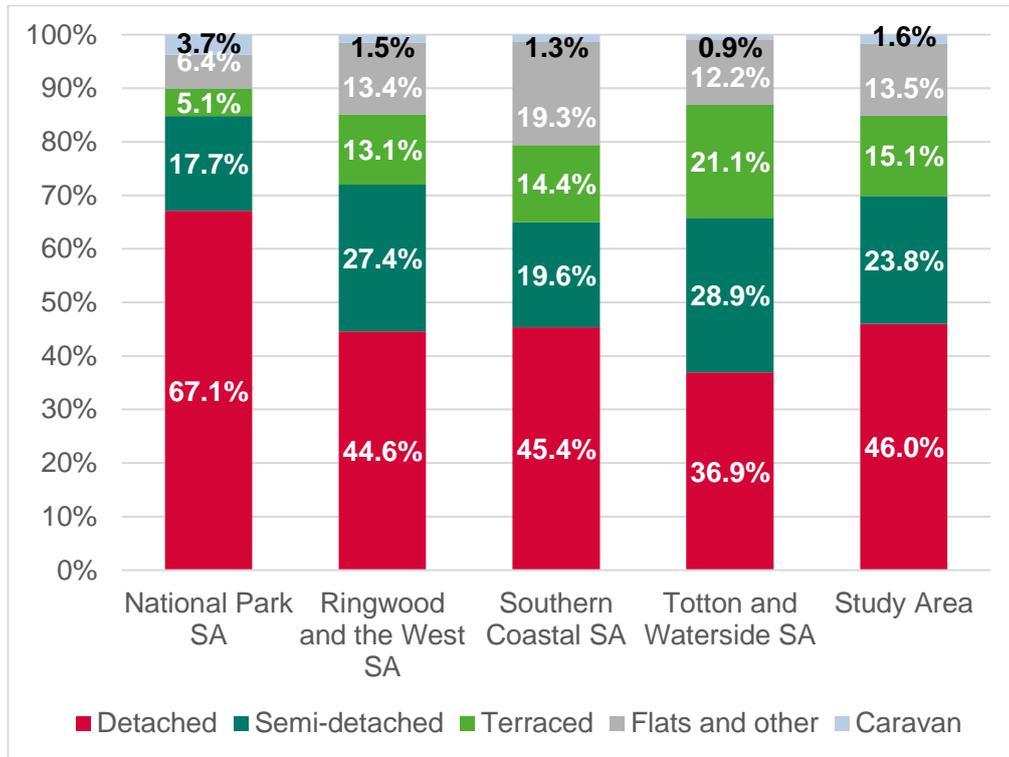
Source: Census 2011

6.68   Conversely, the lowest rates of detached dwellings are observed in the Totton and Waterside sub-area at 36.9%, which also has the highest proportions of terraced dwellings (21.1%) and semi-detached dwellings (28.9%). This represents the densest typology across the sub-areas.

6.69   Despite this, the highest proportion of flatted dwellings are observed in the Southern Coastal sub-area at 19.3%, which also has the highest rates of detached dwellings in areas outside the National Park at 45.5%.

Bedrooms

6.70   Generally, New Forest District has a larger dwelling profile than the rest of the country which is shown by the figure below. The National Park area has a significantly different dwelling size profile than the other geographies observed below with a particularly higher rate of 4-bedroom properties (at 38.9%) than the rest of the comparator geographies.

Figure 6.10 Proportions of dwelling sizes in New Forest and comparator geographies, 2021
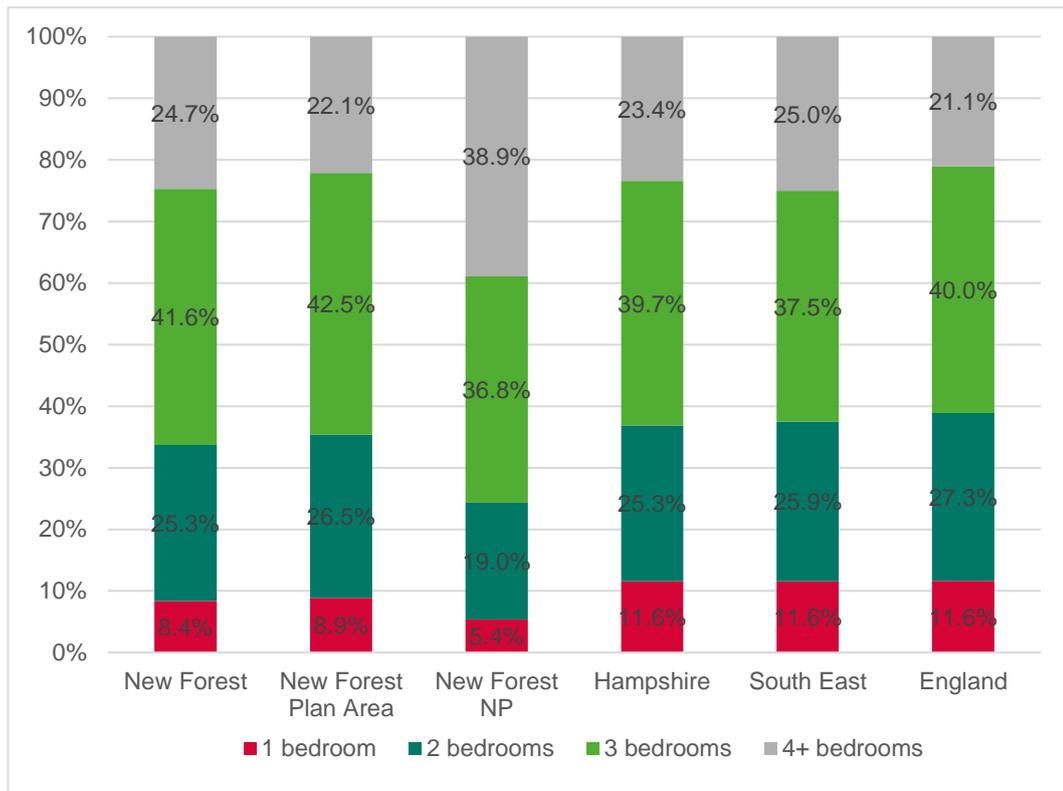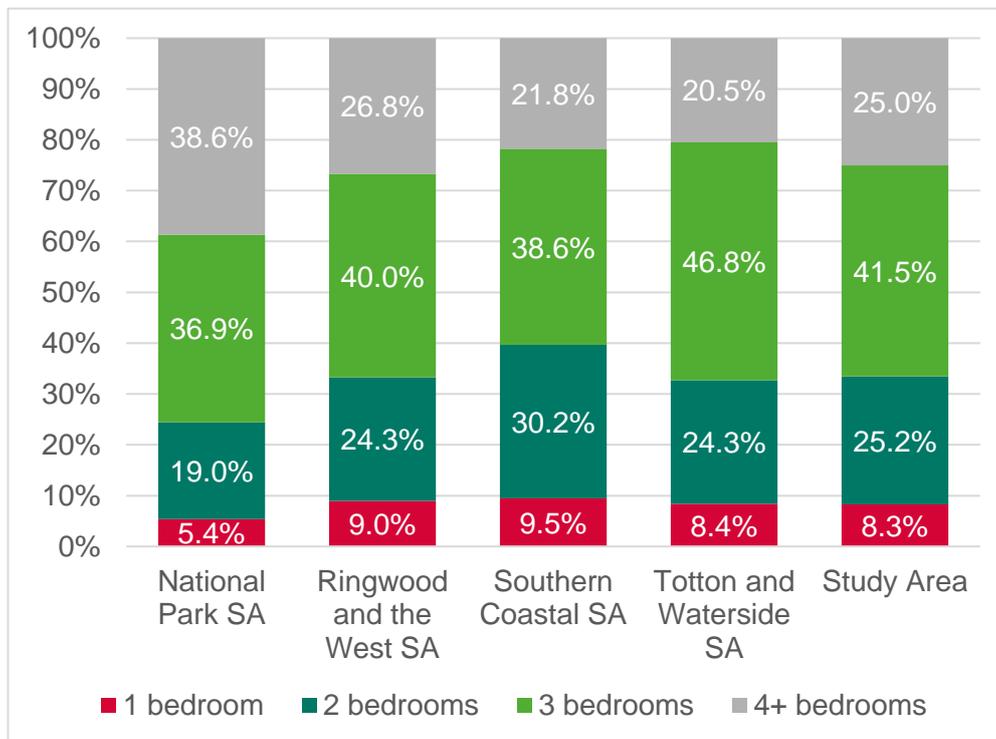

Source: Census 2021

6.71   While the profile of the District Plan Area aligns more closely with the county, regional and national average profiles, it is still on average larger in profile with more two and three bedrooms. This is driven by the stronger proportion of three-bedroom properties (at 42.5%) than all comparator areas, including the National Park.

Sub-Areas

6.72   Looking at the sub-areas, as expected the National Park has the largest dwelling profile, with around 75% of properties having 3-bedrooms or more. It has the lowest rates of 1-bedroomed (5.4%) and 2-bedroomed dwellings (19.0%) across the comparator geographies.

6.73   The Southern Coastal area has the smallest dwelling profile with almost 40% of dwellings being 1 or 2-bedroom. This is driven by the comparatively high and above average rates of 2-bedroomed properties

in the area (30.2%). It has the lowest rates of three-bedroom properties (38.6%) outside of the National Park.

**Figure 6.11** Proportion of bedroom sizes of households in New Forest Sub-Areas, 2021

Source: Census

6.74   Totton and Waterside sub-area has the lowest rate of 4-bedroom at 20.5%. Conversely, it also has the lowest rates of 1-bedroom properties (8.4%) outside of the National Park area. Totton and Waterside's profile is skewed strongly by the very high rates of 3-bedroom dwellings in the sub-area at 46.8%.

6.75   Ringwood and the West sub-area has the highest rates of 4-bedroom and larger dwellings outside of the National Park area at 36.8%. Its profile is skewed towards larger dwellings but could be said to be more balanced and reflective of county, regional and national average profiles.

Occupancy Rating

6.76   Occupancy rating is assessed in the 2021 Census by comparing the number of bedrooms the household requires to the number of available bedrooms. The required number of bedrooms is based on the age, gender and relationship of the members of each household.

6.77   Over-occupied means there are fewer bedrooms than the household requires, under-occupied means that the household has more bedrooms than it requires (in this case two or more bedrooms as one extra bedroom is sometimes required e.g. for an overnight carer or children that do not stay permanently).

6.78   The District Plan Area has a high percentage of under-occupied homes, with 42.5% of households having at least two extra bedrooms than required. This is higher than Hampshire (38.9%), the South East (38.1%), and the national average in England (35.6%).

Figure 6.12 Occupancy ratings of households in New Forest District and National Park, and comparator geographies, 2021
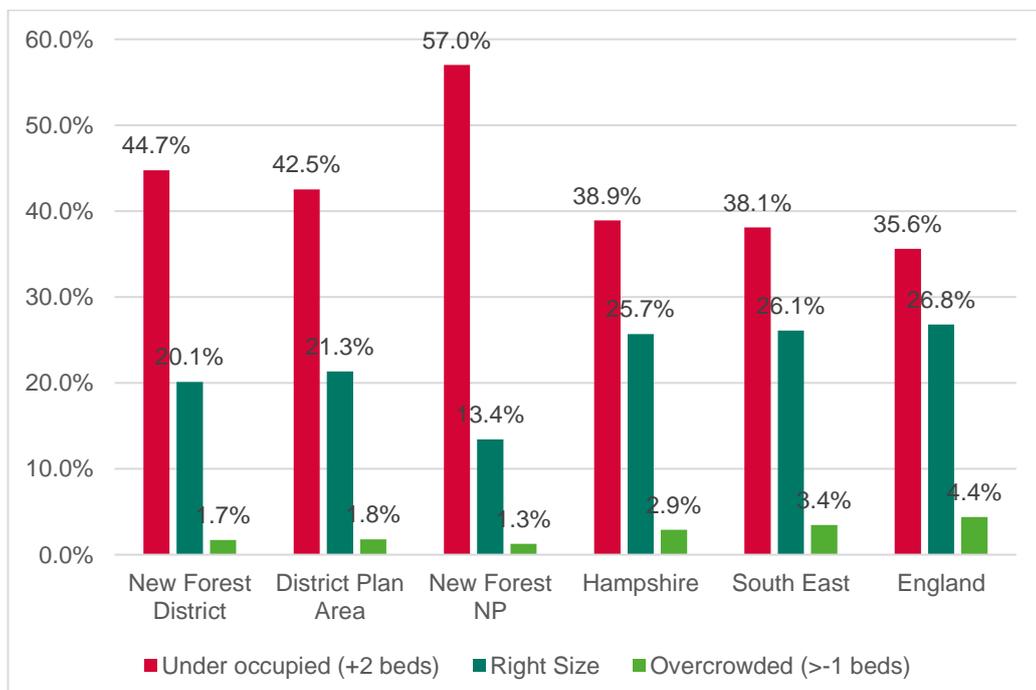

Source: Census 2021 (This excludes under-occupied +1 bedrooms so numbers do not sum to 100%)

6.79   The New Forest National Park area has an even greater level of under-
        occupation than the District Plan Area, with the majority of households
        (57.0%) having more than 2 bedrooms unoccupied. Only 1.3% of
        households are considered overcrowded and this is well below the rates
        seen across wider comparators.

6.80   This reflects the higher proportion of larger homes in a more rural
        context, and also the older population which tend to live in smaller
        households. This does present an issue/opportunity in relation to the
        future housing mix which is explored later in this report.

Sub-Areas

6.81   Across all of the sub-HMAs, under-occupied housing constitutes the most
        significant proportion, exceeding 40% of households in all sub-areas.
        This is particularly the case in the National Park sub area where under-
        occupation is approaching 57% of households.

Figure 6.13 Occupancy ratings of households in New Forest sub-areas,
2021
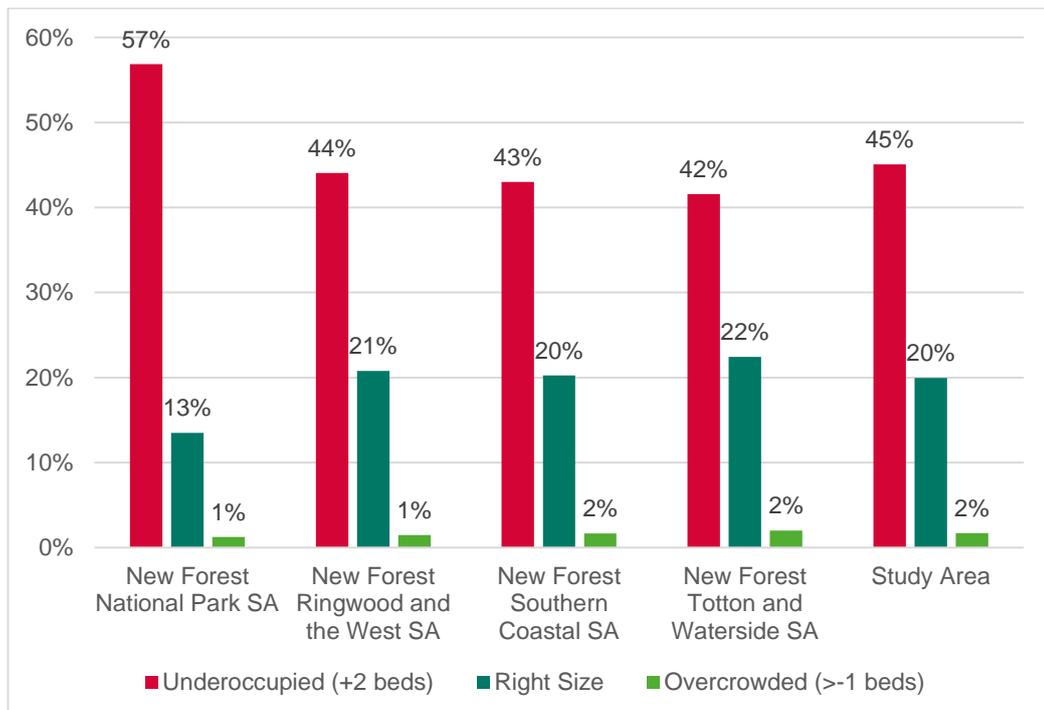
Source: Census 2021

6.82   The Totton and Waterside area is the most 'balanced' of the sub-areas
        with relatively lower levels of under-occupation in comparison to the other
        sub-areas, and the highest rates of over-occupation at 2.0% and 'right
        sized' housing at 22.4%. However, under-occupation is still much more
        prevalent than across the wider geographies shown in the figure above.

6.83   No area exceeds a rate of 2.0% of households being overcrowded which
        is very low in comparison to the wider geographies.

Demographic and Housing Stock Baseline Summary

6.84   As of 2022, the District Plan Area has a population of approximately
        145,600 and has seen a slight population decline since 2011 (-0.3%).

6.85   The New Forest National Park area had a population of 34,931 in 2022.
        and has had a small population decline of -1.6% since 2011.

6.86   Both the District Plan Area and National Park area have an older
        population compared to regional and national benchmarks.
        Approximately half of residents in these areas are aged 50 and over.

6.87   In the National Park, the older age profile is even more pronounced, with
        around 34% of the population aged 65 and over. This is higher than the
        29% observed in the Plan Area.

6.88   Single-family households are the most common household type in the
        National Park Area and District Plan Area. Higher than average rates of
        couples without children in the National Park and the District Plan Area
        suggest a prevalence of empty nesters given the older population profile.

6.89   In the District Plan Area, there were 69,607 dwellings as of 2023 which
        was an increase of 5.3% since the time of the 2011 Census. In the
        National Park area, there were 15,503 dwellings as of 2023 which was
        an increase of 1.4% since the time of the 2011 Census. Both levels of

dwelling stock growth are much lower than that seen in wider geographies.

6.90   The National Park's housing stock is dominated by detached properties, and the dwelling size profile is skewed toward larger homes with 39% of dwellings having four or more bedrooms.

6.91   The District Plan Area also features a high proportion of detached housing. However, there is a more balanced mix of typologies and sizes with a greater share of two- and three-bedroom properties, and greater proportions of dwelling types other than detached.

6.92   There are high levels of home ownership in both the District Plan Area (74%) and the National Park (81%) as of 2021. There is a lower reliance on both private and particularly social renting in both areas, compared to regional and national averages.

6.93   There are particularly high-levels of under-occupation in the National Park area although in comparison to the national and regional picture the same can be said for the District Plan Area.

7. Housing Market Baseline

7.1   This section of the report examines housing market dynamics in New Forest. It also includes a summary of our consultation with local agents.

7.2   A separate section of the report examines the private rental market across New Forest.

7.3   It should be noted that the below represents a snapshot of the current market, which has been volatile in recent years.

National Market Dynamics

7.4   The COVID-19 pandemic has been widely attributed to the rapid increase in house prices in England since 2020, as shown in Figure 7.1 below.

7.5   Factors such as the movement toward working from home and remote working practices, and the Stamp Duty holiday, are considered to have sparked the "race for space" and increased the demand and prices for housing, particularly larger properties.

7.6   Reduced spending also enabled household savings to increase (for some households) during the pandemic. This pent-up demand led to rapidly increasing housing costs.

7.7   Although these have since fallen significantly after a continuous period of growth, and for the first time since 2011, the year-on-year change in house prices has been negative for six months to December 2023.

Figure 7.1 Monthly UK House Price Inflation January 2011 to November 2024

Source: ONS

7.8   Interest rates have increased significantly since early 2022 and are the highest they have been since 2008, with the Bank of England reversing the prolonged period of sub 1.0% Bank Rate between 2009 - 2021[10].

7.9   In combination, the inflationary pressures in the UK economy coupled with low wage growth have contributed to a 'cost-of-living crisis', with some commentators suggesting a period of 'stagflation' has occurred.

7.10   In response to monetary policy tightening, lending rates at retail banks have increased, increasing the costs of mortgage finance and reducing market confidence. This is a key factor in explaining the recent reversal in the trend of house price inflation in the UK.

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[10] https://www.savills.co.uk/insight-and-opinion/research-consultancy/residential-market-forecasts.aspx

7.11   Another factor in the decline was the ending of the Help-to-Buy Equity Loan Scheme which was a Government scheme launched in 2013 designed to help first-time buyers and existing homeowners purchase a new-build property.

7.12   The scheme provided financial assistance in the form of an equity loan – an interest-free loan for a set period. Help-to-Buy was criticised as contributing to the increase in house prices leading to the peak in 2014.

7.13   The scheme ended in March 2023, and this is a further likely factor in the recent negative house price inflation also, with affordability for first-time buyers being negatively affected.

7.14   As of October 2023, the negative house price inflation upturned, and has returned to a rate of 3.3% as of October 2024. This upturn has been attributed to factors such as the lowering of the Bank of England base rates, causing pent up buyer demand to enter the market, and also rising rental market costs driving tenants to buy.

7.15   Savills' capital value forecast for second-hand mainstream housing considers the decline in house prices seen will not continue from 2025 onwards with a return to growth, increasing each year until 2027, before slowing down slightly. A similar trend overall is expected by JLL but is slightly more pessimistic in its growth assumptions.

Table 7.1 Capital Value Forecast for General Housing (resale)

	2025	2026	2027	2028	2029	5 years to 2029
UK – Savills	4.0%	5.5%	5.0%	4.0%	3.0%	23.4%
UK – JLL	3.5%	4.0%	4.5%	3.5%	3.0%	19.9%
South East – Savills	3.0%	4.0%	3.5%	3.5%	2.5%	17.6%

Source: Savills Research (2024)[11], JLL Research (2024)[12]

7.16   Savills growth forecast for the South East does not estimate that growth in mainstream capital values will outstrip the UK's in any instance. It estimated values will rise further by 17.6% in the five years to 2029.

House prices

7.17   In the year to March 2024, the overall median house price in the New Forest District was £385,000. The overall median price in the District Plan Area was £355,000, and the overall median price in the National Park area was £650,000.

7.18   The National Park area is more expensive than the District Plan Area across all typologies. Even for typically more affordable property types, such as flats, the National Park's median (£255,000) outstrips that of the District Plan Area.

7.19   Detached dwellings in the National Park are notably more expensive with a median price of £840,000 in March 2024 compared to £499,000 in the District Plan Area.

7.20   There is clearly a National Park premium which upwardly skews the median house price values taken across the area. This trend was

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[11] Savills Update

[12] Spring Update

explored by the Nationwide[13] bank recently and it highlighted a 25% premium for properties in the National Parks over a similar property elsewhere.

7.21   Comparing the District Plan Area with the rest of the geographies, its relative affordability varies across typologies. The District Plan Area is less expensive overall than both Hampshire and the South East by median price but is more expensive than the national median.

7.22   The District Plan Area is also more expensive at £499,000 than the national median (£429,400) for detached dwellings but is less expensive than the county and regional medians. A similar pattern is observed for semi-detached (£340,000) and terraced dwellings (£290,000).

7.23   Flats are more expensive in the District Plan Area at £207,750 than the county but are cheaper than the South East and England medians.

Table 7.2 Median house prices in New Forest and comparator geographies by type, as of March 2024

	Overall	Detached	Semi-detached	Terraced	Flat
New Forest	£385,000	£575,000	£365,000	£295,000	£200,000
District Plan Area*	£355,000	£499,000	£340,000	£290,000	£207,750
New Forest National Park*	£650,000	£840,000	£450,000	£441,075	£255,000
Hampshire	£360,000	£560,000	£370,000	£300,000	£187,000
South East	£375,000	£605,000	£400,000	£325,000	£220,000
England	£287,500	£429,400	£270,000	£235,000	£230,000

Source: ONS *Land Registry approximated

7.24   At the sub-area level, the National Park is the most expensive by median price overall and across all of the housing typologies. The difference is

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[13] https://www.nationwidehousepriceindex.co.uk/reports/n

particularly significant for detached dwellings were £840,000. This is over twice as expensive as the least expensive sub-area, Totton and Waterside (£412,000). There are differences between the District figure in Table 7.2 and the Study Area total figure in 7.3 because they draw from different datasets (ONS and Land Registry respectively).

Table 7.3 Median house prices New Forest sub-areas by type, as of March 2024

| Sub-Area	Overall	Detached	Semi-Detached	Terrace	Flat
National Park	£650,000	£840,000	£450,000	£441,075	£255,000
Ringwood and the West	£385,000	£518,000	£386,590	£320,000	£165,000
Southern Coastal	£440,000	£677,500	£425,000	£323,000	£225,000
Totton & Waterside	£310,000	£412,000	£321,000	£270,000	£174,000
Study Area total	£375,000	£539,500	£349,000	£295,000	£207,500

Source: Land Registry

7.25   Toton and Waterside was the least expensive sub-area for detached dwellings, representing the only sub-area with a lower price for detached dwellings than the national median.

7.26   Totton and Waterside was the least expensive sub-area across almost all of the typologies. However, flatted dwellings were slightly less expensive in the Ringwood and the West sub-area (£165,000).

7.27   The Southern Coastal sub-area is the most expensive across all typologies outside of the National Park area, except for terraced housing. The median price of semi-detached dwellings was particularly expensive at £425,000, close to that of the National Park. Terraced housing was most expensive in Ringwood and the West at £320,000.

House price change

7.28   Median house prices across the New Forest District have been steadily increasing in gross terms year-on-year since 2012. The chart below shows the significant gap between prices between the National Park area and the District Plan Area.

7.29   In the National Park area, prices have increased from £428,500 in March 2012 to a peak of £695,000 in 2023. Prices in the District Plan Area have increased from £230,000 in March 2012 to around £355,000 in March 2024, rising by around 54.3%.

7.30   As illustrated below, it is clear that despite the significant difference in median prices, New Forest, Hampshire, the region and England have followed a similar trend and have increased greatly over the previous two decades to 2024.

7.31   However, there was a decline in median price between 2023 and 2024 across all areas observed, as shown below. This shows the impact of macroeconomics on local and regional prices.

Figure 7.2 Overall median house price in New Forest and comparators, 2012 to 2024
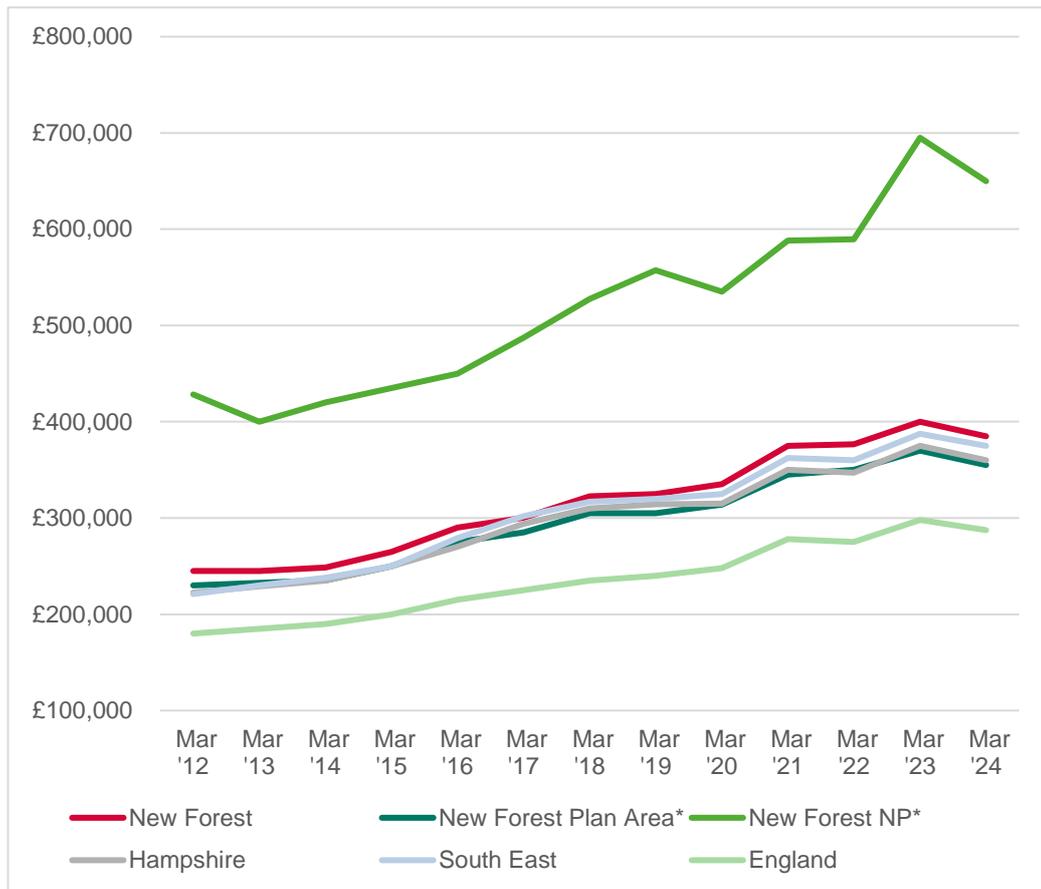
*Source: ONS and *Land Registry*

7.32   Indexing the rate of change to their relative starting points in 2012 shows that the median house price in both the District Plan Area and National Park has increased slower than the county and the region.

7.33   Prices in the District Plan Area have increased at a very similar rate to that seen nationally while the National Park area has saw a much lower rate of growth than all comparators since March 2012, perhaps as a consequence of a higher starting point.

Figure 7.3 Index of median house prices in New Forest and comparators, 2012 to 2024
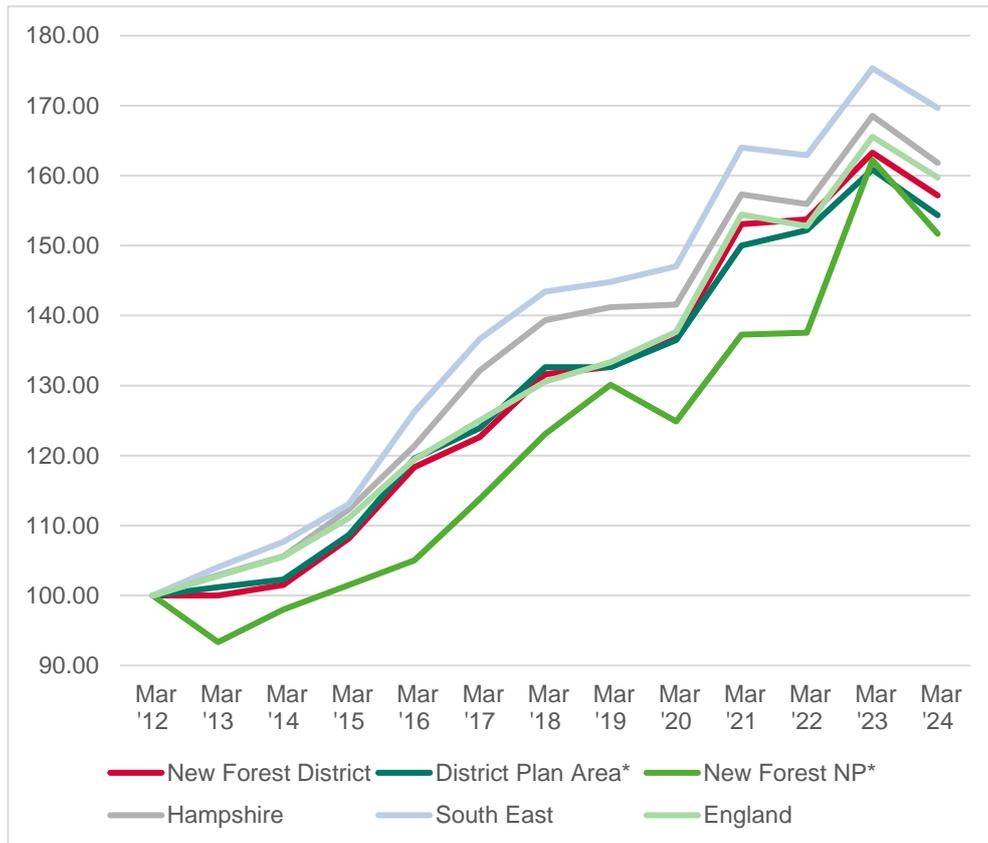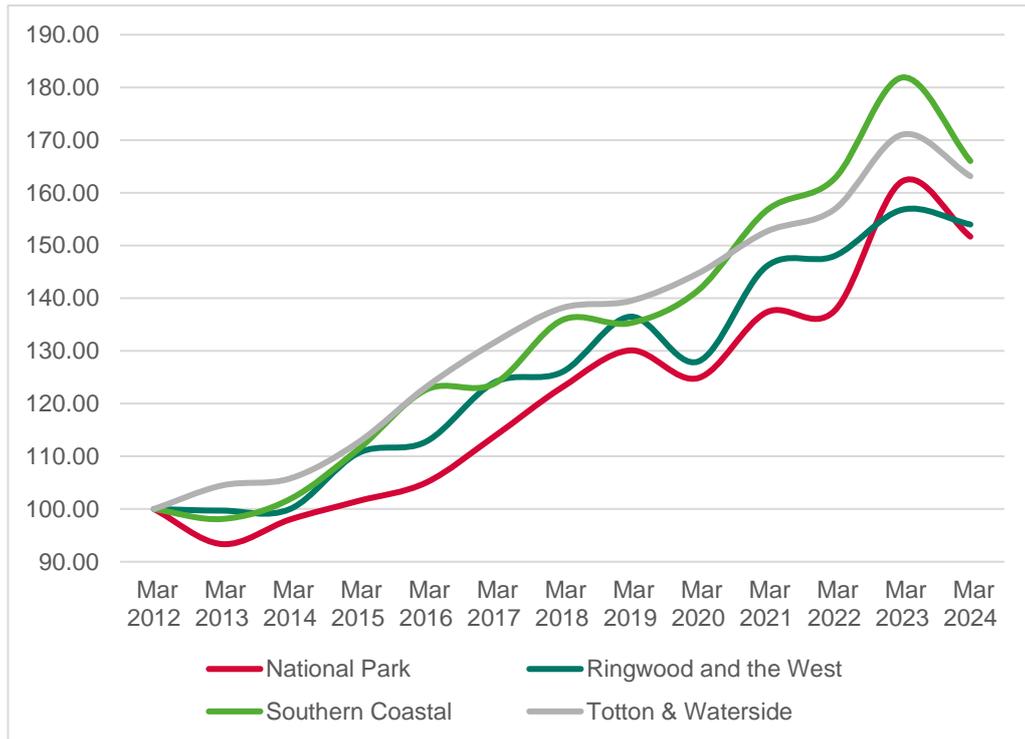

Source: ONS and *Land Registry

7.34   At the sub-area level, the figure below shows the change in median price over the previous 10 years to March 2024. Like the wider geographies above, median house prices across the sub-areas increased relatively steadily but strongly from 2012 until 2023, and there has been greater volatility resulting in two 'peaks' since 2020 – accounting for the COVID-19 pandemic in the first instance and a range of factors as discussed above in the second instance.

7.35   All areas demonstrated a peak in house price growth in March 2023. Since 2023, there has been a downward trend from the peak, similar to the trend of wider geographies above. Prices still remain significantly greater than in 2012. The Southern Coastal sub-area has seen the most significant growth in houses prices of all the sub-areas. Totton and Waterside is observed to have had the steadiest annual growth in prices,

quite closely tracking and at times exceeding rates in the Southern
Coastal area, but with a slightly lower peak median value in 2023. This
indicates a slightly less volatile market.

Figure 7.4 Index of median house prices in New Forest sub-areas
comparators, 2012 to 2024

Source: HM Land Registry

7.36   A more moderate level of growth in median prices can be observed in
Ringwood and the West – but still greater than that seen in the National
Park.

7.37   Despite its outlying high median prices values and increases in nominal
terms as shown above, the speed of growth in house prices in the
National Park lags behind that seen in the other sub-areas. This is
perhaps due to its high starting point.

Completions

7.38   The bar chart below depicts the net annual number of new dwellings completed by fiscal year in the District Plan Area from 2011/2012 to 2023/2024.

Figure 7.5 Net housing completions in District Plan Area based on Council-provided data, 2011/2012 to 2023/2024
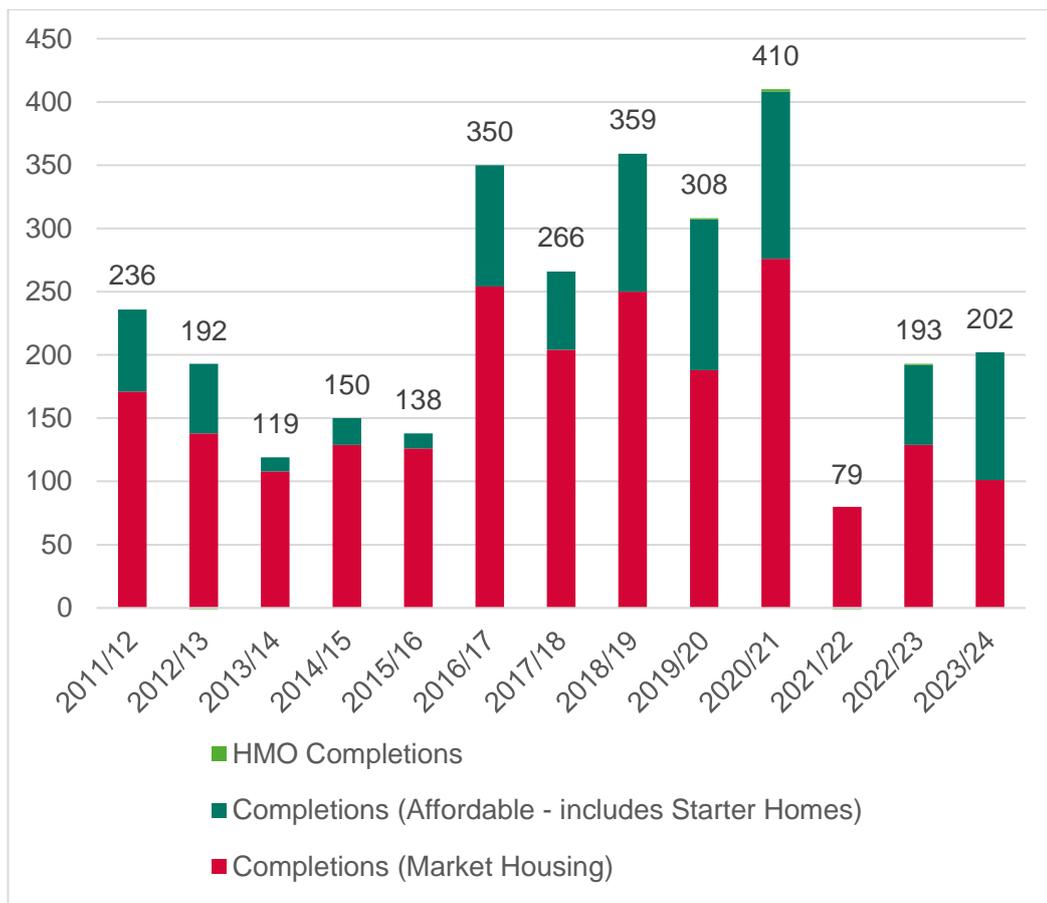
Source: New Forest District Council

7.39   There has been a general upward trend in housing completions over the period of 2013/2014 to 2020/2021, starting from 119 dwellings in 2015-16 to a peak of 410 units in 2020/2021.

7.40   Since that time, annual net dwelling completions have significantly reduced, and have remained well below this level having failed to recover. This will be in part due to the pandemic.

7.41 The levels of housing delivery in the National Park area are expectedly low yet appear varied year-on-year (due to the very low quantities and the historical reliance on windfall development). There is no clear trend to be drawn from the chart below.

7.42 The adopted New Forest National Park Local Plan (2019) allocates housing sites within the National Park, which have started to deliver new housing and completions on these sites will be picked up in the 2025-26 monitoring.

Figure 7.6 Net housing completions in New Forest National Park , 2011/2012 to 2023/2024
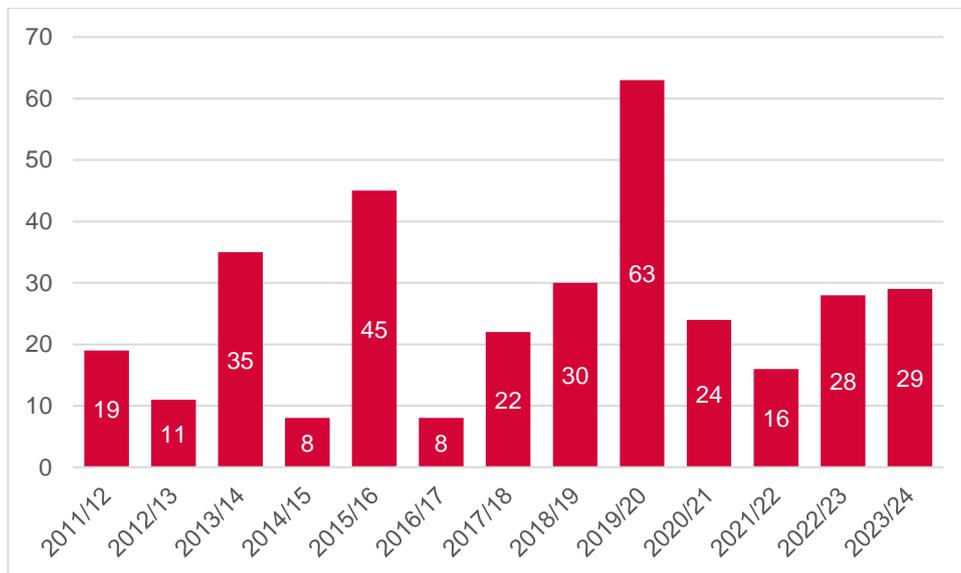
Source: New Forest National Park Authority

7.43 The majority of dwellings in both the District Plan Area and National Park were for market dwellings. Only one HMO development was completed in the National Park in 2017/18.

7.44 Notably, the percentage of affordable completions in the District Plan Area is much greater than in the National Park. This might be due to the smaller development sizes in the latter and therefore not requiring to contribute any affordable units.

7.45   That said, the adopted New Forest National Park Local Plan (2019) housing site allocations will deliver over 60 affordable dwellings from 2025-26 onwards.

Sub-Areas

7.46   The figure below shows the net completions data geolocated into the study area sub-areas, combining both the New Forest National Park Authority and the New Forest District Council data.

7.47   The National Park area has seen a comparatively lower number of net dwelling completions, as expected given the landscape and nature conservation designations in the area. The overall trend is similar as has been described above - the level of completions has, since peaking at 423 in 2020/2021, appeared to have significantly dropped off in successive years to date.

Figure 7.7 Net completions by New Forest sub-area
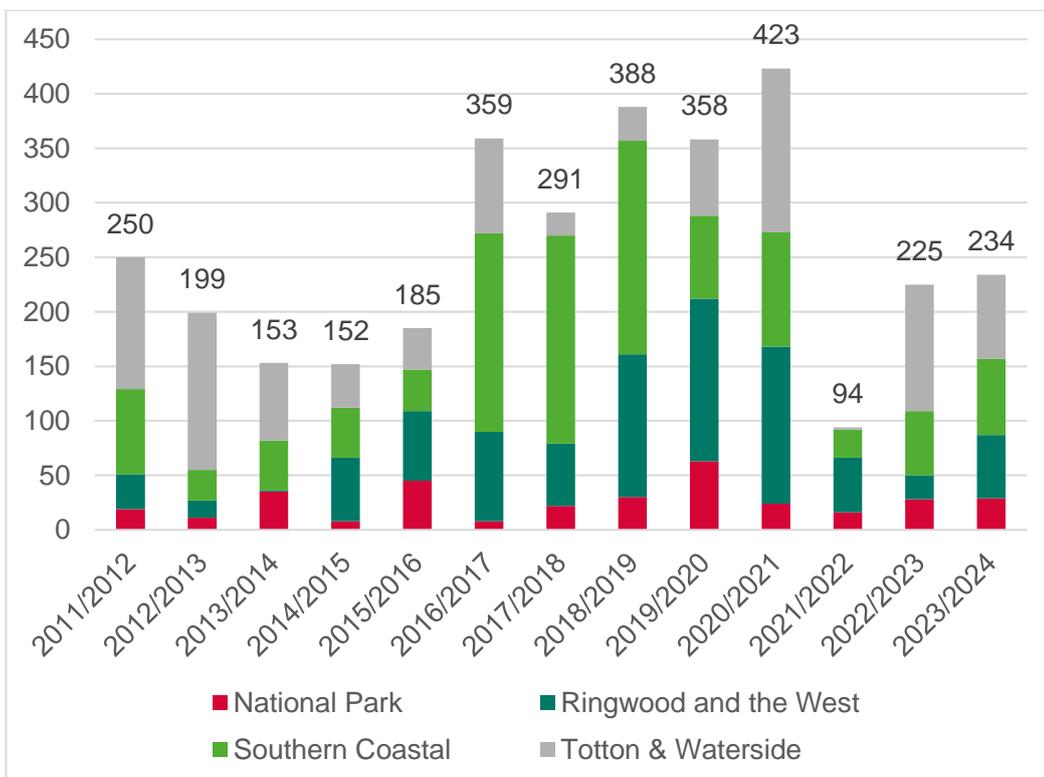
Source: New Forest District Council, New Forest National Park Authority

7.48   The figures shown in the chart above are tabulated below. It is clear that most development over the period of 2011 / 2012 to 2023 / 2024 has been within the Southern Coastal area, with 1,141 net housing completions. There were only 338 completions in the National Park area, which is to be expected due to the range of national and international landscape and nature conservation designations.

Table 7.4 Net housing completions by New Forest sub-areas, between 2011/2012 and 2023/2024

Year	National Park	Ringwood and the West	Southern Coastal	Totton & Waterside	Annual Total
2011 / 2012	19	32	78	121	250
2012 / 2013	11	16	28	144	199
2013 / 2014	35	1	46	71	153
2014 / 2015	8	58	46	40	152
2015 / 2016	45	64	38	38	185
2016 / 2017	8	82	182	87	359
2017 / 2018	22	57	191	21	291
2018 / 2019	30	131	196	31	388
2019 / 2020	63	149	76	70	358
2020 / 2021	24	144	105	150	423
2021 / 2022	16	50	26	2	94
2022 / 2023	28	22	59	116	225
2023 / 2024	29	58	70	77	234
Total (2011/2012 - 2023/2024)	**338**	**864**	**1141**	**968**	**3,311**

Source: New Forest District Council, New Forest National Park Authority

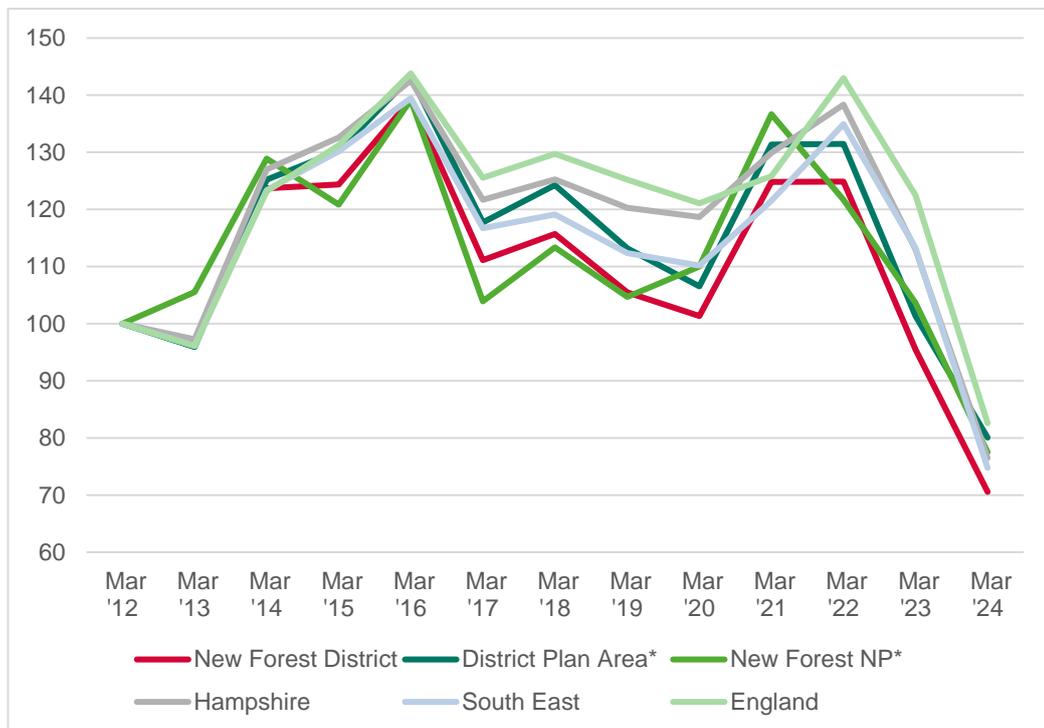**Sales activity**

7.49   In the District Plan Area in the year to March 2024, there were 1,820 sales of residential properties. This compares to 279 in the National Park.

7.50   This represents a continued slowing of activity since the very significant increase in sales seen in the year to September 2021, where there were 2,985 sales in the District Plan Area and 492 in the National Park area.

7.51   All geographies show a significant fall in sales activity from 2022 into 2024. This downturn may reflect rising interest rates, cost-of-living pressures, and ongoing economic uncertainty, leading to fewer transactions across the district, county, and nation.

7.52   Looking historically, sales activity rose across the board through 2013–2015, before dipping quite strongly. Sales fluctuated across the geographies between 2016 and 2020. Over this period, the New Forest NP consistently showed lower sales activity than the District Plan Area.

Figure 7.8 Indexed overall sales activity in New Forest and comparator geographies, 2012 to 2024

Source: ONS, *Land Registry

7.53   The figure below shows the number of properties sold by type in the year ending March 2024 in the New Forest and comparators. As illustrated, sales activity was strongly focused on larger typologies in the National Park, with 189 detached property sales compared to 90 across all other types. Terraced dwellings were the least commonly sold in the National Park area, with just 18 in the year to March 2024.

7.54 In the District Plan Area, sales in March 2024 were also focused on detached when compared to the comparator geographies shown, but to a lesser extent as the National Park area, with 697 sales reflecting the overall supply. Sales of dwelling types other than detached were lower in quantity but relatively balanced.

7.55 The proportions of sales across the District Plan Area are broadly consistent with the existing mix of typologies.

7.56 However, in the District Plan Area, there were greater proportions of flats and semi-detached dwellings sold in comparison to the existing dwelling stock mix. Proportions of flats sold in the National Park were slightly higher than the existing dwelling stock mix.

Figure 7.9 Property sales by residential typology in New Forest and comparator geographies, year ending March 2024
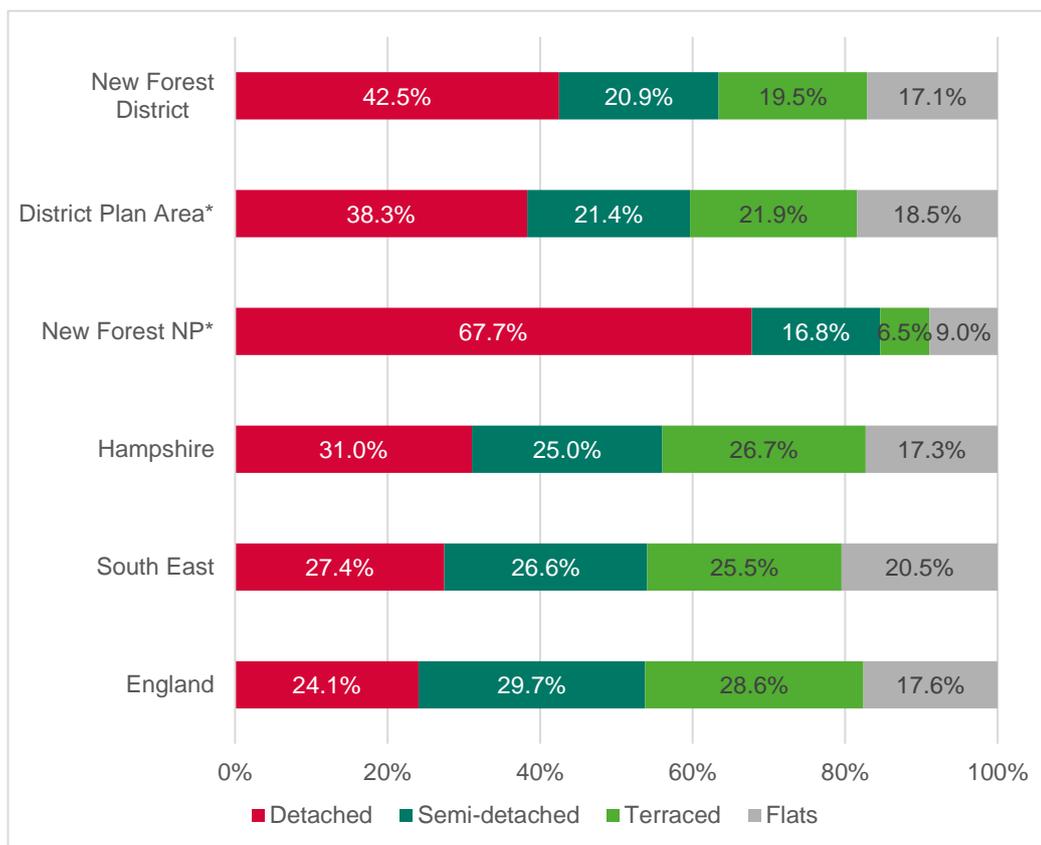
Source: ONS, *Land Registry

Sub Areas

7.57   The chart below shows the number of sales (using Land Registry Price Paid Data) in the New Forest sub-areas over the five years from 2019 to 2024.

7.58   The Southern Coastal sub-area saw the highest overall sales volume at 5,197, and the largest sales volume of detached dwellings in absolute terms, with 2,333 dwellings sold at the highest percentage across the sub-areas outside of the National Park.

7.59   In absolute terms and proportionately, most flats were sold in the Southern Coastal sub-area (1,188 sales). The level of sales of flats is disproportionately greater than the existing dwelling stock mix for the Southern Coastal sub-area.

7.60   The greatest percentage of detached sales was in the National Park sub-area at around 70% of sales during the period, reflective of its rural characteristics. The profile of sales by type broadly aligns with the existing dwelling stock mix for the National Park.

7.61   The National Park saw the lowest overall volume at 1,978 sales over the five-year period. The second highest number of sales was in the Totton and Waterside sub-area with 5,111.

7.62   The greatest proportion of sales of terraced dwellings in percentage and absolute terms were observed in Totton and Waterside (1,356 sales), as were the absolute number of semi-detached dwellings sold (1,276 sales). The profile of sales broadly aligns with the existing dwelling stock mix for the Totton and Waterside.

7.63   The greatest proportion in percentage terms of semi-detached sales over the period was observed in the Ringwood and the West sub-area. The overall sales volume was relatively low in Ringwood and the West in comparison to the other areas with 2,211 and the profile of sales broadly aligns with existing dwelling stock in the sub-area.

Figure 7.10 Five-year total sales activity by residential typology in New Forest sub-area, 2019 to 2024
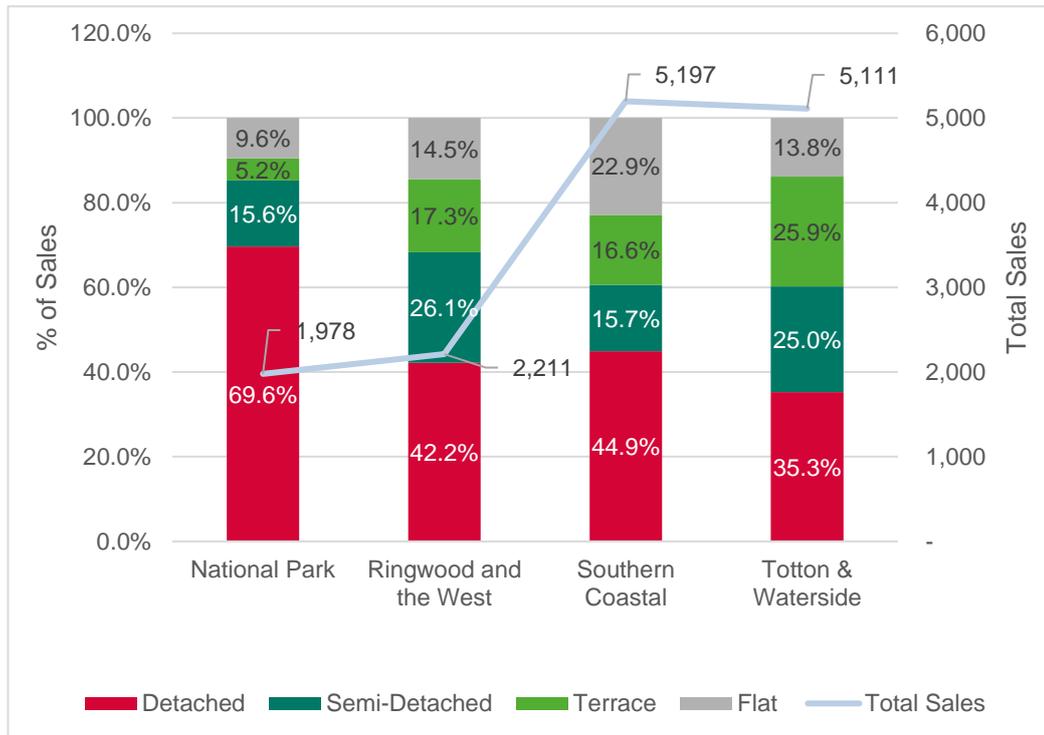
Source: Land Registry

7.64   In terms of trends in sales activity over time, the table below sets out the short (five-year) and long term (ten-year) average annual sales in each of the sub-areas.

7.65   All sub-areas indicate a negative, downward trend in sales activity recent years reflecting the national picture. The least negative trend in activity has been in the National Park sub-area with a difference in years averages of -2.9%. This suggests a slowing in activity in more recent years, but not as great as that seen in other areas.

7.66   The Southern Coastal sub-area saw the biggest fall in yearly averages over the two time periods with a difference of -8.5%.

Table 7.5 Short and Long Term average yearly sales activity overall New Forest sub-areas

Sub-area	Yearly average sales (last 5 years – 2019 to 2024)	Yearly average sales (last 10 years – 2014 to 2024)	Difference (Trend indicator)
National Park	396	407	-2.9%
Ringwood and the West	442	458	-3.5%
Southern Coastal	1,039	1,136	-8.5%
Totton & Waterside	1,022	1,087	-5.9%
Study area total	2,899	3,088	-6.1%

Source: Land Registry

Entry Level Prices

7.67   The table below shows the lower quartile price for different housing types in the year to March 2024. The lower quartile house price is generally considered as a benchmark for entry-level housing.

7.68   In the New Forest District, the overall lower quartile price was £282,500. In the District Plan Area, the equivalent figure was £270,000. This is well above the national lower quartile price (£190,000) but aligns closely with Hampshire (£270,000) and the South East (£275,000).

7.69   In the National Park area, the overall lower quartile price was £458,750 in 2024 considerably higher than any of the comparators and demonstrating the difficulty first time buyers would have entering the market. The National Park was also more expensive across all typologies.

Table 7.6 Lower quartile prices by typology

	Overall	Detached	Semi-detached	Terraced	Flats
New Forest	£282,500	£435,000	£310,000	£260,000	£146,000
District Plan Area*	£270,000	£410,000	£306,000	£255,000	£140,000
New Forest NP*	£458,750	£610,000	£390,750	£355,625	£355,625
Hampshire	£270,000	£450,000	£315,000	£260,000	£148,000
South East	£275,000	£467,500	£327,000	£265,500	£165,000
England	£190,000	£320,000	£195,000	£155,000	£145,000

Source: ONS

7.70   Looking at lower quartile prices in the sub-areas, again the National Park was notably more expensive across all typologies, reaching £610,000 for detached dwellings.

7.71   Totton & Waterside shows the least expensive stock in the sub-areas with the lowest lower quartile values in across all typologies, suggesting improved opportunity for first-time buyers and lower-income households.

7.72   Southern Coastal and Ringwood and the West are quite similar overall in terms of lower quartile prices. However, prices in the Southern Coastal sub-area for detached and semi-detached dwellings are closer to National Park values.

Table 7.7 Lower quartile prices by typology in New Forest sub-areas, year to 2024

Sub-area	Overall	Detached	Semi-detached	Terraced	Flats
National Park	£458,750	£610,000	£390,750	£355,625	£180,000
Ringwood and the West	£288,000	£432,500	£331,327	£280,000	£110,000
Southern Coastal	£294,500	£510,000	£351,250	£273,000	£162,875
Totton & Waterside	£255,250	£353,750	£285,000	£239,750	£139,975

Source: Land Registry

Affordability

7.73   Affordability is measured by the ratio between house prices and earnings. It is a key metric when determining housing need using the standard method.

7.74   In the year ending September 2024, the workplace-based affordability ratio (which is measured by median house price compared to median earnings of those working in the area) for New Forest was 11.39. This was notably higher than that in the region (9.61), Hampshire (9.6), and observed nationally (7.71). Affordability ratios are not published for the National Park area nor below the local authority area level.

7.75   As shown, in all area's affordability has steadily worsened between 1997 and 2024. On the whole, the New Forest has been less affordable in comparison to the national and regional measures.

7.76   The historic affordability gap between New Forest and England has somewhat converged over the previous two decades from September 2004.

Figure 7.11 Ratio of median house price to median workplace-based earnings in New Forest and comparators, 1997 to 2024
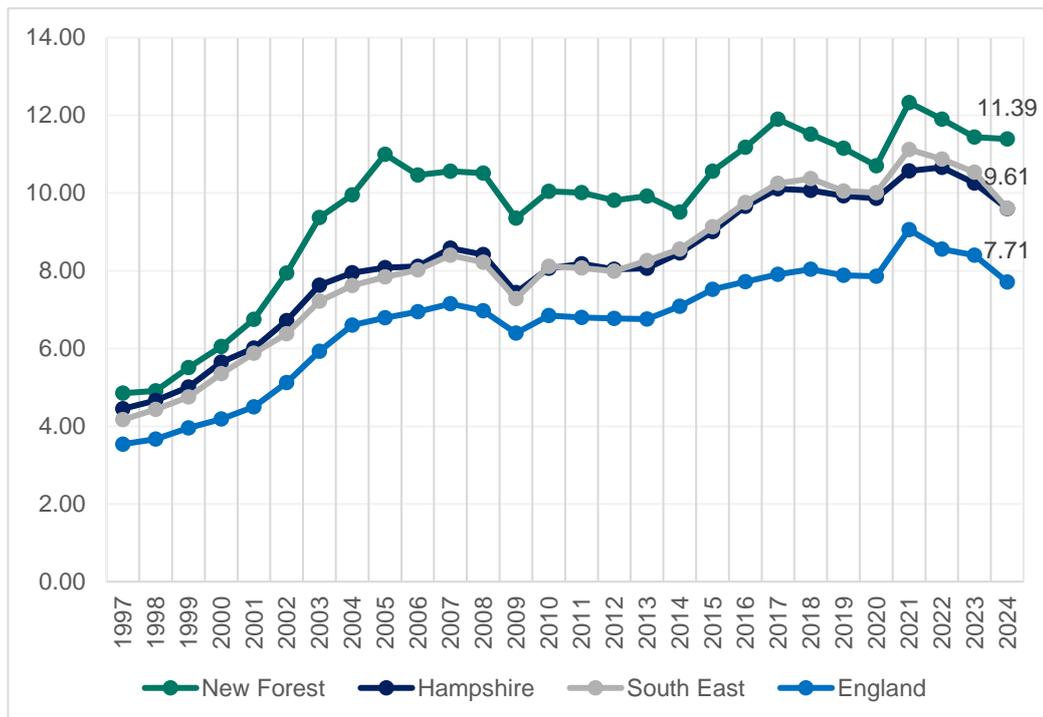
Source: ONS

7.77   There were improvements to affordability between 2017 and 2020, before the pandemic, particularly in New Forest. However, this increased rapidly following the pandemic. The affordability ratio peaked nationally in 2021, with England reaching a ratio of just over 9. Since then, affordability across all areas has improved somewhat, but remains very high, meaning market housing is not affordable to many.

Sub Areas

7.78   Income estimates for small areas to enable an accurate sub-area level analysis of affordability have not been updated since 2020. These are also household estimates rather than individual estimates as per the previous analysis, so a like-for-like comparison is not possible.

7.79   The figure below maps affordability for 2020 and illustrates a strong variance between and within the New Forest sub-areas. It is clearly generally less affordable towards the south of the study area. There are some pockets of relative affordability in the New Forest, as shown by the

blue areas in the map below, particularly in the Totton and Waterside sub-area, which appears to be most affordable on balance.

Figure 7.12 Affordability ratios for MSOAs in New Forest, 2020
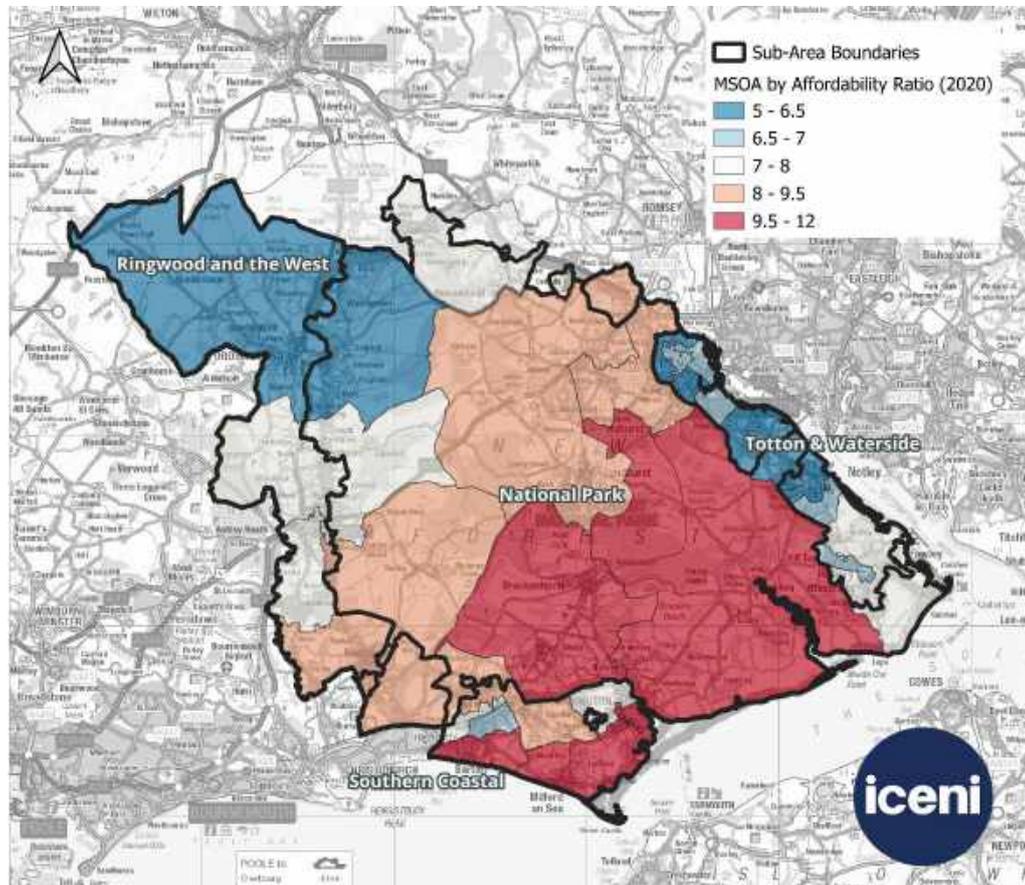
Source: ONS

7.80   In contrast, the large swathes of the New Forest National Park, and significant proportions of the Southern Coastal sub-area, have affordability ratios greater than the national average (i.e. above 8).

Engagement with Local Agents

7.81   To inform this report, Iceni engaged with estate agents across the New Forest to obtain a better understanding of the housing market from their perspective. This included engagement with:

- The New Forest Estate Agents, Lyndhurst Road, Ashurst

- Brantons Estate Agents, Salisbury Road, Totton

- Hayward Fox, Old Milton Road, New Milton

- Brightwater, High Street, Ringwood

7.82   This information is provided anecdotally and is from the view of the agents. This might mean it contradicts data set out elsewhere in this report and may only reflect the part of the market in which they operate.

National Park

7.83   The rural areas of the New Forest National Park are considered to lack appropriate dwellings for young people to stay in the area where they were brought up in.

7.84   There is considered to be a shortage of smaller dwellings aimed at first-time buyers. Only affluent younger couples can afford first-time properties, which are currently considered to start at around £500,000. The National Park Authority has sought to address this with a local planning policy introduced in 2019, restricting net new builds to 100 square metres with permitted development rights removed to extend them.

7.85   It was considered by one agent that around 85% of properties sold are to local buyers, from within around a 5-mile radius of the dwelling sold.

7.86   There is considered to be a second-home ownership and buy-to-let dynamic in the New Forest National Park.

7.87   The agents consider that the National Park offers a better quality of life and lifestyle, which is attractive to buyers. Ashurst was mentioned as an area where there is an overspill from the urban areas, such as Totton, for those seeking a more rural lifestyle.

Southern Coastal

7.88   There are many dynamics at play in the Southern Coastal sub-area sales market. There are variances in typical character across the sub-area –

for example, more flatted block-style properties in Milford, compared to Brockenhurst has few flats.

7.89   According to agents, such flatted dwellings are more attractive to older persons than younger households, who are typically seeking more space and child-friendly accommodation.

7.90   There is considered to be an oversaturation of over-55s and over-60s housing in the sub-area, with not enough demand to satisfy this, despite this being a key component of demand in the area.

7.91   A key dynamic in the sub-area is the high level of second homes. This is considered to have driven prices upward in the market. One agent suggested that 30-40% of sales are considered to be second homes, and 60-70% are considered to be owner-occupied.

7.92   A planned tax on second homes is considered by agents to have a potential negative effect on values in the Southern Coastal sub-area and also across the New Forest, which could have knock-on effects on the wealth of genuine owner-occupiers in the area.

Totton and Waterside

7.93   In Totton and Waterside, the buyer market is characterised by a largely local clientele, with purchases typically motivated by family ties or work relocations.

7.94   The market has shown resilience, with properties often selling within the first two weeks when priced appropriately, although there is considered to be occasional overpricing.

7.95   The number of first-time buyers appears to be depleting. Although the area attracts a mix of age groups, first-time buyers tend to be in their mid-30s rather than very young.

7.96   The agents suggested that there is a notable demand for one-bedroom houses and maisonettes to buy, and this is because the cost to the consumer is similar to renting.

Ringwood and the West

7.97   In Ringwood and the West, sales have increased compared to the previous year, with a significant number of properties on the market.

7.98   The area primarily attracts families moving in for the good schools, with many buyers relocating from Bournemouth, Poole, and Southampton. There is also demand from first-time buyers and those seeking second homes, particularly larger properties towards the New Forest.

7.99   However, despite the market being busy, many properties are listed at prices that are too high, leading to a notable number of price reductions in the last quarter and leading to properties staying on the market for too long.

7.100   Seasonal sales dynamics are also influencing market trends, with sales activity now picking up after a quieter period.

Housing Market Summary

7.101   In the year to March 2024, the median house price in the District Plan Area was £385,000. This was more expensive than the national median (£287,500) but less expensive than across Hampshire and the South East.

7.102   The New Forest National Park area is comparatively much more expensive, with a median house price of £650,000.

7.103   Median house price growth across the District Plan Area was similar to the wider comparators between 2012 and 2016. But since 2016, prices in the county and region have grown more strongly.

7.104   Reflective on the stock, recent sales activity has been focussed on larger typologies in both the District Plan and National Park areas.

7.105   Over the previous decade all sub-areas have had a negative downward trend in sales activity – the largest downturn can be observed in the Southern Coastal area.

7.106   In the National Park area, the lower quartile price was £458,750 in 2024. This is significantly greater than Hampshire, the South East region and very significantly greater than the national lower quartile price (£190,000). This demonstrates the difficulty in accessing the market for first-time buyers.

7.107   The affordability ratio for New Forest in the year ending September 2024 was 11.39. This was notably higher than that in the region (9.61), Hampshire (9.6), and observed nationally (7.71).

8. Private Rental Market

8.1 This study has not attempted to estimate the need for additional private rented housing. It is likely that the decision of households as to whether to buy or rent a home in the open market is dependent on a number of factors, which means that demand can fluctuate over time; this would include mortgage lending practices and the availability of Housing Benefit.

8.2 A general (national and local) shortage of housing is likely to have driven some of the growth in the private rented sector and if the supply of housing increases, then this potentially means that more households would be able to buy, but who would otherwise be renting.

8.3 The private rental sector is growing in the New Forest District and National Park. The relatively small household growth in the District Plan Area of 2% can effectively be entirely attributed to the growth in households that are privately renting (+12%). There has been no significant change in the number of households who own their own home or socially rent.

Table 8.1 Change in household tenures in the District Plan Area between 2011 and 2021

Tenure type	2011	2021	Change	Change %
All households	63,673	64,699	1,026	2%
Owned or SO	47,637	47,655	18	0%
Social rented	7,534	7,527	-7	0%
Private rented	8,502	9,517	1,015	12%

Source: Census 2011, Census 2021

8.4 In the National Park area however, there has been a slightly greater growth in the number of households (in both nominal and percentage terms) who own their own homes when compared to the District Plan Area.

Table 8.2 Change in household tenures in the New Forest NP
between 2011 and 2021

Tenure type	2011	2021	Change	Change %
All households	14,262	14,390	128	1%
Owned or SO	11,386	11,651	265	2%
Social rented	926	842	-84	-9%
Private rented	1,950	1,897	-53	-3%

Source: Census 2011, Census 2021

8.5   Conversely, there has been a decline in the number of households
        privately renting (3%), and this is very much against the general trend
        seen across the country. Social renting has also declined, more
        significantly at –9% over the decade.

Rental Costs

8.6   Rental data is only published at the local authority level, and in 2023, the
        New Forest District had a higher median rent (£995) overall than the
        national median at £850 and equal to that of Hampshire, but lower than
        the South East regional median of £1,050.

8.7   New Forest District rents are not greater than all of the comparators
        when looking at any single size of dwelling. For 1-bedroomed dwellings,
        median rents are similar to the national median at £750 but lower than
        the county and regional medians.

8.8   The median rents for 2-bedroomed (£950) and 3-bedroomed dwellings
        £1,250) exceed the national medians but again are slightly lower than the
        county and regional medians.

8.9   New Forest only exceeds the Hampshire median for 4-bedroomed
        dwellings, with the median rent of £1,750. However, this is still below the
        regional average of £1,850.

Table 8.3 Median Rental prices by size (pcm) – Year to Sept 2023

	New Forest (count)	New Forest (£)	Hamp-shire (£)	South East (£)	England (£)
1-bedroom	310	£750	£795	£850	£750
2-bedroom	760	£950	£975	£1,050	£825
3-bedroom	540	£1,250	£1,250	£1,300	£925
4- bedroom +	170	£1,750	£1,700	£1,850	£1,550
Overall	1,840	£995	£995	£1,050	£850

Source: ONS

8.10   Median rents in New Forest have increased by 40% from September 2011 (£710) to September 2023 (£994). Following March 2016, when median rents in the South East overtook the overall median rental value in New Forest, median rents have since remained lower than that seen in the region until September 2023.

8.11   Despite being slightly lower overall, median rents in the New Forest District closely trail the price and follow a similar trend as the South East since 2015 and have consistently stronger than median rents in England since 2011.

8.12   This represents a strong rental market in the New Forest District, and it may be symptomatic of the higher number of larger dwellings in New Forest compared to the national measure.

Figure 8.1 Median rent year on year in New Forest and comparator geographies, from 2011 to 2023
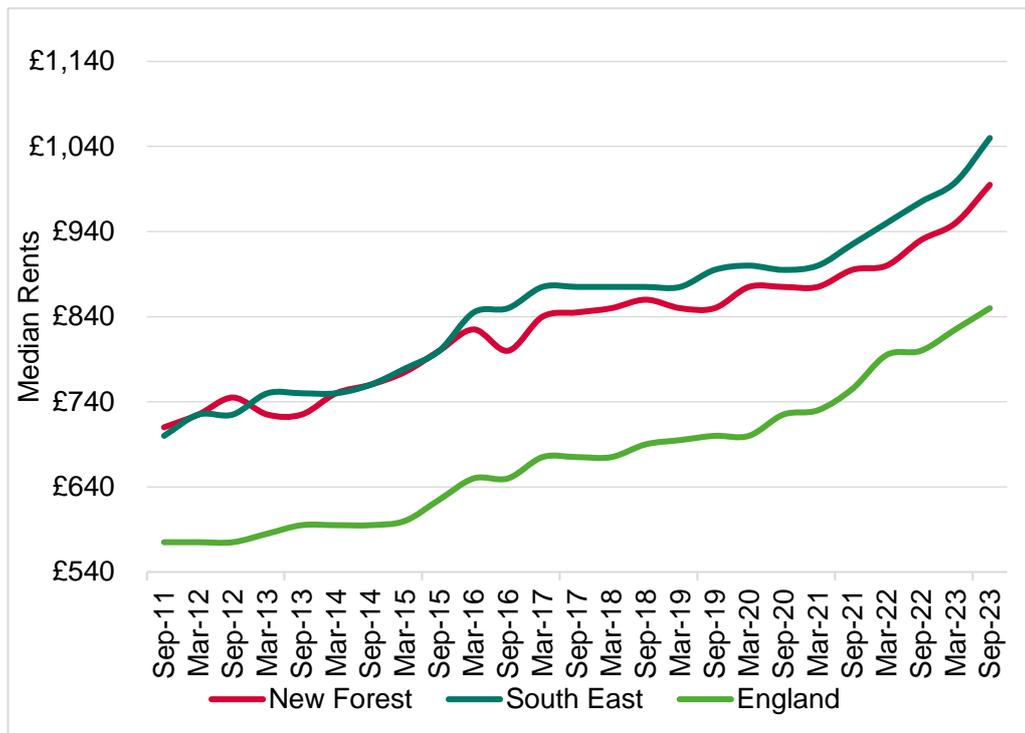
Source: ONS

Profile of Tenants

8.13   The table below compares the composition of all households in New Forest with those specifically in the private rented sector.

8.14   Couple family households are the largest group in both areas but are more prominent in the National Park (45.1%) than in the District Plan Area (41.0%). This pattern holds roughly steady among private renters at 43.4% in the National Park compared to 41.1% in the District Plan Area.

8.15   Households aged 66 years and over are more prevalent in the National Park area overall (18.7%) than in the District Plan Area (15.5%). In both areas, relatively few older households rent privately with only 5.4% in the National Park area and 3.4% in the District Plan Area, reflecting higher levels of homeownership or other tenures among older residents.

Table 8.4 Household Composition by Selected Tenures – New Forest (2021)

Household type	District Plan Area		NF National Park	
	All households	**Households privately renting**	**All households**	**Households privately renting**
One-person household	29.9%	32.8%	24.7%	33.6%
SFH: Couple family household	41.0%	41.1%	45.1%	43.4%
SFH: Lone parent household	8.6%	15.8%	5.5%	9.8%
SFH: All aged 66 years and over	15.5%	3.4%	18.7%	5.4%
Other household types	4.9%	6.8%	6.0%	7.8%

Source: Census 2021

8.16   Other household types, including unrelated adults living together or students, make up a small portion of both categories, but they are slightly more present in the private rented sector, and more prevalent in the National Park area this would include HMOs.

Private Rented Sector Stock

8.17   The figure below shows the dwelling stock that privately renting households occupy. Both the rental markets of the District Plan Area and the National Park broadly align with the South East and England in having a strong focus on two- and three-bedroom properties but with notable differences, particularly regarding the National Park area.

8.18   The New Forest NP shows a notably higher share of 4+ bedroom privately rented homes (17.4%) compared to the DPA (8.4%), the wider New Forest (9.7%), and even regional/national levels (11.8% in the South East, 10.6% in England). This points to a private rental market in the National Park that skews toward bigger, more expensive properties.

8.19   On the contrary there is a lower prevalence of one-bedroom rentals in the National Park area at 15.4%. This is lower than in the District Plan Area

(19.3%) but is also below the South East (23.5%) and England (21.1%) rates.

Figure 8.2 Proportions of privately renting households by bedroom in New Forest and comparators, 2021
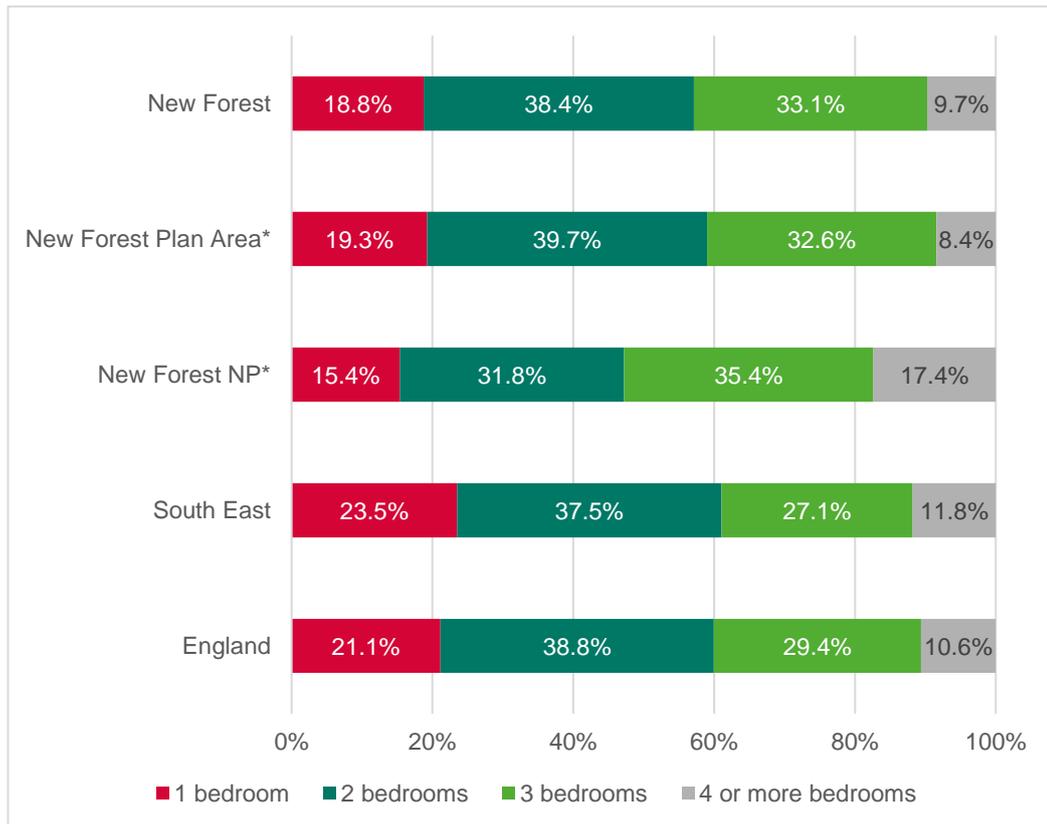
Source: Census 2021

8.20   Looking at the sub-areas, the National Park stands out with the highest share of four or more-bedroom rentals (17.4%) and a profile skewed towards larger dwellings of 3-bedrooms and larger.

8.21   Totton & Waterside has a comparatively small proportion of four or more-bedroom rentals (7.0%), as does the Southern Coastal sub-area at 8.3%.

8.22   The Southern Coastal sub-area has the most notably smaller profile of private rented dwellings by bedroom size. It has the largest share of one-bedroom rentals (21.4%) and the highest proportion of two-bedroom rentals (42.5%), indicating a smaller rental stock profile that may appeal to smaller households.

8.23   Ringwood and the West and Totton and Waterside have a more
        balanced stock of privately rented dwellings by size with a centralised
        distribution. Ringwood and the West has the highest proportion of 3-
        bedroomed dwellings (36.3%) across the sub-areas.

Figure 8.3 Proportions of privately renting households by bedroom size
by New Forest sub-area, 2021
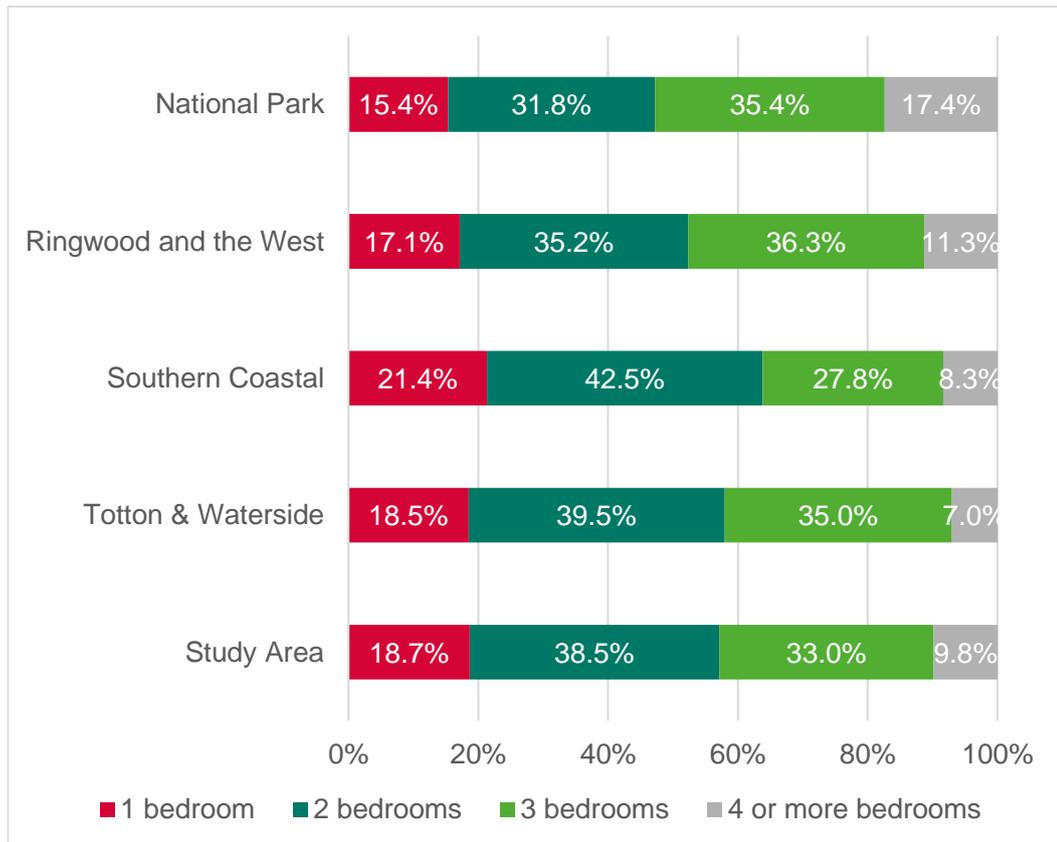
Source: Census 2021

Houses in Multiple Occupation

8.24   Houses in Multiple Occupation (HMOs) are defined as dwellings that are
        occupied by three or more unrelated people who share an amenity such
        as a lounge, kitchen or bathroom, and can have various layouts –
        bedsits, shared-house or flat.

8.25   Although HMOs are a specific type of subdivided dwelling, they are
        occupied by a range of people. In non-university settlements, most

HMOs are an important source of affordable accommodation for younger people, those in the low-wage economy and those with a supported housing need.

8.26   A large HMO is a dwelling accommodating more than six unrelated persons sharing facilities, and a small HMO accommodates between three and six unrelated persons. Housing legislation and the Planning Use Classes Order provide for different regulatory frameworks for managing HMOs.

8.27   Most HMO dwellings do not fall within either housing or planning regulations. Under housing legislation, an HMO requires a mandatory licence if the dwelling is three-storey or more. Planning permission for a change of use (Use Class C3 to C4/Sui Generis or vice-versa) for large HMOs is required. For small HMOs, a change of use (C3 to C4) is classed as permitted development. Therefore, monitoring is often non-existent, and the number of unlicensed HMOs can only be estimated.

8.28   In any case, there are a limited numbers of Licensed HMOs in the New Forest, with 20 in the District Plan Area and 15 in the National Park area.

8.29   In the sub-areas, the most licensed HMOs are in the National Park (15) area, despite its lower levels of private renting generally. This equates to 0.1% of all dwellings.

8.30   As is shown in the Map below, the number of HMOs across all of the sub-areas is extremely low. The smallest concentration of HMOs is in the Ringwood and the West sub-area at just 0.01% of all dwellings.

Table 8.5 HMOs by New Forest sub-areas

	HMOs Address	% of dwellings	% of HMOs in New Forest
National Park	15	0.10%	43%
Ringwood and the West	1	0.01%	3%
Southern Coastal	8	0.03%	23%
Totton and Waterside	11	0.04%	31%

Source: New Forest District Council

8.31   The map below shows the spatial distribution of HMOs across the sub-areas. There are no clusters or concentrations of particular note meaning that Article 4 Directions to control their growth are likely to be unnecessary.

8.32   There are some small geographical clusters in the following locations:

- 6 HMOs in New Milton in the Southern Coastal sub-area.

- 6 HMOs in Brockenhurst in the National Park sub-area.

- 4 HMOs in Hythe in the Totton and Waterside sub-area.

Figure 8.4 Houses in Multiple Occupation in New Forest
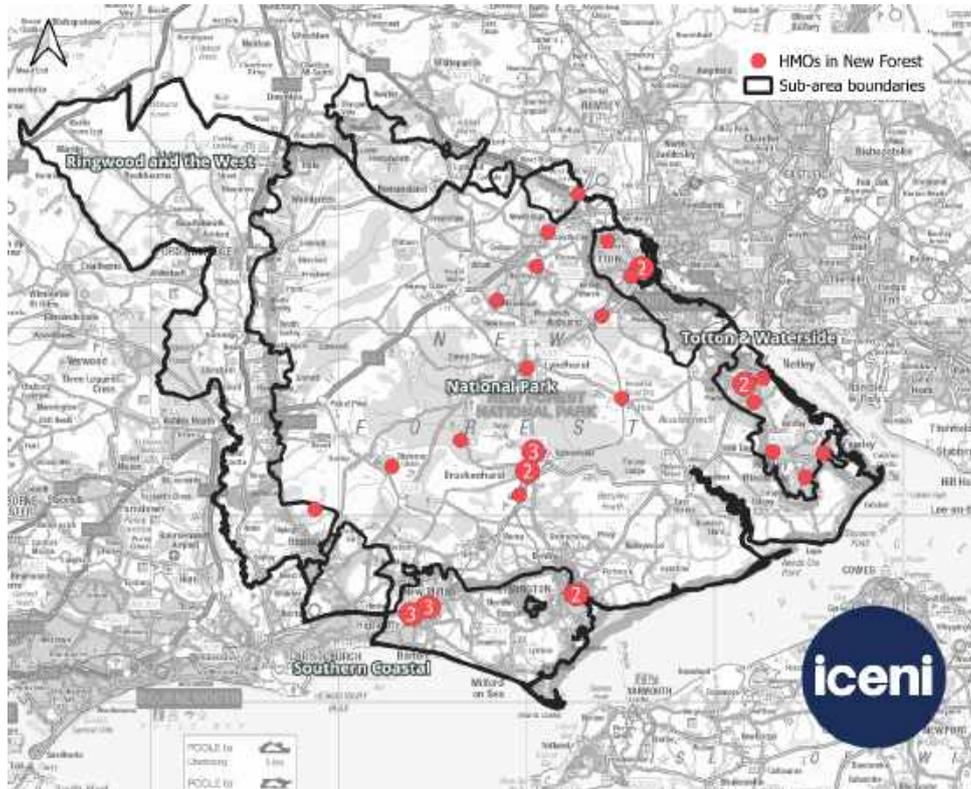
Source: New Forest District Council

Engagement with Local Agents

8.33   To inform this report Iceni engaged with letting agents across the New
Forest to obtain a better understanding of the housing market from their
perspective. This included engagement with:

- The New Forest Estate Agents, Lyndhurst Road, Ashurst

- Brantons Estate Agents, Salisbury Road, Totton

- Hayward Fox, Old Milton Road, New Milton

- BrightWater, High Street, Ringwood

8.34   This information is provided anecdotally and is from the view of the
agents. This might mean it contradicts data set out elsewhere in this
report and may only reflect the part of the market in which they operate.

National Park

8.35   It is considered that the demand for rental properties is being driven by locally based renters, like that for buyers. There is considered to be a shortage of available properties. The rental market is considered buoyant, with a very high demand but with little supply.

Southern Coastal

8.36   The profile of tenants is younger than buyers in the sub-area and typically comprises people between moves and where there has been a family breakdown.

8.37   Tenant demand for rental property is considered very high and there are not enough rental properties to satisfy this demand.

Totton and Waterside

8.38   For the rental sector in Totton and Waterside, high demand is coupled with relatively high rental yields, especially for smaller, one- and two-bedroom properties.

8.39   Rents are considered high and have been for some time. They have reached levels that can see a two-bedroom rental costing around £1,300 per month, which can be challenging for couples.

8.40   The market is primarily driven by local tenants and those commuting from nearby areas, rather than students, who largely opt for rental markets in nearby Southampton near the University where transport links are more reliable.

Ringwood and the West

8.41   The lettings market remains buoyant, with strong demand. However, there has been a decline in buy-to-let investment, with fewer landlords entering the market.

8.42   Despite changes in mortgage rates, demand for lettings remains strong, and recent months have seen a positive performance in lettings, with some of the best results in the past year.

8.43   Many rental properties have been sold recently as landlords exit the
        sector, leading to a reduction in available stock over the past two years.

8.44   Most new landlords are 'accidental' landlords who have found
        themselves renting out properties rather than professional investors.

8.45   There is not considered to be any HMO or student dynamics in the rental
        market in Ringwood and the West.

Private Rental Market Summary

8.46   This study has not attempted to estimate the need for additional private
        rented housing. The decision of households to buy or rent is dependent on
        multiple factors, including the availability and cost of housing to buy. If the
        supply of housing increases, then this potentially means that more
        households would be able to buy, but who would otherwise be renting.

8.47   Rental activity has decreased year on year since 2021, following the
        pandemic-related increases in activity.

8.48   Between 2011 and 2021, the number of households privately renting in
        the District Plan Area grew by 12%. In contrast, the number of
        households privately renting in the National Park area declined by -3%.

8.49   In 2024, overall median rental costs in New Forest were £995 per
        calendar month. Rental prices are generally higher than the national
        median (£850) but remain below the regional median (£1,050).

8.50   Rental costs in New Forest increased by 40% between September 2011
        and September 2023. This growth is lower than the regional and national
        trends.

8.51   At around 35 units as of 2024, HMOs make up a very small share of New
        Forest's housing stock.

9. Overall Housing Need

9.1   This section of the report considers overall housing need set against the December 2024 NPPF and Planning Practice Guidance (PPG) – specifically the Standard Method for assessing housing need.

9.2   Before its publication the policy objectives of the 2024 NPPF consultation in terms of housing were clear, including to:

- *get Britain building again, to build new homes, create jobs, and deliver new and improved infrastructure;*
- *take a brownfield first approach and then release low-quality grey belt land, while preserving the Green Belt;*
- *boost affordable housing, to deliver the biggest increase in social and affordable housebuilding in a generation;*
- *bring home ownership into reach, especially for young first-time buyers; and*
- *promote a more strategic approach to planning, by strengthening cross-boundary collaboration, ahead of legislation to introduce mandatory mechanisms for strategic planning;*

9.3   The consultation also noted that 'We must deliver more affordable, well-designed homes quickly. We are changing national policy to support more affordable housing, including more for Social Rent, and implementing golden rules to ensure development in the Green Belt is in the public interest. Promoting a more diverse tenure mix will support the faster build out we need'.

9.4   The Government's Standard Method seeks to support the ambition to deliver 1.5 million homes over the next five years (300,000 per annum on average) with the method seeking to provide a 'more balanced distribution of homes across the country, by directing homes to where they are most needed and least affordable and ensure that all areas contribute to meeting the country's housing needs'.

9.5   The proposed Standard Method actually sums to 370,000 homes per annum nationally (across England).

9.6   It is further suggested that 'High and rapidly increasing house prices indicate an imbalance between the supply of and demand for new homes, making homes less affordable. The worsening affordability of homes is the best evidence that supply is failing to keep up with demand.

9.7   Looking beyond overall housing numbers, the NPPF seeks to deliver a high proportion of affordable housing, particularly social rented housing. This includes a recommendation on Green Belt land that *'in the case of schemes involving the provision of housing, at least 50% affordable housing, with an appropriate proportion being Social Rent, **subject to viability**'* [emphasis added].

9.8   In addition, the section looks at past trends to develop alternative trend-based projections – projections being developed for the 2023-43 period.

9.9   The majority of the analysis looks at the whole of New Forest District (i.e. including areas within the National Park, but not areas of the National Park outside the District[14]) – This is due to the geography for which key data is available, although a split between the District Plan Area and Park areas is also considered within the report.

9.10   Several scenarios have also been developed taking account of different levels of future housing delivery – this is in recognition that the Council and NPA are likely to set housing targets on a capacity-based approach, but that capacity has yet to be fully developed, appraised and assessed as part of the plan-making process for each local planning authority.

9.11   As such three potential capacity-based projections have been developed alongside those for the standard method, with the 'medium' one described

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[14] Which amount to 7% of the land area and 8% of the population

below being considered as the most likely to be plausible by the local planning authorities (without prejudice to the assessment of the full local plan evidence base) and then taken forward into other analyses (such as when looking at the housing mix and the needs of older people):

- Low – this reflects actual delivery rates since 2016 (the base date of the adopted local plans) – 310 dpa (270 district + 40 NP)

- Medium – this reflects the rates in the adopted local plans – 560 dpa (520 district + 40 NP)

- High – this reflects the highest annual delivery rates achieved in the New Forest area (District and National Park) over the last 30 years – 720 dpa

9.12   These scenarios are provided to allow for the respective Local Plans to be developed while an understanding of the New Forest's capacity is emerging. It does not prejudge that capacity and the local planning authorities will seek to deliver as much of their need as possible within their specific contexts.

9.13   We also considered both a zero net migration population projection (significant population decline and aging of the population) and exceeding the standard method by taking the unmet need from neighbours (further population growth). However, it was decided that neither approach was credible given economic ambition and the discussed land constraints.

The Standard Method

9.14   The starting point for this is the standard method for calculating housing need, which is clearly set out by the Government in Planning Practice Guidance. The standard method generates housing need figures for 'local authority' areas and therefore a figure is available for the New Forest District, but not the New Forest National Park planning area,

which includes land beyond the district. The two-step process is set out
in the figure below and worked through below.

Figure 9.1 Overview of the Standard Method for Calculating Local
Housing Need
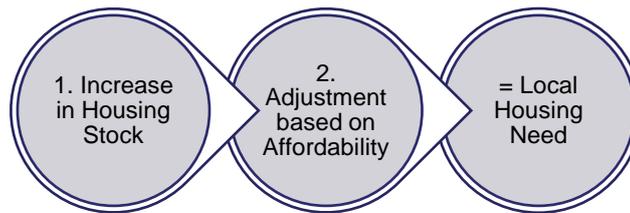
9.15   The Standard Method figures produce an estimate of 'housing need' and
        later in this section projections have been developed to consider the
        implications of housing delivery in line with this number.

9.16   The Standard Method is a simplified variation of the previous standard
        method. Step 1 seeks to grow the housing stock in each local authority
        area by a flat 0.8% growth per annum.

9.17   Step 2 is an affordability uplift which uses an average of the last five
        years' affordability ratios and for each 1% the average ratio is above 5
        the housing stock baseline is increased by 0.95%, with the calculation
        being as follows:

$$Adjustment\ Factor = \frac{Affordability\ Ratio - 5}{5} x0.95$$

9.18   The PPG also provides guidance on where strategic policy-making
        authorities do not align with local authority boundaries are not available
        such as in National Parks. This is particularly relevant in the New Forest
        District context. In these circumstances, the PPG states that:

> *"Such authorities may continue to identify a housing need figure
> using a method determined locally. In doing so authorities should
> take into consideration the best available evidence on the amount of*

existing housing stock within their planning authority boundary, local house prices, earnings and housing affordability. In the absence of other robust affordability data, authorities should consider the implications of using the median workplace-based affordability ratio for the relevant wider local authority area(s).

For local authorities whose boundaries cross National Parks or Broads Authority areas, the proportion of the local authority area that falls within and outside the National Park or Broads Authority area should also be considered *– for example where only a minimal proportion of the existing housing stock of a local authority falls within the National Park or Broads Authority area it may be appropriate to continue to use the local housing need figure derived by the standard method for the local authority area."*

Step One: Setting the Baseline

9.19   The first step in considering housing need against the standard method is to establish a baseline of housing stock. This is derived from Live Table 125, which is published annually (but also updated regularly).

9.20   As of 2024, the New Forest District has 84,167 dwellings. The baseline is 0.8% of the existing housing stock for the area and this equates to 673 dwellings per annum.

Step Two: Affordability Adjustment

9.21   The second step of the standard method is to consider the application of an uplift on the housing stock baseline, to take account of market signals (i.e. relative affordability of housing).

9.22   The adjustment increases the housing need where house prices are high relative to workplace incomes. It uses the published median affordability ratios from ONS based on workplace-based median house price to median earnings ratio for the most recent five years.

9.23 The latest (workplace-based) affordability data relates to 2024 and was published by ONS in March 2025. For the New Forest District, this and the previous four years had an average ratio of 11.55. Based on the calculation set out above this results in an uplift of 124% or 224% of the original baseline number

9.24 The table below sets out the application of the Standard Method for New Forest District which results in an annual housing need for 1,511 dwellings, which is 106% higher than under the previous method (729 per annum).

Table 9.1 Standard Method – New Forest District

	New Forest District
Total Dwelling Stock	84,167
Step 1. Annual Dwellings Stock Increase (0.8%)	673
Average Affordability Ratio (2021-23)	11.55
Uplift	224%
Step 2. Housing Need	1,511

Source: MHCLG, 2024

District Plan Area

9.25 As a sensitivity, we have run the same calculations based on the housing stock outside of the National Park (see Table 7.4) which totalled 69,563 dwellings in 2021. This equated to 83% of the dwellings.

9.26 If we assume the same percentage applies, then the stock in the district plan area is now 69,859. Using 0.8% of the stock as a per annum growth baseline would result in a need for 559 dpa.

9.27 If we apply the district-wide average ratio of 11.50 and the subsequent uplift of 124% or 224% to the original baseline number, then the resultant housing need is 1,254 dpa which is 83% of the district-wide figure.

Table 9.2 Standard Method – Excluding National Park

	New Forest District Plan Area Excluding National Parks
Total Dwelling Stock	69,859
Step 1. Annual Dwellings Stock Increase (0.8%)	559
Average Affordability Ratio (2021-23)	11.55
Uplift	224%
Step 2. Housing Need	1,254

Source: MHCLG, 2024

9.28   In addition to this figure, there will still be a need for housing in the National Park, but this should not necessarily be calculated in the same way as the standard method. For example, this does not mean the difference between the overall district need and the District Plan Area need (257 dpa) should be met in the National Park.

9.29   National policy set out in the NPPF, NPPG and National Parks Circular confirms the Government's approach to development within nationally protected landscapes (including National Parks) and this will be an important consideration for the 'policy on' housing requirement set out in the National Park Authority's Local Plan Review.

9.30   The National Park would also need to address the additional requirement for those areas in the Wiltshire and Test Valley areas of the National Park which are likely to be very small (20 units in total based on total households in National Park minus the sub-areas and New Forest District affordability ratio).

9.31   As the PPG suggests, where "*only a minimal proportion of the existing housing stock of a local authority falls within the National Park or Broads Authority area, it may be appropriate to continue to use the local housing need figure derived by the standard method for the local authority area*". This is likely to apply to these areas, and therefore the number could fall to zero.

Locally Specific Analysis

9.32   The section below looks at a range of data relating to the New Forest
District to look at the implications of the housing need figure using the
Standard Method. This is then followed by a review of recent
demographic trends and the development of a number of projections
under different scenarios for growth.

9.33   One key reason why the Government is seeking to deliver more homes is
to improve the affordability of housing – this is specifically concerning
market housing to buy. The figure below shows the workplace house
price-to-income affordability ratio, which is the main measure of
affordability used by the Government.

9.34   This shows a substantial increase in the ratio up to about 2005, with very
little change or a reduction in the 2005-2014 period. Since 2014, there
have been modest increases in the ratio. The current affordability ratio is
very similar to the level seen in 2005 (some 18 years ago), suggesting
(under the Government's view) that housing delivery has been at least
sufficient to prevent a worsening affordability (the ratio in 2005 was 11.0
and currently stands at 11.4).

Figure 9.2 Workplace affordability ratio (1997-2023)
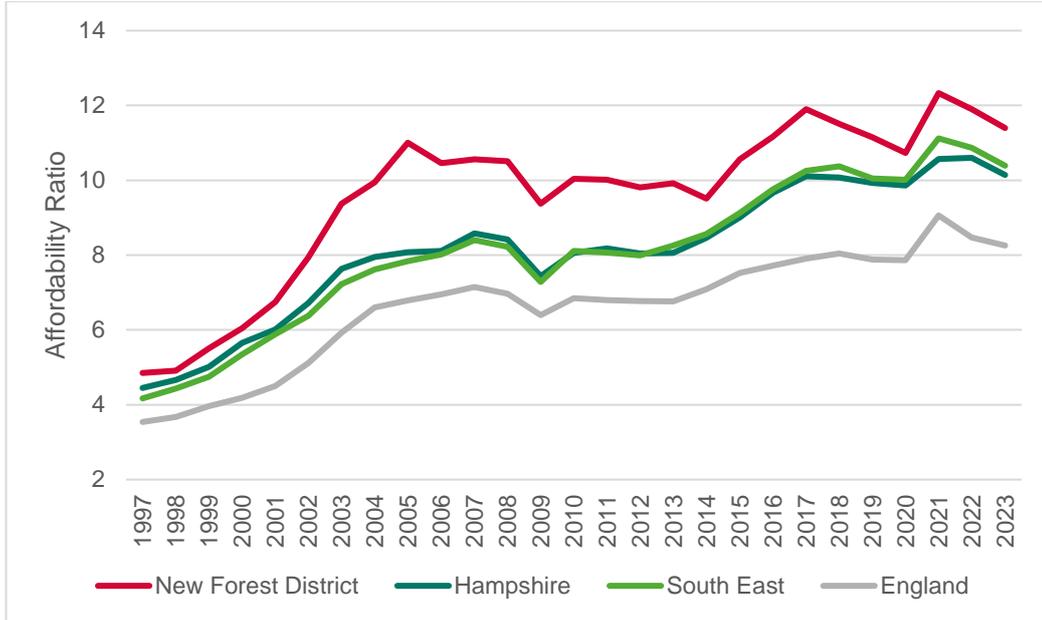
Source: ONS

9.35   The figure below shows the number of net additional dwellings in the New Forest District; these have averaged 334 per annum over the past 5 years and 308 over the past decade. From 2005 to 2023, a period when the affordability ratio has seen little change overall, the average number of completions was 362 per annum.

Figure 9.3 Net completions (2001/2-2022-23) – New Forest District
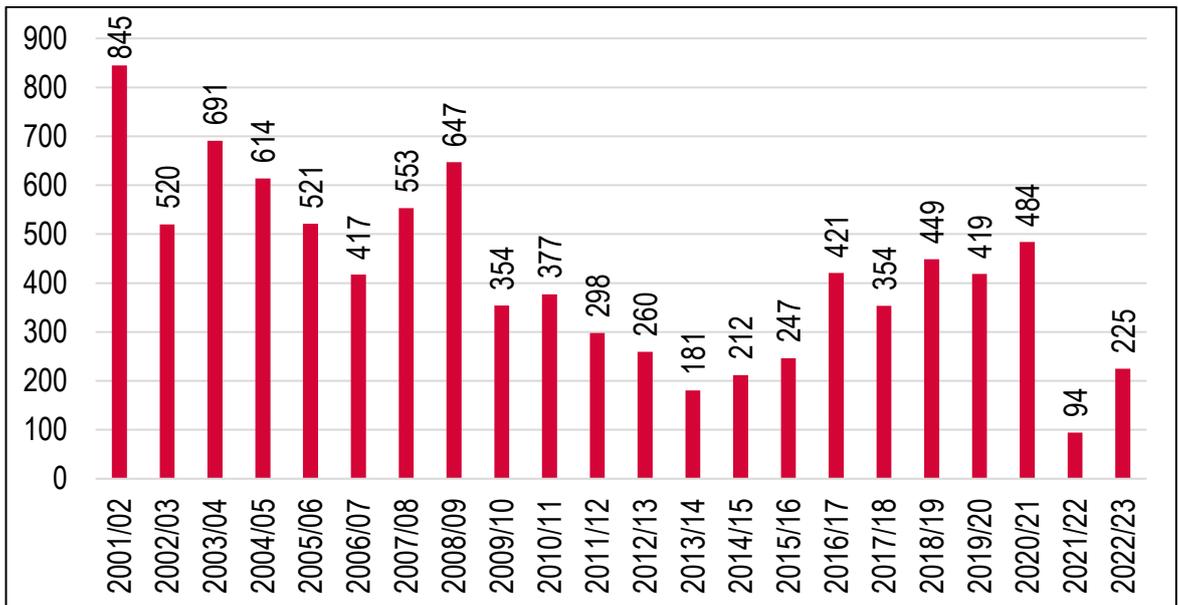
Source: MHCLG Live Table 122

9.36   The analysis above does not really point to any need for additional housing in the New Forest District, over and above the typical levels that have historically been provided. However, were the higher numbers in the Standard Method to be provided, it is likely this would have a notable impact on the demographic profile of the area – this is discussed in more detail later in this section with the narrative below looking at the broad implications of a higher housing number.

9.37   Planning Practice Guidance (PPG) was revised in December 2024, alongside the new Standard Method and provides some indication of why the Government sees a need to increase housing delivery[15]. Paragraph 006 (Reference ID: 2a-006-20241212) states:

'Why is an affordability adjustment applied?

An affordability adjustment is applied, as housing stock on its own is insufficient as an indicator of future housing need because:

- *housing stock represents existing patterns of housing and means that all areas contribute to meeting housing needs. The affordability adjustment directs more homes to where they are most needed*

- *people may want to live in an area in which they do not currently reside, for example, to be near work, but be unable to find appropriate accommodation that they can afford.*

The affordability adjustment is applied in order to ensure that the standard method for assessing local housing need responds to price signals and is consistent with the policy objective of significantly boosting the supply of homes. The specific adjustment in this guidance is set at a level to ensure that the minimum annual housing need starts to address the affordability of homes.'

9.38   The previous PPG also stated that an affordability uplift is required because *'household formation is constrained to the supply of available*

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[15] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

properties – new households cannot form if there is nowhere for them to live', and it is arguably interesting that this has now been removed.

9.39   Essentially, the Government considers that by providing more homes there is the opportunity for increased migration to an area to fill the homes although the possibility (despite being removed from the PPG) for more households to form could also be a consideration.

9.40   In reality there is a further possibility – that homes are built but not occupied (or at least the number of additional households in an area does not match the increase in homes). Below we discuss the various possibilities.

Household formation and vacant homes

9.41   It has been long observed through the Census that the proportion of younger people who have their own accommodation has been falling, and it seems from the previous PPG that the Government considers delivery of more homes will allow more households to access the market. The figure below shows the proportion of the population in a range of age groups who are a household reference person (HRP) – essentially the head of household – from each of the last three Censuses.

9.42   This does indeed show for younger age groups (particularly those aged 25-34) that the proportion who are in a household has been falling over time – this is a pattern seen in New Forest District as well as across the region and nationally. Generally, the reductions seen in New Forest District are slightly less pronounced than seen in other areas – suggesting that the degree to which households are 'suppressed' is not as great as seen regionally or nationally.

Figure 9.4 Change in household representative rates by age 2001-21
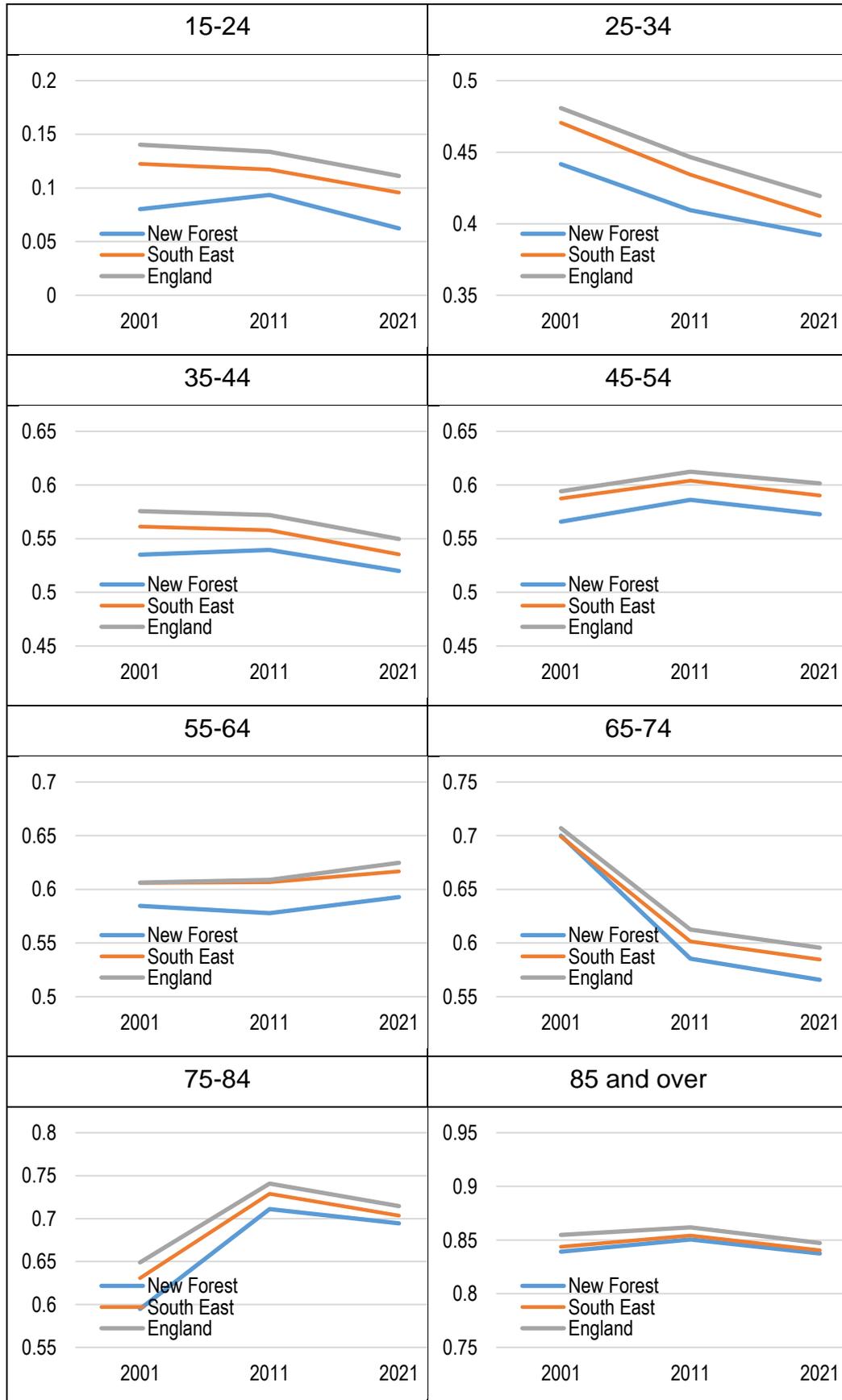
Source: ONS

9.43   There is limited evidence that delivery of new homes makes accommodation more affordable and therefore improves household formation within the New Forest District. In part, this is likely to be due to the types of homes delivered; if for example there was the delivery of a large number of social rented homes, then it is quite likely that additional households would be able to form, but providing mainly market accommodation is not going to assist those who are unable to afford market housing. Although it may encourage greater levels of in-migration from even more expensive locations, thus meeting a wider need.

9.44   To some extent, the table below demonstrates this by looking at how the number of households in different tenures has changed over the 2001-21 period. Across the New Forest District, there has been a modest increase in the size of the social rented sector (also increasing modestly across the region), but a substantial increase in the numbers privately renting.

9.45   The number of owners has not really changed, but notably there has been a substantial decrease in the number of owners with a mortgage (aligned with the rapid increase in the size of the private rented sector) This suggests that rather than household formation being constrained, it has simply shifted from owner-occupation to private renting – pointing to a need for affordable housing rather than simply more market homes to buy.

Table 9.3 Change in tenure (2001-2021)

New Forest District				
	2001	2011	2021	% change (2001-2021)
Owns outright	30,059	33,430	36,150	20.3%
Owns with a mortgage	27,984	24,657	21,875	-21.8%
Social rented	7,289	8,440	8,367	14.8%
Private rented	6,653	10,312	11,175	68.0%
South East				
	2001	2011	2021	% change (2001-2021)
Owns outright	1,028,194	1,156,081	1,306,219	27.0%
Owns with a mortgage	1,403,265	1,287,716	1,248,645	-11.0%
Social rented	458,965	487,473	519,352	13.2%
Private rented	397,065	624,193	733,750	84.8%
England				
	2001	2011	2021	% change (2001-2021)
Owns outright	5,969,670	6,745,584	7,624,693	27.7%
Owns with mortgage	8,084,452	7,403,200	6,980,323	-13.7%
Social rented	3,940,728	3,903,550	4,005,663	1.6%
Private rented	2,456,577	4,011,034	4,825,406	96.4%

Source: ONS (Census)

9.46   In terms of the possibility that homes just become vacant or are used as second homes or short-term lets, the table below shows some quite notable statistics. Again, drawing on the Census, the analysis looks at the number of dwellings in a range of areas and the proportion that are vacant. In general, the proportion of vacant homes has been rising.

9.47   In the New Forest District over the last 20 years, the Census records an increase in dwellings of 8,860 and an increase in vacant homes of 3,278

– the building of additional homes has not seen an equivalent increase in households forming.

9.48   Arguably, the more interesting statistic is at a national level where over the decade to 2021 an additional 1.95 million dwellings are recorded, but only 1.37 million additional households. New homes, therefore, have an equivalent vacancy rate of 30%. For the New Forest District, this equivalent vacancy rate is close to 80% as the growth in households has been much slower in the National Park.

9.49   Although it should be stressed that it is not necessarily those new dwellings that are left vacant or used as second homes/short-term lets, but it is clear that new delivery has coincided with vacancy increases rather than with more households forming.

9.50   This is likely the case that the increase in second home use has been to a greater extent in the New Forest than elsewhere in the Country. Although new home deliveries are outpacing the growth in households, the unintended consequence is that vacant homes are increasing, rather than the intended consequence of improving affordability and increasing household formation rates.

Table 9.4 Number of dwellings, households and vacant dwellings (2001, 2011 and 2021)

New Forest District				
	Dwellings	Households	Vacant	% vacant
2001	74,747	71,985	2,762	3.7%
2011	80,286	76,839	3,447	4.3%
2021	83,607	77,567	6,040	7.2%
South East				
	Dwellings	Households	Vacant	% vacant
2001	3,391,833	3,287,489	104,344	3.1%
2011	3,694,388	3,555,463	138,925	3.8%
2021	4,026,340	3,807,966	218,374	5.4%
England				
	Dwellings	Households	Vacant	% vacant
2001	21,206,804	20,451,427	755,377	3.6%
2011	22,976,066	22,063,368	912,698	4.0%
2021	24,927,591	23,436,085	1,491,505	6.0%

Source: ONS (Census)

9.51   From the analysis above, it is suggested that in future, if a higher number of homes is delivered (in the New Forest or more generally) it has the potential to drive an increase in vacant homes rather than improve household formation.

9.52   This was highlighted as an issue through consultation with local agents, who suggested that the number of sales to second home buyers accounted for 30%-40% of all sales.

9.53   Census data from 2021 suggests that there are 1,430 second homes with no usual residence in the New Forest District, which is around 1.7% of all households. This ranks the district 31st in the Country.

9.54   MHCLG also produce a time series of vacant homes by local authority from 2004 onwards. As illustrated below, the New Forest has increased the number of vacant homes from 1,549 in 2004 to 2,337 in 2024. This is a

51% increase in 20 years. By comparison, at a national level, the number of vacant homes has broadly remained the same.

9.55   This contrasts with the census, which has shown an increase nationally, but it is drawn from a different data set. The figures on vacant dwellings are drawn from several separately published sources, including Council Tax data, Local Authority Housing Statistics and the Regulator of Social Housing Statistical Data Return.

9.56   While not all vacant homes will be holiday homes or second homes, the highest number of unoccupied dwellings, according to the 2021 Census, are in Barton on Sea (42% of dwellings), Milford on Sea (34.8%), Fordingbridge (31.6%) and Lymington (27.9%).

9.57   Except for Lymington, the other three areas all include significant holiday parks. In the case of Barton on Sea (Hoburne Naish) and Milford on Sea (Downton/Shorefield), these are caravans, and in Fordingbridge (Sandy Balls), it is chalets.   These, therefore, do not impact the general housing stock.

9.58   Nevertheless, it does illustrate that many of the vacant homes, even outside of these caravan parks, will be used for holiday homes and second homes, and this appears to be growing.

9.59   The other possibility is that additional dwelling delivery could drive an increase in net in-migration, as people move to the area to fill new homes. The analysis below examines the implications for population growth and migration of delivery at the Standard Method (as well as a trend-based analysis) were there to be no increase in vacancy rates. The analysis starts with a review of local demographic trends.

Population

9.60   As of mid-2023 (the latest date for which ONS has published mid-year
        population estimates (MYE)), the population of New Forest district is
        estimated to be 175,400; this is a decline of around 2,000 people over the
        previous decade, which compares with increases across the other areas
        studied.

Table 9.5 Population change (2013-23)

	2013	2023	Change	% change
New Forest District	177,362	175,398	-1,964	-1.1%
Hampshire	1,339,946	1,428,559	88,613	6.6%
South East	8,809,382	9,482,507	673,125	7.6%
England	53,918,686	57,690,323	3,771,637	7.0%

Source: Mid-year population estimates

9.61   The table below shows the same information for sub-areas (for the 2012-
        22 period due to data availability). This points to Ringwood and the West
        being the only area to have seen population growth, although still at a fairly
        modest level of around 3%.

Table 9.6 Population change (2012-22)

	2012	2022	Change	% change
Ringwood & the West	26,376	27,137	761	2.9%
Southern Coastal	50,498	50,447	-51	-0.1%
Totton & Waterside	69,415	68,009	-1,406	-2.0%
LPA total	146,289	145,593	-696	-0.5%
NP in District	30,741	30,339	-402	-1.3%
District total	177,030	175,932	-1,098	-0.6%
NP without District	2,715	2,701	-14	-0.5%
NP total	33,456	33,040	-416	-1.2%
Study area	179,745	178,633	-1,112	-0.6%

Source: Mid-year population estimates

9.62   The figure below shows an indexed population change back to 1991 (index to 1 in 2013). This shows population growth to have generally been weaker than seen in other areas, although the observation of a decline in the number of people has only been observed over the past decade or so.

Figure 9.5 Indexed Population Change – 1991-2023
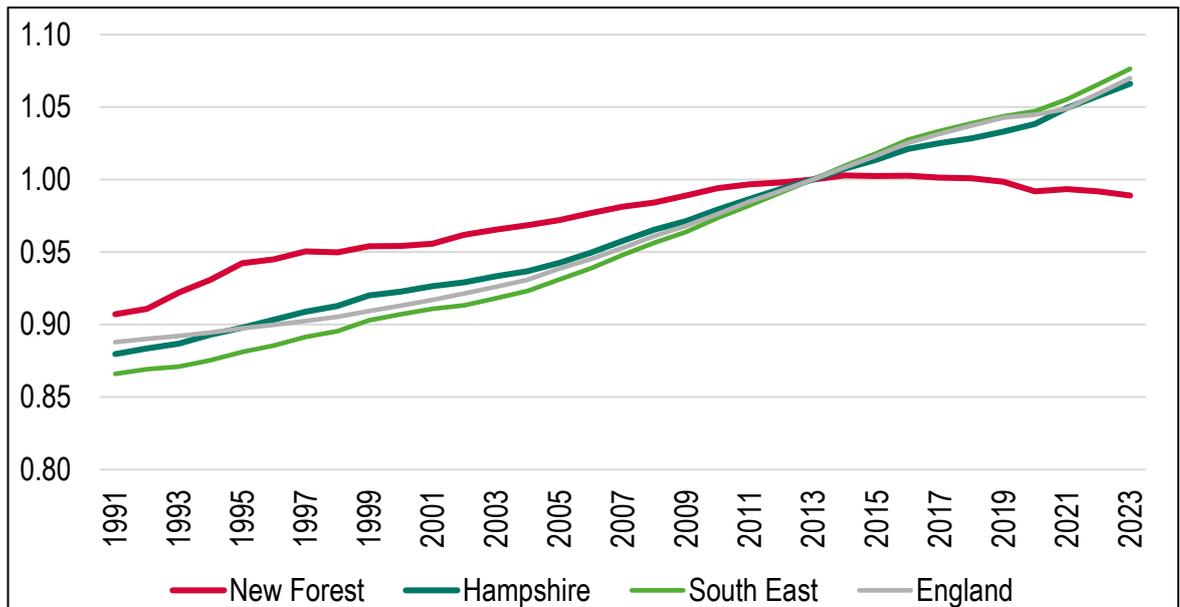
Source: Mid-year population estimates

Age Structure

9.63   The figure below shows the age structure by single year of age (compared with a range of other areas). From this, it is clear that the New Forest District has a much older age structure, with a higher proportion of the population in all age groups from around age 50. There are also fewer people aged in their late teens and early 20s, which will be linked to people moving away for higher education.

Figure 9.6 Population profile (2023)
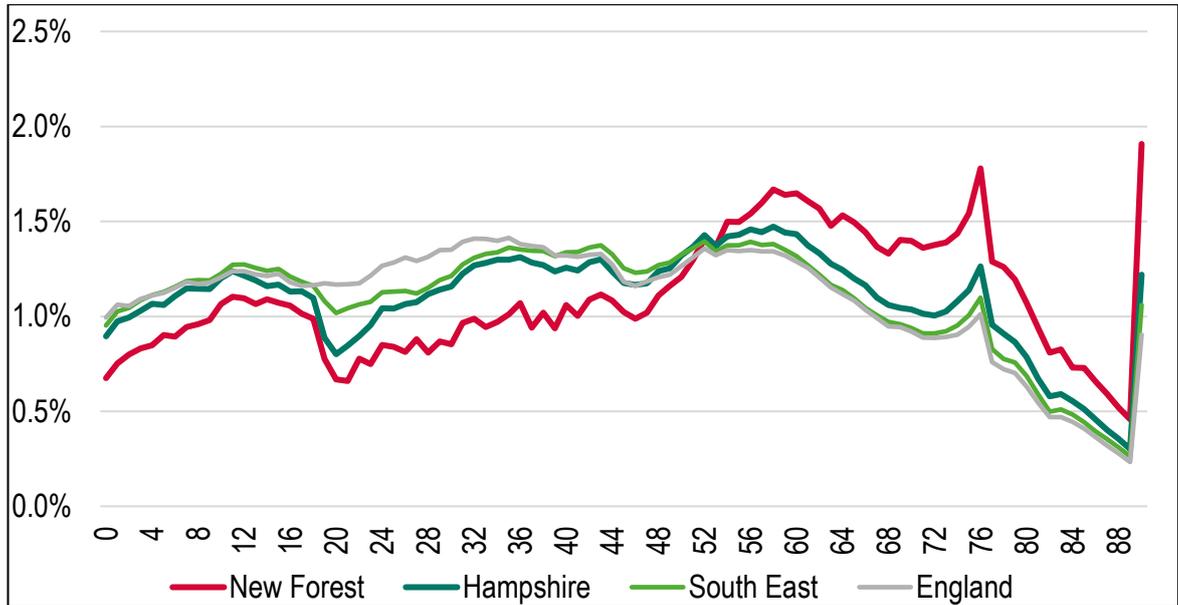
Source: Mid-year population estimates

9.64   The analysis below summarises the above information (including total population numbers for the New Forest District) by assigning population to three broad age groups (which can generally be described as a) children, b) working age and c) pensionable age). This analysis highlights the significantly higher proportion of people aged 65 and over, and a lower proportion of children (aged under 16) and those aged 16-64 when compared with other locations.

Table 9.7 Population profile (2023) – summary age bands

	New Forest District		Hampshire	South East	England
	Population	% of population	% of population	% of population	% of population
Under 16	26,438	15.1%	17.7%	18.6%	18.5%
16-64	95,818	54.6%	60.0%	61.7%	62.9%
65+	53,142	30.3%	22.3%	19.8%	18.7%
All Ages	175,398	100.0%	100.0%	100.0%	100.0%

Source: Mid-year population estimates

Age Structure Changes

9.65   The figures below show how the age structure of the population has changed in the 10-year period from 2013 to 2023 – the data used is based on population so will also reflect the decrease seen in this period.

9.66   There have been some changes in the age structure, including increases in the population in their 50s; the number of people aged 65 and over also looks to have increased notably. Where there are differences, it is often due to cohort effects (i.e. smaller or larger cohorts of the population getting older over time).

Figure 9.7 Population age structure (people) (2013 and 2023) – New Forest District
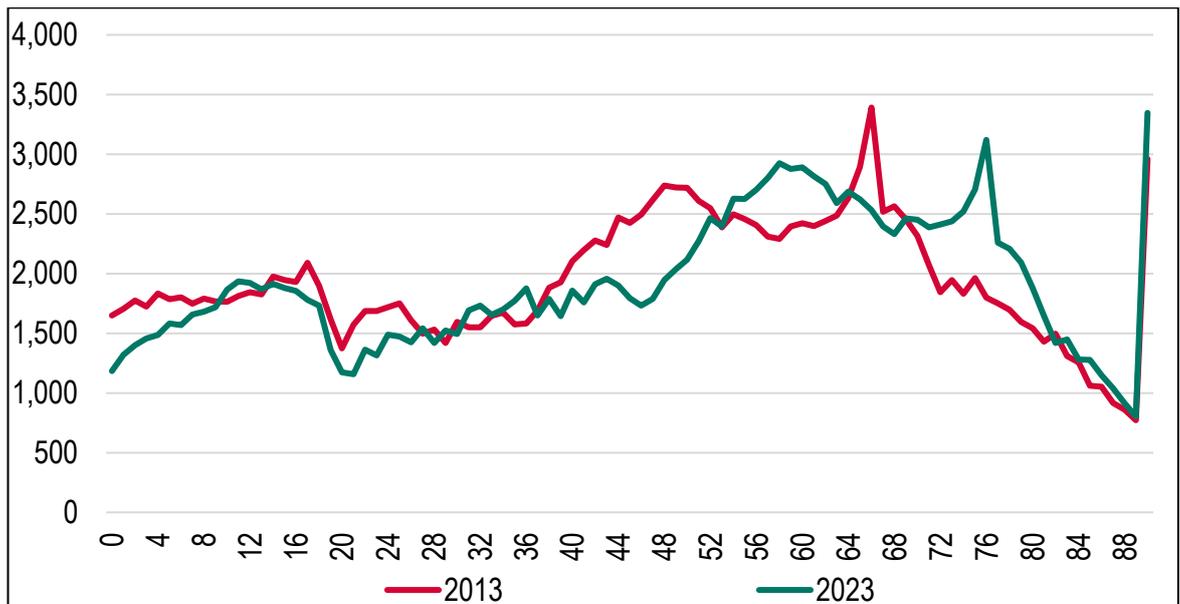
Source: Mid-year population estimates

9.67   Again, the information above is summarised into the three broad age bands to ease comparison. This shows population reductions in both the under-16 and 16-64 age groups (the latter decreasing by 5,500 people over the 2013-23 period). There has, however, been a notable increase in the population aged 65 and over, increasing by 5,900 people (12%) over the past decade.

Table 9.8 Change in population by broad age group (2013-23) – New Forest District

	2013	% of 2013 Population	2023	% of 2023 Population	Change	% change
Under 16	28,749	16.2%	26,438	15.1%	-2,311	-8.0%
16-64	101,330	57.1%	95,818	54.6%	-5,512	-5.4%
65+	47,283	26.7%	53,142	30.3%	5,859	12.4%
TOTAL	177,362	100.0%	175,398	100.0%	-1,964	-1.1%

Source: Mid-year population estimates

Components of Population Change

9.68   The table below considers the drivers of population change from 2011 to 2023. The main components of change are natural change (births minus deaths) and net migration (internal/domestic and international). There is also an Unattributable Population Change (UPC) which is a correction made by ONS upon publication of Census data if population has been under or over-estimated (this is only calculated for the 2011-21 period). There are also 'other changes', which are variable (sometimes positive and sometimes negative) – these changes are often related to armed forces personnel, prisons or boarding school pupils.

9.69   The data shows natural change to generally be dropping over time – there are now significantly more deaths than births in the New Forest District. Migration is variable, and generally positive; particularly internal (domestic) migration – moves from one part of the UK to another.

9.70   The analysis also shows (for the 2011-21) period a negative level of UPC (totalling around 2,300 people over the 10 years), which suggests that when the 2021 Census was published, ONS had previously overestimated population change. Interestingly, if the UPC is removed from the table, then it would point to ONS having recorded a modest increase in population in the 2011-21 period (of around 1,700 people) – this is still an

increase of less than 1% and continues to point to low (or negative) changes across the District.

9.71   Overall, the data shows a continuing trend of modest increases and decreases in population throughout the period studied.

Table 9.9 Components of population change, mid-2011 to mid-2023 – New Forest District

	Natural change	Net internal migration	Net intern-ational migration	Other changes	Other (unattri-butable)	Total change
2011/12	-423	935	-23	20	-268	241
2012/13	-451	924	103	27	-271	332
2013/14	-469	1,077	105	68	-268	513
2014/15	-736	823	103	19	-271	-62
2015/16	-639	721	182	44	-266	42
2016/17	-775	698	101	-18	-245	-239
2017/18	-910	1,040	-30	22	-213	-91
2018/19	-728	575	-70	4	-195	-414
2019/20	-1,074	134	-132	49	-151	-1,174
2020/21	-1,006	1,574	-105	-34	-149	280
2021/22	-1,060	450	294	31	0	-285
2022/23	-1,179	301	328	16	0	-534

Source: ONS

Developing Trend-Based Projections

9.72   The purpose of this sub-section is to develop trend-based population projections using the latest available demographic information. A key driver of this is due to the publication of 2021 Census data, which has essentially reset estimates of population (size and age structure) compared with previous mid-year population estimates (MYE) from ONS (ONS has subsequently updated 2021 MYE figures to take account of the Census).

9.73 In addition, a 2023 MYE is now available, and the projections developed look at a 2023-2043 period (to align with the emerging Local Plans).

9.74 Two projections have been developed looking at estimated migration trends over the past 5- and 10-years. A 5-year period has been chosen as it is consistent with the time period typically used by ONS when developing subnational population projections; 10-years has been used as it provides a longer and arguably more stable trend period. The two projections can therefore be summarised as:

- 5-year trend using migration estimates in the MYE for the 2018-23 period; and

- 10-year trend using migration estimates in the MYE for the 2013-23 period.

9.75 Below, the general method used for each of the components and the outputs from the trend-based projections are set out. The latest ONS projections are the 2018-based sub-national population projections (SNPP) and whilst these are not directly used in the analysis they are used as a base position from which adjustments for recent trends can be applied and to allow comparisons between the ONS position (which was pre-Census) and projections developed below.

Natural Change

9.76 Natural change is made up of births and deaths and the analysis above has shown a general downward trend over time. To project trends forward, the analysis looks at each of births and deaths separately and compares projected figures in the 2018-SNPP with actual recorded figures in the MYE.

9.77 The analysis also takes account of differences between the estimated population size and structure in 2021 (in the 2018-SNPP) and the ONS MYE (as revised to take account of Census data). Overall, it is estimated

recent trends in fertility are very slightly lower and mortality rates are slightly higher when compared with data in the 2018-SNPP and so some modest adjustments have been made.

Migration

9.78   When looking at migration our start point is to consider levels of migration over the past 5- and 10-years (to 2023). Information about migration estimates is shown in the table below with average figures provided for the last 5- and 10 years. In both cases the data points to a level of net in-migration – the 10-year period shows a higher level of net in-migration.

Table 9.10 Past trends in net migration – New Forest District

	Internal (domestic)	International	All net migration
2013/14	1,077	105	1,182
2014/15	823	103	926
2015/16	721	182	903
2016/17	698	101	799
2017/18	1,040	-30	1,010
2018/19	575	-70	505
2019/20	134	-132	2
2020/21	1,574	-105	1,469
2021/22	450	294	744
2022/23	301	328	629
Average (2018-23)	607	63	670
Average (2013-23)	739	78	817

Source: ONS

9.79   As with fertility and mortality data, the information above has been used to make adjustments to the 2018-based SNPP to reflect recent trends.

Population Projection Outputs

9.80   The above estimates of fertility, mortality and migration (including changes over time) have been modelled to develop a projection for the period to 2043 (the end of the plan period). The table below shows projected population growth for each of the scenarios.

9.81   With a 5-year migration trend, there is projected to be a notable decrease in population (of 9,400 people over the 2023-43 period). The 10-year trend still shows a declining population but at around half the rate seen with the 5-year trend. In both cases the rate of population decline is in excess of the recorded past trend (reduction of 1.1% over the 2013-23 period); this seems to be due to a continued increase in excess deaths compared to births.

Table 9.11 Projected population growth under a range of scenarios – New Forest District (2023-43)

	Population 2023	Population 2043	Change	% change
5-year trend	175,398	166,034	-9,364	-5.3%
10-year trend	175,398	170,430	-4,968	-2.8%

Source: Demographic projections

Household Projections

9.82   To understand what this means for housing need the population growth is translated into household growth using household representative rates and data about the communal (institutional) population. These have again been updated using data from the Census with the table below summarising the assumptions used.

9.83   For the communal population, it is assumed actual numbers are held constant up to ages under 75, with the proportion of the population being used for 75+ age groups – this approach is consistent with typical ONS projections.

9.84   For household representative rates (HRRs) the figures are calculated at the time of the Census and have been held constant moving forward. If ONS follow the method used in their most recent projections for future releases then they are likely to build in the trend between the last three Census points (2001, 2011 and 2021).

9.85   However, the analysis below does not build in any trend; were it to do so it would generally reduce the HRRs over time and levels of projected household growth would be lower.

9.86   Although such an approach would arguably build in a degree of suppression in the formation of households and has therefore not been considered as a robust approach.

9.87   In interpreting the table below (by way of examples) the data shows around 9.4% of females aged 85-89 live in communal establishments (i.e. are not part of the household population) whilst around 76% of males aged 50-54 are considered to be a 'head of household' (where they are living in a household).

9.88   Generally, the HRRs increase by age; this is due to older people being more likely to live alone, often following the death of a spouse or partner.

Table 9.12 Communal Population and Household Representative Rates from 2021 Census – New Forest District

	Communal population		Household Representative Rates	
	Male	Female	Male	Female
Age 0 to 15	88	53	-	-
Age 16 to 19	44	36	0.014	0.014
Age 20 to 24	43	44	0.101	0.113
Age 25 to 29	49	19	0.382	0.259
Age 30 to 34	27	18	0.623	0.308
Age 35 to 39	26	19	0.714	0.321
Age 40 to 44	30	16	0.735	0.347
Age 45 to 49	30	28	0.756	0.394
Age 50 to 54	35	21	0.760	0.415
Age 55 to 59	36	26	0.770	0.437
Age 60 to 64	32	30	0.739	0.446
Age 65 to 69	34	41	0.687	0.420
Age 70 to 74	49	49	0.742	0.440
Age 75 to 79	0.012	0.015	0.810	0.539
Age 80 to 84	0.026	0.045	0.849	0.640
Age 85 to 89	0.052	0.094	0.883	0.764
Age 90 or over	0.126	0.258	0.901	0.863

Source: Derived from Census 2021 (mainly Tables CT 106 and 107)

9.89   Applying these figures to the population projections show that whilst the population is projected to fall, there is projected to be a modest level of positive growth in the number of households, increasing by between 49 and 135 households per annum, depending on the scenario. This does suggest a decline in average household size; in the case of 5-year trends, the average household size is projected to go from 2.21 in 2023 down to 2.05 in 2043.

Table 9.13 Projected change in households – range of scenarios – New Forest District (2023-43)

	Households 2023	Households 2043	Change in households	Per annum
5-year trend	78,195	79,176	981	49
10-year trend	78,195	80,897	2,702	135

Source: Demographic projections

Developing Projections linking to the Standard Method

9.90   As well as developing trend-based projections, it is possible to consider the implications of housing delivery in line with the Standard Method. The analysis below looks at how the population might change if this level of homes is provided – this is 1,511 dwellings per annum.

9.91   A scenario has been developed which flexes migration to and from the District such that there is sufficient population for this level of additional homes to be filled each year.

9.92   As with trend-based projections, the modelling links to 2018-based population and household projections and also rebases population and households to the levels shown in the 2021 Census and includes MYE data up to 2023.

9.93   Within the modelling, migration assumptions have been changed so that across each area the increase in households matches the housing need (including a standard 3% vacancy allowance). Adjustments are made to both in- and out-migration (e.g. if in-migration is increased by 1% then out-migration is reduced by 1%). In developing this projection, a population increase of around 62,900 people is shown.

Table 9.14 Projected population growth under the Standard Method – New Forest District (2023-43)

	Population 2023	Population 2043	Change	% change
Standard Method	175,398	238,314	62,916	35.9%

Source: Demographic projections

9.94   Below are a series of charts showing past trends and projected population growth and key components of change for each of the projections developed – for the trend-based variant the projection based on 5-years trends has been used. The first figure looks at overall population growth, before considering natural change and net migration.

9.95   Our analysis suggests the population of New Forest District could rise to 238,300 by 2043 (up from 175,400 in 2023) a 36% increase, or 1.8% per annum. For comparison, between 2011 and 2023 the population fell by an average of around 0.1% per annum. Clearly delivery of the Standard Method could see population change well in excess of past trends.

Figure 9.8 Past trends and projected population – New Forest District
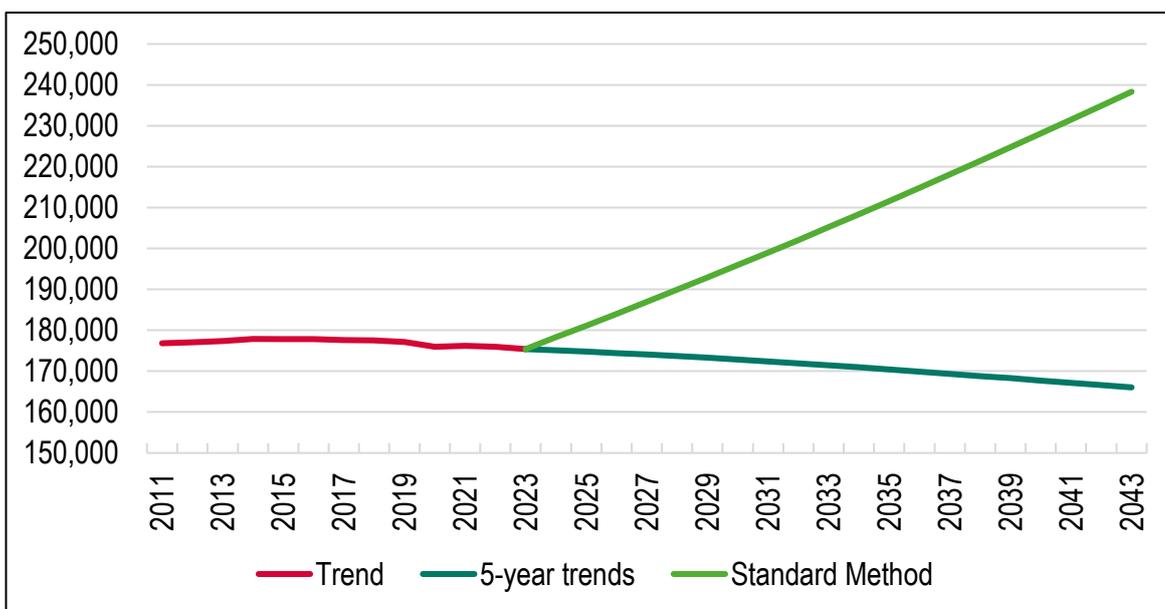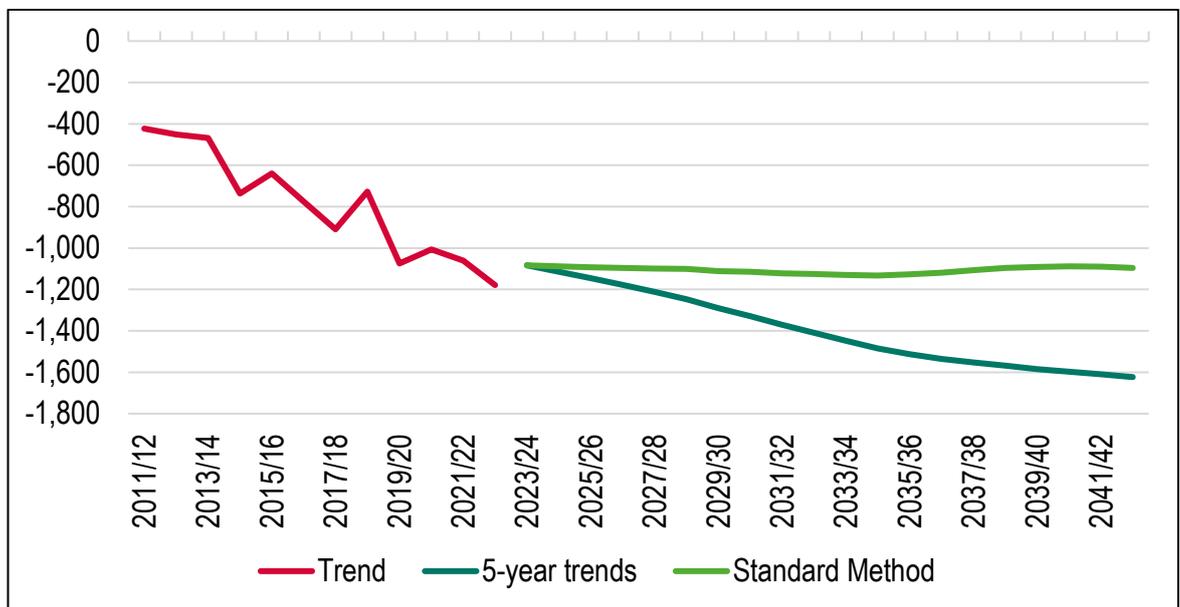

Source: ONS and demographic projections

9.96   The main reason for the higher population growth would be due to increased net in-migration, although the decline in natural change (births

minus deaths) would also be flattened off as the population rises (as there will be more females of child-bearing age).

9.97   The figures below show projected natural change and net migration under the scenarios. Focussing on net migration, the analysis suggests that with higher delivery linked to the Standard Method net migration would be at a level substantially higher than trends and higher than figures seen for any year going back at least 12 years.
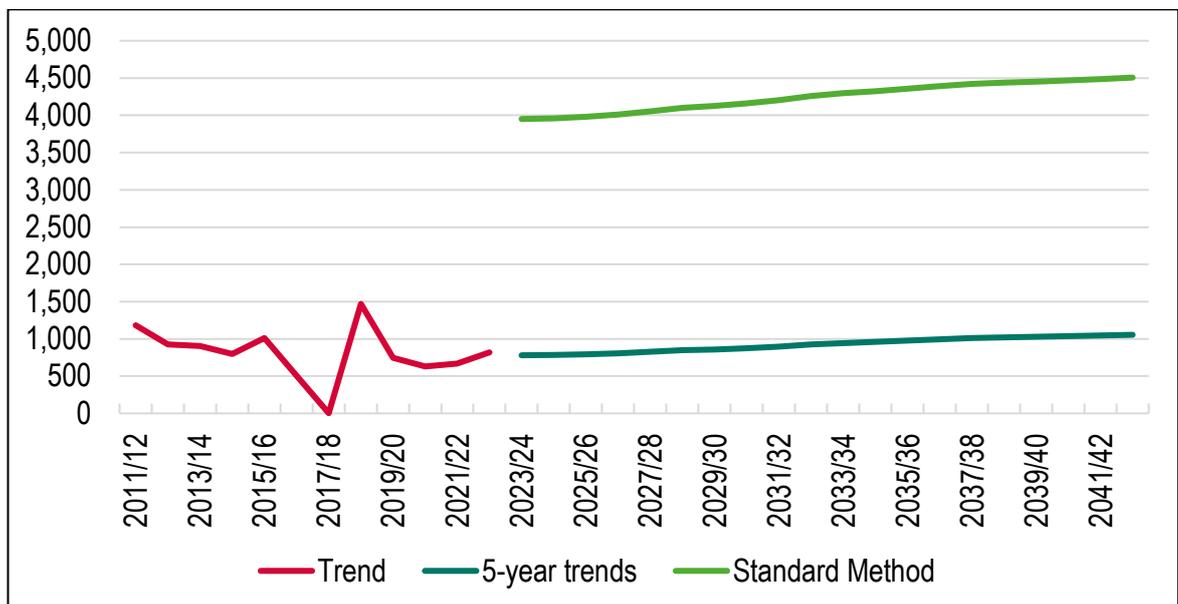
Figure 9.9 Past trends and projected natural change – New Forest District

Source: ONS and demographic projections

Figure 9.10 Past trends and projected net migration – New Forest
District

Source: ONS and demographic projections

9.98   Overall, the demographic implications of the Standard Method look on the
high side, particularly in the context of past trends; it is possible that
delivery at the higher level would lead to a greater number of vacant
homes. Although in reality, it is unlikely that these homes would ever be
delivered if there was no market for them or no one to fill them.

Relationship Between Housing and Economic Growth

9.99   The analysis to follow considers the relationship between housing and
economic growth; seeking to understand what level of jobs might be
supported by changes to the local labour supply (which will be influenced
by population change). To look at estimates of the job growth to be
supported, a series of stages are undertaken. These can be summarised
as:

- Estimate changes to the economically active population (this
  provides an estimate of the change in labour-supply);

- Overlay information about commuting patterns, double jobbing (i.e. the fact that some people have more than one job) and potential changes to unemployment; and

- Bringing together this information will provide an estimate of the potential job growth supported by the population projections.

Growth in Resident Labour Supply

9.100   The approach taken in this report is to derive a series of age and sex specific economic activity rates and use these to estimate how many people in the population will be economically active as projections develop. This is a fairly typical approach with data being drawn in this instance from the Office for Budget Responsibility (OBR) – July 2018 (Fiscal Sustainability Report) – this data has then been rebased to information in the 2021 Census (on age, sex and economic activity).

9.101   The table below shows the assumptions made. The analysis shows that the main changes to economic activity rates are projected to be in the 60-69 age groups – this will to a considerable degree link to changes to pensionable age, as well as general trends in the number of older people working for longer (which in itself is linked to general reductions in pension provision).

Table 9.15 Projected changes to economic activity rates (2023 and 2043) – New Forest District.

	Males			Females		
	2023	2043	Change	2023	2043	Change
16-19	46.8%	47.2%	0.4%	46.8%	47.1%	0.4%
20-24	84.8%	84.6%	-0.2%	81.9%	81.8%	-0.1%
25-29	90.5%	90.5%	0.0%	83.7%	83.7%	0.0%
30-34	91.0%	91.0%	0.0%	83.2%	83.2%	0.0%
35-39	91.5%	91.1%	-0.4%	83.8%	85.4%	1.5%
40-44	91.8%	90.8%	-0.9%	85.3%	87.4%	2.0%
45-49	90.8%	89.9%	-0.9%	83.9%	87.8%	3.9%
50-54	88.9%	87.7%	-1.2%	80.7%	84.9%	4.2%
55-59	82.6%	82.0%	-0.6%	70.6%	72.8%	2.2%
60-64	66.2%	71.0%	4.8%	54.6%	61.1%	6.5%
65-69	32.3%	45.5%	13.2%	24.6%	38.4%	13.7%
70-74	13.7%	16.8%	3.1%	7.3%	14.5%	7.2%
75-89	5.3%	5.8%	0.5%	3.3%	6.1%	2.8%

Source: Based on OBR and Census (2021)

9.102   In addition, a sensitivity has been developed where the EARs are held constant at 2021 levels. It is considered the sensitivity is reasonable given data (including from the Census) has shown activity rates to have not grown as they had previously been forecast to do.

9.103   Working through an analysis of age and sex specific economic activity rates it is possible to estimate the overall change in the number of economically active people in the area – this is set out in the table below (linking to the 5-year trend-based projections and the Standard Method).

9.104   The analysis shows the trend-based projection results in a notable decline in the economically-active population of up to 11,700 people. With the Standard Method there is projected to be a substantial rise; up to 31,500 additional economically active people (a 39% increase from 2023 levels).

Table 9.16 Estimated change to the economically active population (2023-43) – New Forest District

		Econom-ically active (2023)	Econom-ically active (2043)	Total change in econom-ically active	% change
5-year trends	OBR EAR	80,990	73,251	-7,739	-9.6%
	EAR no change	80,361	68,624	-11,737	-14.6%
Standard Method	OBR EAR	80,990	112,465	31,475	38.9%
	EAR no change	80,361	106,638	26,277	32.7%

Source: Derived from demographic projections

Linking Changes to Resident Labour Supply and Job Growth

9.105 The analysis above has set out potential scenarios for the change in the number of people who are economically active. However, it is arguably more useful to convert this information into an estimate of the number of jobs this would support. The number of jobs and resident workers required to support these jobs will differ depending on three main factors:

- Commuting patterns – where an area sees more people out-commute for work than in-commute it may be the case that a higher level of increase in the economically active population would be required to provide a sufficient workforce for a given number of jobs (and vice versa where there is net in-commuting);

- Double jobbing – some people hold down more than one job and therefore the number of workers required will be slightly lower than the number of jobs; and

- Unemployment – if unemployment were to fall then the growth in the economically active population would not need to be as large as the growth in jobs (and vice versa).

Commuting Patterns

9.106   The table below shows summary data about commuting to and from New
         Forest District from the 2011 and 2021 Census. Data from both sources is
         used as the 2011 data is quite old, but the 2021 data could be influenced
         by the COVID-19 pandemic.

9.107   The data shows a degree of net out-commuting for work in 2011, but that
         by 2021 there was a level of net in-commuting. The level of net commuting
         is shown as the commuting ratio in the final row of the tables and is
         calculated as the number of people living in an area (and working) divided
         by the number of people working in the area (regardless of where they
         live).

9.108   When comparing the two sources it is worth reflecting on a large increase
         in the number of home workers (or those of no fixed workplace) in 2021
         compared with 2011. In 2011, a total of 19,100 people were recorded as
         home workers or with no fixed workplace; in 2021 this figure had nearly
         doubled (to 36,600). As the country has moved away from the pandemic,
         it is possible these figures have started to reduce slightly with possible
         implications on commuting dynamics.

Table 9.17 Commuting patterns – New Forest District

	2011	2021
Live and work in Local Authority (LA)	34,509	25,178
Home workers or no fixed workplace	19,075	36,630
In-commute	22,778	17,790
Out-commute	30,165	16,892
Total working in LA	76,362	79,598
Total living in LA (and working)	83,749	78,700
Commuting ratio	1.097	0.989

Source: 2011 and 2021 Census

9.109   The analysis below looks at both sets of Census data with a further
         sensitivity of a balanced (1:1) commuting ratio (i.e. the increase in the

number of people working in the area is equal to the number of people living in the area who are working).

Double Jobbing

9.110   The analysis also considers that a number of people may have more than one job (double jobbing). This can be calculated as the number of people working in the local authority divided by the number of jobs. Data from the Annual Population Survey (available on the NOMIS website) for the past 5-years (for which data exists) suggests across New Forest District that typically about 6.2% of workers have a second job.

9.111   It has therefore been assumed that around 6.2% of people will have more than one job moving forward – this means the number of jobs supported by the workforce will be around 6.2% higher than workforce growth. It has been assumed in the analysis that the level of double jobbing will remain constant over time.

Unemployment

9.112   The last analysis when looking at the link between jobs and resident labour supply is a consideration of unemployment. Essentially, this is considering if there is any latent labour force that could move back into employment to take up new jobs. This is particularly important given there is likely to have been notable increases in unemployment due to Covid-19, although it will be difficult to be precise about numbers.

9.113   Given the estimates of economic activity and job growth are taken from mid-2023 it is considered that there is no need to include a further adjustment to take account of the pandemic. Essentially, it is assumed that people who lost employment through the pandemic will now be back in work (if they are seeking work) and so there is no latent labour supply available to fill additional jobs.

Jobs Supported by Growth in the Resident Labour Force

9.114   The tables below show how many additional jobs might be supported by population growth under the different projection scenarios. It is estimated under the Standard Method that up to 33,900 additional jobs could be supported by the changes to the resident labour supply over the 2023-43 period.

Table 9.18 Jobs supported by demographic projections (2023-43) – New Forest District – 5-year trends

		Total change in economic-ally active	Allowance for double jobbing	Allowance for net commuting (= jobs supported)
OBR EAR	2021 commuting	-7,739	-8,250	-8,344
	2011 commuting	-7,739	-8,250	-7,522
	1:1 commuting	-7,739	-8,250	-8,250
EAR no change	2021 commuting	-11,737	-12,513	-12,655
	2011 commuting	-11,737	-12,513	-11,409
	1:1 commuting	-11,737	-12,513	-12,513

Source: Iceni analysis

Table 9.19 Jobs supported by demographic projections (2023-43) – New Forest District – Standard Method

		Total change in economic-ally active	Allowance for double jobbing	Allowance for net commuting (= jobs supported)
OBR EAR	2021 commuting	31,475	33,555	33,938
	2011 commuting	31,475	33,555	30,596
	1:1 commuting	31,475	33,555	33,555
EAR no change	2021 commuting	26,277	28,014	28,334
	2011 commuting	26,277	28,014	25,543
	1:1 commuting	26,277	28,014	28,014

Source: Iceni analysis

Housing Need and Potential Job Growth

9.115   The analysis above clearly shows a very wide range of potential jobs being supported depending on the scenario used. In addition, it is of use to consider what level of housing growth might be required to provide sufficient workforce for additional jobs in the future.

9.116   Modelling has been undertaken to consider housing need if an additional 7,000 jobs (net) are provided in the plan period – this number being an estimate of the potential contribution of Solent Freeport – the majority of the Freeport tax & customs sites are located within New Forest District.

9.117   The analysis is essentially the same as above but in reverse order – starting with the number of jobs the analysis considers what growth in the economically active population is required based on different commuting assumptions; this is then modelled using the two different set of assumptions around economic activity rate changes.

9.118   The table below shows it is estimated that between 6,500 and 7,200 additional economically active people are likely to be required to fill 7,000 additional jobs (depending on the commuting assumption used).

Table 9.20 Estimated change in economically active population required to fill 7,000 additional jobs

	Job growth	Allowance for double jobbing	Allowance for net commuting (= change in EA population)
2021 commuting	7,000	6,566	6,494
2011 commuting	7,000	6,566	7,203
1:1 commuting	7,000	6,566	6,566

Source: Iceni analysis

9.119   The table below shows it is estimated that between 580 and 780 dwellings per annum are likely to be needed to provide a sufficient labour supply for 7,000 additional jobs.

Table 9.21 Jobs supported by demographic projections (2023-43) – New Forest District – Standard Method

		Household growth (2023-43)	Per annum	Dwellings per annum
OBR EAR	2021 commuting	11,243	562	579
	2011 commuting	11,757	588	606
	1:1 commuting	11,296	565	582
EAR no change	2021 commuting	14,555	728	750
	2011 commuting	15,084	754	777
	1:1 commuting	14,608	730	752

Source: Iceni analysis

Projections for the District Plan Area and National Park

9.120 The analysis above has considered demographic implications of the Standard Method for the New Forest District, with the information being based on the New Forest District, including that part of the area that lies within the National Park. In addition, this report looks at developing projections separately for the District Plan Area (DPA) and the National Park (to include small areas outside the New Forest District).

9.121 The method used broadly follows that for District-wide projections, but with a base position (e.g. around population and households) taking account of locally specific factors.

9.122 Three projections have been developed with the analysis in this section just focussing on the 'medium' scenario, which for clarity this reflects the rates in the adopted local plans – 560 dpa (520 district + 40 NP).

9.123 The tables below show the projected population change and age structure change for the two areas. For the DPA, this projection sees a population increase of around 16,200; there are increases seen in all broad age groups, but it is particularly the population aged 65 and over projected to see increases.

9.124   In the National Park, with the delivery of 40 dpa there is projected to be a small growth in population (0.2%), but within this, a decrease in the population aged under 65 is projected, along with an increase of 23% in the population aged 65 and over.

Table 9.22 Projected change in population by broad age group (2023-43) – New Forest DPA – delivery of 520 dpa

	2023	2043	Change	% change
Under 16	22,740	23,381	641	2.8%
16-64	80,248	82,935	2,687	3.3%
65+	42,793	55,665	12,872	30.1%
TOTAL	145,781	161,980	16,200	11.1%

Source: Iceni Analysis

Table 9.23 Projected change in population by broad age group (2023-43) – New Forest National Park – delivery of 40 dpa

	2023	2043	Change	% change
Under 16	4,166	3,599	-567	-13.6%
16-64	17,616	15,675	-1,940	-11.0%
65+	11,353	13,925	2,572	22.7%
TOTAL	33,135	33,199	64	0.2%

Source: Iceni Analysis

9.125   This scenario shows a population change in the National Park of 64 people across 20 years or 3 people per annum. This scenario can therefore be used as a suitable proxy for a scenario which seeks to maintain the existing population in the National Park which is an approach other National Parks have used in their adopted local plans.

9.126   The analysis also provides estimates of changes to the economically active population and this is shown in the table below. This data has not been converted into estimates of jobs supported as smaller area level data about commuting and the proportion of people with more than one job is not readily available – although changes to the economically active population and jobs are broadly similar.

9.127   The analysis shows a range of changes to the economically active
         population of between 2,100 and 6,600 across the whole study area. In
         both cases there is a positive figure in the DPA and negative in the
         National Park.

Table 9.24 Projected change in economically active population –
DPA and National Park

	OBR EAR	EAR no change
DPA = 520 dpa	7,042	3,433
National Park = 40 dpa	-465	-1,348
TOTAL	6,577	2,085

Source: Iceni analysis

Housing Need Summary

9.128   The Standard Method for assessing housing need sets a figure of 1,511
         dwellings per annum for New Forest (District). A key reason for the
         Government seeking higher housing figures is that worsening affordability
         is evidence that supply is failing to keep up with demand.

9.129   We have also considered that the housing need for the District Plan Area
         is 1,254 dpa, which is 83% of the district-wide figure. This does not mean
         the difference between the overall New Forest District need and the
         District Plan area need (257 dpa) should be met in the National Park.

9.130   It is considered that housing delivery in the New Forest will ultimately be
         constrained by land supply, and on this basis, three scenarios have been
         developed to look at how the population might develop over time.

9.131   The main scenario models for housing delivery of 520 dwellings per
         annum in the District Plan Area and 40 in the National Park – this area
         including small parts outside of the New Forest District in Test Valley
         Borough and South Wiltshire.

9.132   For the District Plan Area, this projection sees a population increase of around 16,200, and the population aged 65 and over is projected to see an increases.

9.133   In the National Park, there is projected to be very little population change, but within this, a decrease in the population aged under 65 is projected, along with an increase of 23% in the population aged 65 and over.

9.134   In moving forward, this report bases key analysis on this delivery-based scenario (e.g. such as analysis around housing mix and older person needs, as this draws from demographic projections).

9.135   A further appendix has been provided that re-runs this analysis for the other two dwelling-led scenarios.

10. Affordable Housing Need

Introduction

10.1 This section provides an assessment of the need for affordable housing in New Forest. The analysis follows the methodology set out in the Planning Practice Guidance (Sections 2a-018 to 2a-024). The analysis looks at the need from households unable to buy OR rent housing; and also, from households able to rent but not buy who may generate a need for affordable home ownership products.

Affordable Housing Sector Dynamics

10.2 The 2021 Census indicated that 11% of households in New Forest District lived in social or affordable rented homes, with the sector accommodating around 8,400 households.

10.3 Data from the Regulator of Social Housing (RSH) for 2024 indicates that the Council and Registered Providers (RPs) owned 9,200 properties in the Council area, of which 88% were for general needs rent; 7% supported housing or housing for older people; and 5% low-cost home-ownership homes (such as shared ownership properties).

10.4 The majority of general needs homes are rented out at social rents (99% of all Council owned homes and 89% of Registered Provider homes) and the rest at affordable rents.

Table 10.1 Stock owned or Managed by the Council and Registered Providers – New Forest

	LA	RP	Total	% of stock
General needs rented	5,228	2,912	8,140	88.5%
Supported/older persons housing	0	618	618	6.7%
Low-cost home ownership	9	434	443	4.8%
Total	5,237	3,964	9,201	100.0%

Source: RSR Geographical Look-Up Tool 2024

10.5   As of April 2024, there were 1,876 households on the Council's Housing Register. In addition, data for December 2024 shows there were 311 households accommodated in temporary accommodation (over half of these being households with children).

Overview of Method

10.6   This section provides an assessment of the need for affordable housing in New Forest. The analysis follows the methodology set out in Planning Practice Guidance (Sections 2a-018 to 2a-024) and provides two main outputs: firstly, an assessment of the need from households unable to buy OR rent housing; and secondly from households able to rent but not buy. In summary, the methodology looks at a series of stages as set out below:

- Current affordable housing need (annualised so as to meet the current need over a period of time);

- Projected newly forming households in need;

- Existing households falling into need; and

- Supply of affordable housing from existing stock

10.7   The first three bullet points above are added together to identify a gross need, from which the supply is subtracted to identify a net annual need for additional affordable housing. Examples of different affordable housing products are outlined in the box below.

Affordable Housing Definitions

Social Rented Homes – are homes owned by local authorities or private registered providers for which rents are determined by the national rent regime (through which a formula rent is determined by the relative value and size of a property and relative local income levels). They are low-cost rented homes.

Affordable Rented Homes – are let by local authorities or private registered providers to households who are eligible for social housing. Affordable rents are set at no more than 80% of the local market rent (including service charges).

Rent-to-Buy – where homes are offered, typically by housing associations, to working households at an intermediate rent which does not exceed 80% of the local market rent (including service charges) for a fixed period after which the household has the chance to buy the home.

Shared Ownership – a form of low-cost market housing where residents own a share of their home, on which they typically pay a mortgage; with a registered provider owning the remainder, on which they pay a subsidised rent.

Discounted Market Sale – a home which is sold at a discount of at least 20% below local market value to eligible households, with provisions in place to ensure that housing remains at a discount for future households (or the subsidy is recycled).

First Homes – a form of discounted market sale whereby an eligible First-time Buyer can buy a home at a discount of at least 30% of market value. Councils can set the discounts and local eligibility criteria out in policies. First Homes cannot be provided on rural exception sites in National Parks.

Affordability

10.8   An important first part of the affordable needs modelling is to establish the entry-level costs of housing to buy and rent. The affordable housing needs assessment compares prices and rents with the incomes of households to establish what proportion of households can meet their needs in the market, and what proportion require support and are thus defined as having an 'affordable housing need'. To establish affordable housing need, the analysis focuses on overall housing costs (for all dwelling types and sizes).

10.9   The table below shows estimated current prices to both buy and privately rent a lower quartile home in the study area (excluding newbuild sales when looking at house prices). Across all dwelling sizes the analysis points to a lower quartile price of £285,000 and a private rent of £1,100 per month.

Table 10.2 Estimated lower quartile cost of housing to buy (existing dwellings) and privately rent (by size) – New Forest (study area)

	To buy	Privately rent
1-bedroom	£135,000	£775
2-bedrooms	£240,000	£1,075
3-bedrooms	£335,000	£1,375
4-bedrooms	£490,000	£1,700
All dwellings	£285,000	£1,100

Source: Land Registry and Internet Price Search

10.10   The table below shows how prices and rents vary by location. The analysis shows some variation in prices and rents, with prices (and rents) estimated to be highest in the National Park. The lowest prices and rents are seen in the Totton & Waterside sub-area.

Table 10.3 Lower Quartile Prices and Market Rents, by Sub-area

	Lower quartile price (existing dwellings)	Lower Quartile rent, pcm
Ringwood & the West	£295,000	£1,125
Southern Coastal	£300,000	£1,125
Totton & Waterside	£255,000	£1,025
DPA total	£275,000	£1,075
NP in District	£455,000	£1,550
District total	£280,000	£1,100
NP out with District	£525,000	£1,700
NP total	£460,000	£1,550
Study area	£285,000	£1,100

Source: Land Registry and Internet Price Search

10.11   Next it is important to understand local income levels as these (along with the price/rent data) will determine levels of affordability (i.e. the ability of a household to afford to buy or rent housing in the market without the need for some sort of subsidy). Data about total household income has been based on ONS-modelled income estimates, with additional data from the English Housing Survey (EHS) being used to provide information about the distribution of incomes. Data has also been drawn from the Annual Survey of Hours and Earnings (ASHE) to consider changes since the ONS data was published.

10.12   Overall, the average (mean) household income in the study area is estimated to be around £56,500, with a median income of £47,400; the lower quartile income of all households is estimated to be £27,500.

10.13   Analysis has also been undertaken to estimate how incomes vary by sub-area, with the table below showing the estimated median household income in each location – incomes are shown to be lowest in the Southern Coastal area and Totton and the Waterside and highest in the National Park.

Table 10.4 Estimated average (median) household income by sub-area

	Median Income	As a % of the study area average
Ringwood & the West	£48,800	103%
Southern Coastal	£45,100	95%
Totton & Waterside	£45,400	96%
DPA total	£45,900	97%
NP in District	£54,900	116%
District total	£47,300	100%
NP out with District	£59,400	125%
NP total	£55,300	117%
Study area	£47,400	100%

Source: Iceni analysis

10.14   To assess affordability, two different measures are used; firstly, to consider what income levels are likely to be needed to access privately rented housing and secondly to consider what income level is needed to access owner occupation. This analysis therefore brings together the data on household incomes with the estimated incomes required to access private-sector housing. For the purposes of analysis, the following assumptions are used:

- Rental affordability – a household should spend no more than 30% of their income on rent; and

- Mortgage affordability – assume a household has a 10% deposit and can secure a mortgage for four and a half times (4.5×) their income.

10.15   The table below shows the estimated incomes required to both buy and rent privately in each sub-area. This shows a notable 'gap' in all areas across all areas, particularly locations where house prices are higher. The information in the table below is taken forward into further analysis in this section to look at affordable needs in different locations.

Table 10.5 Estimated Household Income Required to Buy and Privately Rent by Sub-area

	To buy	To rent (privately)	Income gap
Ringwood & the West	£59,000	£45,000	£14,000
Southern Coastal	£60,000	£45,000	£15,000
Totton & Waterside	£51,000	£41,000	£10,000
DPA total	£55,000	£43,000	£12,000
NP in District	£91,000	£62,000	£29,000
District total	£56,000	£44,000	£12,000
NP out with District	£105,000	£68,000	£37,000
NP total	£92,000	£62,000	£30,000
Study area	£57,000	£44,000	£13,000

Source: Based on Housing Market Cost Analysis

Need for Affordable Housing

10.16   The sections below work through the various stages of analysis to estimate the need for affordable housing in the district and National Park. Final figures are provided as an annual need (including an allowance to deal with current need). As per 2a-024 of the PPG, this figure can then be compared with the likely delivery of affordable housing.

Current Need

10.17   In line with PPG paragraph 2a-020, the current need for affordable housing has been based on considering the likely number of households with one or more housing problems (housing suitability). The table below sets out the categories in the PPG and the sources of data being used to establish numbers.

Table 10.6 Main Sources for Assessing the Current Need for
Affordable Housing

	Source	Notes
Homeless households (and those in temporary accommodation	MHCLG Statutory Homelessness data	Household in temporary accommodation at end of the quarter.
Households in overcrowded housing16	2021 Census Table RM099	Analysis undertaken by tenure
Concealed households17	2021 Census Table RM009	Number of concealed families
Existing affordable housing tenants in need	Modelled data linking to past survey analysis	Excludes overcrowded households
Households from other tenures in need	Modelled data linking to past survey analysis	

Source: PPG [2a-020]

10.18   The table below sets out estimates of the number of households within
each category. This shows an estimated 4,300 households as living in
'unsuitable housing' with around 1,300 of these currently having no
accommodation (homeless or concealed households).

Table 10.7 Estimated number of households living in unsuitable housing (or without housing)

	Concealed and homeless households	Households in overcrowded housing	Existing affordable housing tenants are in need	Households from other tenures in need	TOTAL
Ringwood & the West	209	170	26	253	658
Southern Coastal	314	399	53	481	1,247
Totton & Waterside	450	584	84	555	1,674
DPA total	974	1,153	163	1,289	3,578
NP in District	286	164	18	249	717
District total	1,260	1,317	181	1,538	4,295
NP outwith District	24	7	0	22	53
NP total	310	171	18	271	770
Study area	1,284	1,324	181	1,559	4,349

Source: Iceni analysis

10.19   In taking this estimate forward, the data modelling next estimates the need by tenure and considers affordability. The affordability in different groups is based on estimates of how incomes are likely to vary; for owner-occupiers, there is a further assumption about potential equity levels. For homeless and concealed households, it is assumed incomes will be low and households unlikely to be able to afford them. The table below shows that approaching two-thirds of those households identified above are unlikely to be able to afford market housing to buy OR rent, and therefore there is a current need from 2,800 households.

Table 10.8 Estimated housing need and affordability by tenure

	Number in unsuitable housing	% unable to afford	Current need after affordability
Owner-occupied	1,150	6.9%	79
Affordable housing	686	90.6%	621
Private rented	1,228	68.5%	841
No housing (homeless/concealed)	1,284	100.0%	1,284
TOTAL	4,349	65.0%	2,826

Source: Iceni Analysis

10.20　Finally, from these estimates, households living in affordable housing are excluded (as these households would release a dwelling on moving and so no net need for affordable housing will arise). The total current need is therefore estimated to be 2,204 households (2,826-621). For the purposes of analysis, it is assumed that the local authority would seek to meet this need over a period of time. Given that this report typically looks at needs in the period from 2023 to 2043, the need is annualised by dividing by 20 (to give an annual need for around 110 dwellings across all areas). This does not mean that some households would be expected to wait 20 years for housing as the need is likely to be dynamic, with households leaving the current need as they are housed but with other households developing a need over time.

10.21　The table below shows this data for sub-areas – this is split between those unable to rent OR buy and those able to rent but NOT buy. Given the pricing of housing in the study area this shows the number unable to rent OR buy as being notably higher than the numbers able to rent but not buy.

Table 10.9 Estimated current affordable housing need by sub-area

	Number in need (excluding those in AH)	Annualised		
		TOTAL	Unable to rent OR buy	Able to rent but NOT buy
Ringwood & the West	354	18	16	2
Southern Coastal	617	31	28	3
Totton & Waterside	756	38	35	3
DPA total	1,727	86	78	8
NP in District	442	22	20	2
District total	2,169	108	99	10
NP outwith District	35	2	2	0
NP total	477	24	22	2
Study area	2,204	110	100	10

Source: Iceni analysis

Newly-Forming Households

10.22   The number of newly forming households has been estimated through demographic modelling with an affordability test also being applied. This has been undertaken by considering the changes in households in specific 5-year age bands relative to numbers in the age band below 5 years previously, to provide an estimate of gross household formation. This approach is consistent with the CLG guidance of 2007[18].

10.23   The number of newly-forming households is limited to households forming who are aged under 45 – this is consistent with CLG guidance (from 2007) which notes after age 45 that headship (household formation) rates 'plateau'. There may be a small number of household formations beyond age 45 (e.g., due to relationship breakdown) although

[18] https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance (see pages 19-20 of Annexes)

the number is expected to be fairly small when compared with the formation of younger households.

10.24   In assessing the ability of newly forming households to afford market housing, data has been drawn from the analysis of English Housing Survey data at a national level. This establishes that the average income of newly forming households is around 84% of the figure for all households.[19]

10.25   The analysis has therefore adjusted the overall household income data to reflect the lower average income for newly forming households. The adjustments have been made by changing the distribution of income by bands such that average income level is 87% of the all-household average. In doing this it is possible to calculate the proportion of households unable to afford market housing (whether to buy or rent separately).

10.26   The assessment suggests overall that around 70% of newly forming households will be unable to afford market housing and this equates to a total of 619 newly forming households that will have a need per annum on average across the study area – the vast majority are households unable to rent OR buy.

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[19] Raw data from the 2013-14 and 2018-19 EHS has been analysed

Table 10.10 Estimated Need for Affordable Housing from Newly Forming Households (per annum)

	Number of new house-holds	% unable to afford	Annual newly forming house-holds unable to afford	Unable to rent OR buy (per annum)	Able to rent but NOT buy (per annum)
Ringwood & the West	142	67.9%	96	75	21
Southern Coastal	221	72.8%	161	127	34
Totton & Waterside	391	64.2%	251	204	48
DPA total	754	67.5%	509	406	103
NP in District	122	82.7%	101	79	22
District total	877	69.6%	610	485	125
NP outwith District	11	85.2%	9	7	2
NP total	133	82.9%	110	86	24
Study area	887	69.8%	619	492	127

Source: Projection Modelling/Affordability Analysis

Existing Households Falling into Affordable Housing Need

10.27   The second element of newly arising need is existing households falling into need. To assess this, information about past lettings in social/Affordable Rented has been used. The assessment looked at households who have been housed in general needs housing over the past three years – this group will represent the flow of households onto the Housing Register over this period.

10.28   From this, newly forming households (e.g., those currently living with family) have been discounted as well as households who have transferred from another social/Affordable Rented property. Data has been drawn from several sources, including Local Authority Housing Statistics (LAHS) and Continuous Recording of Sales and Lettings (CoRe).

10.29   This method for assessing existing households falling into need is
         consistent with the 2007 SHMA guide which says:

> *"Partnerships should estimate the number of existing households
> falling into need each year by looking at recent trends. This should
> include households who have entered the housing register and
> been housed within the year as well as households housed
> outside of the register (such as priority homeless household
> applicants)".*[20]

10.30   Following the analysis through suggests a need arising from 176 existing
         households each year across the study area – mostly households unable
         to buy OR rent.

Table 10.11 Estimated Need for affordable housing from Existing
Households Falling into Need (per annum)

	Total Additional Need	% of Total	Unable to rent OR buy	Able to rent but NOT buy
Ringwood & the West	31	17.8%	28	4
Southern Coastal	59	33.3%	52	6
Totton & Waterside	59	33.8%	53	6
DPA total	149	85.0%	133	16
NP in District	24	13.8%	22	2
District total	174	98.8%	155	19
NP outwith District	2	1.2%	2	0
NP total	26	15.0%	24	3
Study area	176	100.0%	157	19

Source: Iceni analysis

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[20] https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance (see page 46)

Supply of Affordable Housing Through Relets/Resales

10.31   The future supply of affordable housing through relets is the flow of affordable housing arising from the existing stock that is available to meet future need. This focuses on the annual supply of social/affordable rent relets. Information from a range of sources (mainly CoRe and LAHS) has been used to establish past patterns of social housing turnover. Data for three years has been used (2020-21 to 2022-23).

10.32   The figures are for general needs lettings but exclude lettings of new properties and also exclude an estimate of the number of transfers from other social rented homes. These exclusions are made to ensure that the figures presented reflect relets from the existing stock. Based on past trend data is has been estimated that 247 units of social/affordable rented housing are likely to become available each year moving forward – note this figure is just for New Forest District (i.e. excluding parts of the National Park outside of the District).

Table 10.12 Analysis of Past Social/Affordable Rented Housing Supply, 2020/21 – 2022/23 (average per annum)

	Total Lettings	% as Non-New Build	Lettings in Existing Stock	% Non-Transfers	Lettings to New Tenants
2020/21	483	82.4%	398	72.7%	289
2021/22	401	93.3%	374	65.3%	244
2022/23	349	89.4%	312	65.9%	206
Average	411	87.9%	361	68.4%	247

Source: CoRe and LAHS

10.33   It is also possible to consider if there is any supply of affordable home ownership products from the existing stock of housing. One source is likely to be resales of low-cost home ownership products with data from the Regulator of Social Housing showing a total stock in 2024 of 443 homes. If these homes were to turnover at a rate of around 5% then they would be expected to generate around 22 resales each year. These

properties would be available for these households and can be included as the potential supply.

10.34   The table below shows the estimated supply of affordable housing from relets/resales in each sub-area – there is very little relet supply in the National Park.

Table 10.13 Estimated supply of affordable housing from relets/resales of existing stock by sub-area (per annum)

	Social/affordable rented	LCHO	TOTAL
Ringwood & the West	35	5	39
Southern Coastal	73	7	80
Totton & Waterside	114	9	123
DPA total	222	20	243
NP in District	25	2	26
District total	247	22	269
NP outwith District	0	0	0
NP total	25	2	27
Study area	247	22	270

Source: CoRe/LAHS, 2021 Census

10.35   The PPG model also includes the bringing back of vacant homes into use and the pipeline of affordable housing as part of the supply calculation. These have however not been included within the modelling in this report. Firstly, there is no evidence of any substantial stock of vacant homes (over and above a level that might be expected to allow movement in the stock). Secondly, with the pipeline supply, it is not considered appropriate to include this as to net off new housing would be to fail to show the full extent of the need, although in monitoring it will be important to net off these dwellings as they are completed.

Net Need for Affordable Housing

10.36   The table below shows the overall calculation of affordable housing need. The analysis shows that there is a need for 635 dwellings per annum across the study area – an affordable need is seen in all sub-areas and an estimated 502 per annum arises in the DPA area. The net need is calculated as follows:

Net Need = Current Need (allowance for) + Need from Newly-Forming Households + Existing Households falling into Need – Supply of Affordable Housing

Table 10.14 Estimated Need for Affordable Housing (per annum)

	Current need	Newly forming house-holds	Existing house-holds falling into need	Total Gross Need	Relet/ resale supply	Net Need
Ringwood & the West	18	96	31	145	39	106
Southern Coastal	31	161	59	250	80	170
Totton & Waterside	38	251	59	348	123	225
DPA total	86	509	149	744	243	502
NP in District	22	101	24	148	26	121
District total	108	610	174	892	269	623
NP out with District	2	9	2	13	0	13
NP total	24	110	26	161	27	134
Study area	110	619	176	905	270	635

Source: Iceni analysis

10.37   This can additionally be split between households unable to afford to buy OR rent and those able to rent but not buy. For this analysis, it is assumed the LCHO supply would be meeting the needs of the latter group, although in reality there will be a crossover between categories. For example, it is likely in some cases that the cost of shared ownership

will have an outgoing below that for privately renting and could meet some of the need from households unable to buy or rent – the issue of access to deposits would still be a consideration.

10.38   The table below shows the affordable need figure split between the two categories. Across the whole study area, the analysis shows around 80% of households as being unable to buy OR rent, with this figure being broadly the same across all locations.

Table 10.15 Estimated Need for Affordable Housing (per annum) – split between different affordability groups

	Unable to buy OR rent	Able to rent but not buy	TOTAL	% unable to buy OR rent
Ringwood & the West	84	22	106	79%
Southern Coastal	134	37	170	78%
Totton & Waterside	177	48	225	79%
DPA total	395	107	502	79%
NP in District	96	25	121	79%
District total	491	131	623	79%
NP outwith District	10	2	13	81%
NP total	107	27	134	80%
Study area	502	134	635	79%

Source: Iceni analysis

10.39   These figures can also be standardised based on the size of each location (in this case linked to the number of households shown in the 2021 Census). This shows the highest need to be in the National Park and the lowest in the Southern Coastal area – although all areas see a notable level of need.

Table 10.16 Standardised level of affordable housing need

	Net Need	Estimated households (2021)	Net need per 1,000 house-holds
Ringwood & the West	106	11,709	9.05
Southern Coastal	170	23,817	7.16
Totton & Waterside	225	29,173	7.72
DPA total	502	64,699	7.75
NP in District	121	12,852	9.43
District total	623	77,551	8.03
NP outwith District	13	1,108	11.37
NP total	134	13,960	9.58
Study area	635	78,659	8.08

Source: Iceni analysis

10.40   Whilst the need above is provided down to sub-area level, it should be remembered that affordable need can be met across the area as and when opportunities arise, and so specific sub-area data should not be treated as a local target.

Affordable Need and Overall Housing Numbers

10.41   The PPG encourages local authorities to consider increasing planned housing numbers where this can help to meet the identified affordable need. Specifically, the wording of the PPG (housing and economic needs) Ref ID 2a-024 states:

> *"The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes"*

10.42   However, the relationship between affordable housing need and overall
         housing need is complex. This was recognised in the Planning Advisory
         Service (PAS) Technical Advice Note of July 2015[21]. PAS conclude that
         there is no arithmetical way of combining the OAN (calculated through
         demographic projections) and the affordable need. There are several
         reasons why the two cannot be 'arithmetically' linked.

10.43   Firstly, the modelling contains a category in the projection of 'existing
         households falling into need'; these households already have
         accommodation and hence if they were to move to alternative
         accommodation, they would release a dwelling for use by another
         household – there is, therefore, no net additional need arising The
         modelling also contains 'newly forming households'; these households
         are a direct output from demographic modelling and are therefore already
         included in overall housing need figures (a point also made in the PAS
         advice note – see paragraph 9.5).

10.44   The analysis estimates an annual need for 502 affordable homes for
         households unable to buy OR rent housing. However, as noted, caution
         should be exercised in trying to make a direct link between affordable
         need and planned delivery, with the key point being that many of those
         households picked up as having a need will already be living in housing
         and so providing an affordable option does not lead to an overall net
         increase in the need for housing (as they would vacate a home to be
         used by someone else).

10.45   It is possible to investigate this in some more detail by re-running the
         model and excluding those already living in accommodation. This is
         shown in the table below which identifies that meeting these needs would

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[21] https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf. While the technical note produced by PAS is arguably becoming dated, there is no more up-to-date guidance on this matter from a Government source and the remarks remain valid.

lead to an affordable need for 309 homes per annum across the study area – 62% of the figure when including those with housing.

10.46   This figure is, however, theoretical and should not be seen to be minimising the need (which is clearly acute). That said, it does serve to show that there is a difference in the figures when looking at overall housing shortages.

10.47   The analysis is arguably even more complex than this – it can be observed that the main group of households in need are newly forming households. These households are already included within demographic projections and so the demonstration of a need for this group again should not be seen as additional to overall figures from demographic projections.

Table 10.17 Estimated Need for Affordable Housing (households unable to buy OR rent) excluding households already in accommodation

	Including existing households	Excluding existing households
Current need	100	64
Newly forming households	492	492
Existing households falling into need	157	0
Total Gross Need	749	556
Re-let Supply	247	247
Net Need	502	309

Source: Iceni analysis

10.48   Additionally, it should be noted that the need estimate is on a per-annum basis and should not be multiplied by the plan period to get a total need. Essentially, the estimates are for the number of households who would be expected to have a need in any given year (i.e., needing to spend more than 30% of income on housing).

10.49   In reality, some (possibly many) households would see their circumstances change over time such that they would 'fall out of need' and this is not accounted for in the analysis.

10.50   One example would be a newly forming household with an income level that means they spend more than 30% of their income on housing. As the household's income rises, they would potentially pass the affordability test and therefore not have an affordable need.

10.51   Additionally, there is the likelihood when looking over the longer term that a newly forming household will become an existing household in need and would be counted twice if trying to multiply the figures out for a whole plan period.

10.52   It also needs to be remembered the affordability test used for analysis is based on assuming a household spends no more than 30% of their income on housing (when privately renting). In reality, many households will spend more than this and so would be picked up by modelling as in need but in fact, are paying for a private sector tenancy. The English Housing Survey (2022-23) estimates private tenants are paying an average of 32% of their income on housing (including benefit support) and this would imply that more than half are spending more than the affordable level assumed in this report.

10.53   A further consideration is that some 134 of the 635 per annum affordable need is a need for affordable home ownership. Technically, these households can afford market housing (to rent) and historically would not have been considered as having a need in assessment such as this – until recently only households unable to buy OR rent would be considered as having a need for affordable housing. For these reasons these households have not been included in the analysis looking at households with and without accommodation.

10.54   Finally, it should be recognised that the Planning Practice Guidance does not envisage that all needs will be met (whether this is affordable housing

or other forms of accommodation such as for older people). Paragraph 67-001 of the housing needs of different groups states:

> *"This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people. This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method".*

The Role of the Private Rented Sector (PRS)

10.55   The discussion above has already noted that the need for affordable housing does not generally lead to a need to increase overall housing provision. However, it is worth briefly thinking about how affordable need works in practice and the housing available to those unable to access market housing without Housing Benefit. In particular, the role played by the Private Rented Sector (PRS) in providing housing for households who require financial support in meeting their housing needs should be recognised.

10.56   Whilst the Private Rented Sector (PRS) does not fall within the types of affordable housing set out in the NPPF (other than affordable private rent which is a specific tenure separate from the main 'full market' PRS), it has evidently been playing a role in meeting the needs of households who require financial support in meeting their housing need. Government recognises this and indeed legislated through the 2011 Localism Act to allow Councils to discharge their "homelessness duty" through providing an offer of a suitable property in the PRS.

10.57   Data from the Department of Work and Pensions (DWP) has been used
        to look at the number of Housing Benefit supported private rented
        homes. As of August 2024, it is estimated that there were around 3,900
        benefit claimants in the Private Rented Sector in New Forest (District).
        From this, it is clear that the PRS contributes to the wider delivery of
        'affordable homes' with the support of benefit claims.

10.58   Whilst the PRS is providing housing for some households, there are
        however significant risks associated with future reliance on the sector to
        meet an affordable housing need. The last couple of years have seen
        rents increase whilst Local Housing Allowance (LHA) levels have
        remained static. In the Autumn Statement 2023, the then Government
        increased the LHA rent to the 30th percentile of market rents (although
        this is based on existing rents and not rents likely to be payable by those
        moving home); Universal Credit will also rise. However, demand
        pressure could nonetheless have some impact of restricting future supply
        of PRS properties to those in need; emphasising the need to support
        delivery of genuinely affordable homes.

10.59   The figure below shows the trend in the number of claimants in the
        Council area. This shows there has been a notable increase since March
        2020, which is likely to be related to the Covid-19 pandemic. However,
        even the more historical data shows a substantial number of households
        claiming benefit support for their housing in the private sector (typically
        around 3,000 households).

10.60   The data about the number of claimants does not indicate how many new
        lettings are made each year in the PRS. However, data from the English
        Housing Survey (EHS) over the past three years indicates that nationally
        around 7% of private sector tenants are new to the sector each year. If
        this figure is applied to the number of households claiming HB/UC then
        this would imply around 270 new benefit supported lettings in the sector.

10.61   If netted off the affordable need (for 502 homes per annum from
        households unable to buy OR rent) then the need would be calculated as

232 per annum. Whilst we would not recommend including PRS supply as part of the modelling, not least as it is uncertain whether the availability of homes will remain at this level as well as concerns about the security of tenure, it is the case that the sector does provide housing and again the overall analysis does not point to the need to increase overall provision.

Figure 10.1 Number of Housing Benefit/Universal Credit claimants in the PRS
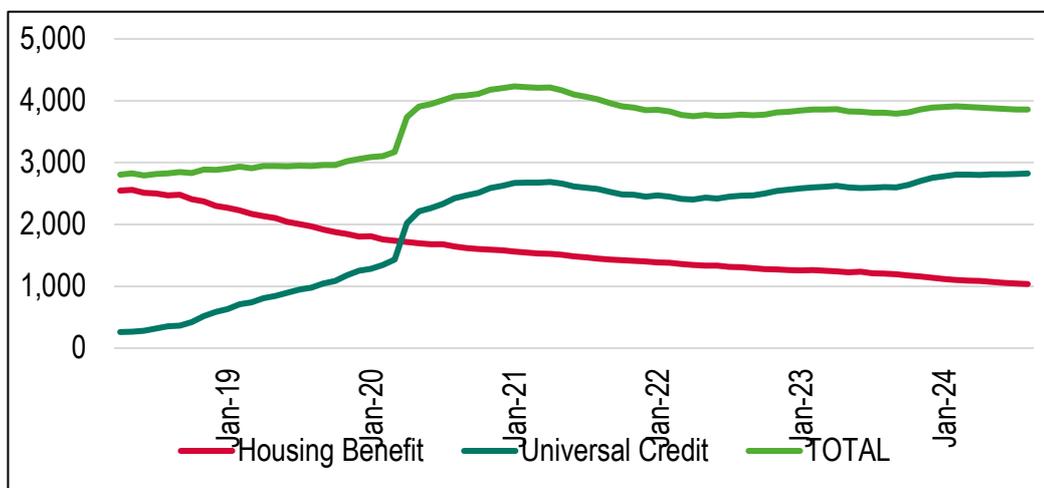
Source: Department of Work and Pensions

10.62   Whilst housing delivery through the respective Local Plans can be expected to secure additional affordable housing it needs to be noted that delivery of affordable housing through planning obligations is an important, but not the only means, of delivering affordable housing; and the authorities should also work with housing providers to secure funding to support enhanced affordable housing delivery on some sites and through use of their own land assets.

10.63   Overall, it is difficult to link the need for affordable housing to the overall housing need; indeed, there is no justification for trying to make the link. Put simply the two do not measure the same thing and in interpreting the affordable need figure, consideration needs to be given to the fact that many households already live in housing, and do not therefore generate an overall net need for an additional home. Further issues arise as the

need for affordable housing is complex and additionally the extent of concealed and homeless households needs to be understood as well as the role played by the private rented sector.

10.64   Regardless of the discussion above, the analysis identifies a notable need for affordable housing, and it is clear that provision of new affordable housing is an important and pressing issue across the study area. It does, however, need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. As noted previously, the evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

Types of Affordable Housing

10.65   The analysis above has clearly pointed to a need for affordable housing, and particularly for households who are unable to buy OR rent in the market. There are a range of affordable housing options that could meet the need which will include rented forms of affordable housing (such as social or affordable rents) and products which might be described as intermediate housing (such as shared ownership or discounted market housing/First Homes). These are discussed in turn below.

Social and Affordable Rented Housing

10.66   The table below shows current rent levels in the District for a range of products along with relevant local housing allowance (LHA) rates. Parts of New Forest fall into three different Broad Rental Market Areas (BRMA) for the purposes of LHA (Bournemouth, Salisbury and Southampton) and the table shows the range of values across the whole District. Data about average social and affordable rents has been taken from the Regulator of Social Housing (RSH) and this is compared with lower quartile market rents.

10.67   This analysis shows that social rents are significantly lower than
         affordable rents; the analysis also shows that affordable rents are below
         lower quartile market rents – particularly for larger property sizes.

10.68   The LHA rates for all sizes of home are below lower quartile market rents
         for all sizes of accommodation. This does potentially mean that
         households seeking accommodation in many locations may struggle to
         secure sufficient benefits to cover their rent.

Table 10.18 Comparison of rent levels for different products – New
Forest

	Social rent	Affordable rent (AR)	Lower quartile (LQ) market rent	LHA range
1-bedroom	£426	£583	£775	£648-£698
2-bedrooms	£511	£729	£1,075	£778-£873
3-bedrooms	£569	£867	£1,375	£913-£1,147
4-bedrooms	£626	£880	£1,700	£1,247-£1,546
ALL	£514	£733	£1,100	-

Source: RSH, ONS and VOA

10.69   To some extent it is easier to consider the data above in terms of the
         percentage one housing cost is of another and this is shown in the tables
         below. Focusing on 2-bedroom homes the analysis shows that social
         rents are significantly cheaper than market rents (and indeed affordable
         rents) and that affordable rents (as currently charged) represent 68% of a
         current lower quartile rent.

Table 10.19 Difference between rent levels for different products –
New Forest

	Social rent as % of affordable rent	Social rent as % of LQ market rent	Affordable rent as % of LQ market rent
1-bedroom	73%	55%	75%
2-bedrooms	70%	47%	68%
3-bedrooms	66%	41%	63%
4-bedrooms	71%	37%	52%
ALL	70%	47%	67%

Source: RSH, ONS and VOA

10.70   The table below suggests that around 13% of households who cannot
afford to rent privately could afford an affordable rent at 80% of market
rents, with a further 12% being able to afford current affordable rents.
There are also an estimated 24% who can afford a social rent (but not an
affordable one). A total of 51% of households would need some degree
of benefit support (or spend more than 30% of income on housing) to be
able to afford their housing (regardless of the tenure). This analysis
points to a clear need for social rented housing.

Table 10.20 Estimated need for affordable rented housing (% of
households able to afford to buy OR rent)

	% of households able to afford
Afford 80% of market rent	13%
Afford current affordable rent	12%
Afford social rent	24%
Need benefit support	51%
All unable to afford market	100%

Source: Affordability analysis

10.71   The analysis indicates that provision of around 75% of rented affordable
housing at social rents could be justified; albeit in setting planning
policies, this will need to be considered alongside viability evidence.

Higher provision at social rents will reduce the support through housing benefits required to ensure households can afford their housing costs.

Intermediate Housing

10.72   As well as rented forms of affordable housing, the local planning authorities could seek to provide forms of intermediate housing with the analysis below considering the potential affordability of shared ownership and discounted market sale housing (which could include First Homes).

10.73   Generally, intermediate housing will be a newbuild product, sold at a discount (or on a part buy, part rent arrangement with shared ownership) and will therefore be based on the Open Market Value (OMV) of a new home.

10.74   The table below sets out a suggested purchase price for affordable home ownership/First Homes in New Forest by size. It works through first (on the left hand side) what households with an affordable home ownership need could afford (based on a 10% deposit and a mortgage at 4.5 times' income). The right-hand side of the table then sets out what Open Market Value (OMV) this might support, based on a 30% discount. The lower end of the range is based on households who could afford to rent privately without financial support at LQ rents; with the upper end based on the midpoint between this and the lower quartile house price.

10.75   Focussing on 2-bedroom homes, it is suggested that an affordable price is between £215,000 and £227,500 and therefore the open market value of homes would need to be in the range of £307,100 and £325,000 (if discounted by 30%).

10.76   It is difficult to definitively analyse the cost of newbuild homes as these will vary from site-to-site and will be dependent on a range of factors such as location, built-form and plot size. We have however looked at newbuild schemes currently advertised on Rightmove with the table below providing a general summary of existing schemes.

Table 10.21 Affordable home ownership prices – New Forest (local authority)

	What households with an affordable home ownership need could afford	Open Market Value (OMV) of Home with 30% Discount
1-bedroom	£135,000	£192,900
2-bedrooms	£215,000-£227,500	£307,100-£325,000
3-bedrooms	£275,000-£305,000	£392,900-£435,700
4+-bedrooms	£340,000-£415,000	£485,700-£592,900

Source: Iceni analysis

10.77 This analysis is interesting as it shows the median newbuild price for all sizes of homes is above the top end of the OMV required to make homes affordable to those in the gap between buying and renting. That said, homes at the bottom end of the price range could potentially be discounted by 30% and considered as affordable.

10.78 This analysis shows how important it will be to know the OMV of housing before discount to be able to determine if a product is going to be genuinely affordable in a local context – providing a discount of 30% will not automatically mean it becomes affordable housing. Overall, it is considered the evidence does not support a need for First Homes (or other discounted market products) in a local context.

Table 10.22 Estimated newbuild housing cost by size – New Forest

	No. of homes advertised	Range of prices	Median price
1-bedroom	5	£170,000-£230,000	£230,000
2-bedrooms	27	£240,000-£650,000	£350,000
3-bedrooms	24	£410,000-£1,050,000	£500,000
4+-bedrooms	17	£550,000-£1,295,000	£650,000

Source: Iceni analysis

10.79 The analysis below moves on to consider shared ownership, for this analysis an assessment of monthly outgoings has been undertaken with

a core assumption being that the outgoings should be the same as for renting privately so as to make this tenure genuinely affordable. The analysis has looked at what the OMV would need to be for a shared ownership to be affordable with a 10%, 25% and 50% share. To work out outgoings the mortgage part is based on a 10% deposit (for the equity share) and a repayment mortgage over 25-years at 5% with a rent at 2.75% per annum on unsold equity.

10.80   The findings for this analysis are interesting and do point to the possibility of shared ownership being a more affordable tenure than discounted market housing (including First Homes).

10.81   By way of an explanation of this table (focussing on 2-bedroom homes) – if a 50% equity share scheme came forward then it is estimated the OMV could not be above £285,000 if it is to be genuinely affordable (due to the outgoings being in excess of the cost of privately renting). However, given the subsidised rents, the same level of outgoings could be expected with a 10% equity share but a much higher OMV of £415,000.

10.82   Although affordability can only be considered on a scheme by scheme basis, it is notable that we estimate a median 2-bedroom newbuild to cost around £350,000 – this points to it being difficult to make 50% share schemes genuinely affordable, but a 10% share could be (25% being borderline).

Table 10.23 Estimated OMV of Shared Ownership with a 50%, 25% and 10% Equity Share by Size – New Forest

	50% share	25% share	10% share
1-bedroom	£205,000	£255,000	£299,000
2-bedroom	£285,000	£354,000	£415,000
3-bedroom	£364,000	£453,000	£531,000
4-bedrooms	£450,000	£560,000	£657,000

Source: Iceni analysis

10.83   A further affordable option is Rent to Buy; this is a Government scheme designed to ease the transition from renting to buying the same home. Initially (typically for five years) the newly built home will be provided at the equivalent of an affordable rent (approximately 20% below the market rate).

10.84   The expectation is that the discount provided in that first five years is saved in order to put towards a deposit on the purchase of the same property. Rent to Buy can be advantageous for some households as it allows for a smaller 'step' to be taken on to the home ownership ladder.

10.85   At the end of the five-year period, depending on the scheme, the property is either sold as a shared ownership product or to be purchased outright as a full market property. If the occupant is not able to do either of these then the property is vacated.

10.86   In order to access this tenure, it effectively requires the same income threshold for the initial phase as a market rental property although the cost of accommodation will be that of affordable rent. The lower-than-market rent will allow the household to save for a deposit for the eventual shared ownership or market property.

10.87   In considering the affordability of rent-to-buy schemes there is a direct read across to the income required to access affordable home ownership (including shared ownership). It should therefore be treated as part of the affordable home ownership products suggested by the NPPF.

Engagement

10.88   In order to inform this report of the latest trends and policy positions relating to affordable housing need we have engaged with housing officers at the New Forest District and at Test Valley and Wiltshire. However, given the low supply of affordable housing in these latter two areas this text is largely focused on the New Forest District including those parts in the National Park.

10.89   Overall New Forest is facing significant affordable housing challenges. These are being primarily driven by escalating private rental sector (PRS) costs, which is fuelling a growing demand for affordable rental and homeownership options. This demand is further intensified by an increase in larger families with complex housing needs, and remains consistently high across the National Park and District.

10.90   Affordable housing stock is critically low, which compounds this issue, there are also limited opportunities for the development of new affordable housing. Losses of units to Right to Buy also factors in here with a loss of c. 100 properties to Right to Buy in the last five years.

10.91   In Affordable Home Ownership while Shared Ownership is a successful model of affordable homeownership and is well established in the New Forest, First Homes have seen less traction with limited delivery in the New Forest. The Council operates an Affordable Home Ownership register which has over 750 people on it.

10.92   In the affordable rented sector, rising overall PRS costs, coupled with Section 21 evictions, are the primary drivers for households registering on the Housing Register.

10.93   The PRS landscape is characterised by small, individual landlords with limited portfolios, and has experienced stock reductions in recent years.

10.94   The housing team reports a trend of landlords shifting towards short-term AirBnB rentals rather than long-term leases.

10.95   Part of the New Forest National Park also lies within Wiltshire and Test Valley although the population is relatively small in either case. However, this is a very small part in Wiltshire which contains only 3 parishes; Landford, Redlynch and Whiteparish.

10.96   Consultation with the Housing team at Wiltshire Council indicates that there is very minimal stock in this area overall with very few people registering interest in these Parishes (only 7 at the time of consultation). Overall, officers considered this to be down to the rural nature of the

areas and that many people may choose to show interest in more urban areas as the likelihood of finding housing is higher.

Affordable Housing - Summary

10.97   The analysis has taken account of local housing costs (to both buy and rent) along with estimates of household income. The evidence indicates that there is an acute need for affordable housing in the study area and a need in all sub-areas. The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership.

10.98   Despite the level of need being high, it is not considered that this points to any requirement for the local planning authorities to increase the Local Plan housing requirements due to affordable needs. The link between affordable need and overall need (of all tenures) is complex and in trying to make a link it must be remembered that many of those picked up as having an affordable need are already in housing (and therefore do not generate a net additional need for a home). In addition, the private rented sector is providing benefit supported accommodation for many households. That said, the level of affordable need does suggest the local planning authorities should maximise the delivery of such housing at every opportunity.

10.99   The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit. It is however clear that social rents are more affordable and could benefit a wider range of households – social rents could therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

10.100   The study also considers different types of AHO (notably First Homes and shared ownership) as each may have a role to play. Shared

ownership is likely to be suitable for households with more marginal affordability (those only just able to afford to privately rent) as it has the advantage of a lower deposit and subsidised rent. There was no evidence of a need for First Homes or discounted market housing more generally.

10.101   Given the cost of housing locally, it seems very difficult for affordable home ownership products to be provided and be considered as 'genuinely affordable' (particularly for larger (3+-bedroom) homes. This again points to the need for the local planning authorities to prioritise delivery of rented affordable housing where possible.

10.102   In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the local planning authorities will need to consider the relative levels of need and also viability issues (recognising for example that providing AHO may be more viable and may therefore allow more units to be delivered, but at the same time noting that households with a need for rented housing are likely to have more acute needs and fewer housing options).

10.103   Overall, the analysis identifies a notable need for affordable housing, and it is clear that provision of new affordable housing is an important and pressing issue in the area. It does however need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. The evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

11. Housing Mix

Introduction

11.1   This section considers the appropriate mix of housing across New Forest District, with a particular focus on the sizes of homes required in different tenure groups. This section looks at a range of statistics in relation to families (generally described as households with dependent children) before moving on to look at how the number of households in different age groups are projected to change moving forward.

11.2   Due to data availability, the core analysis is carried out for New Forest District although key outputs are provided for the DPA and National Park separately, in the latter case to include the small part outside the District boundary.

Background Data

11.3   The number of families in New Forest District (defined for the purpose of this assessment as any household which contains at least one dependent child) totalled 17,700 as of the 2021 Census, accounting for 23% of households; this proportion is lower than seen across the region and nationally.

Table 11.1 Households with Dependent Children (2021)

	New Forest District		South East	England
	No.	%	%	%
Married couple	9,839	12.7%	16.3%	14.4%
Cohabiting couple	2,888	3.7%	4.4%	4.5%
Lone parent	3,636	4.7%	6.0%	6.9%
Other households	1,385	1.8%	2.5%	2.7%
All other households	59,818	77.1%	70.9%	71.5%
Total	77,566	100.0%	100.0%	100.0%
Total with dependent children	17,748	22.9%	29.1%	28.5%

Source: Census (2021)

11.4 The table below shows the same information for each of the sub-areas. There are some notable variations in the proportion of households with dependent children, this being highest in Totton & Waterside (26% of households) and lowest in the Southern Coastal area (just 18% of households). All areas see a proportion of households with dependent children below the regional and national average.
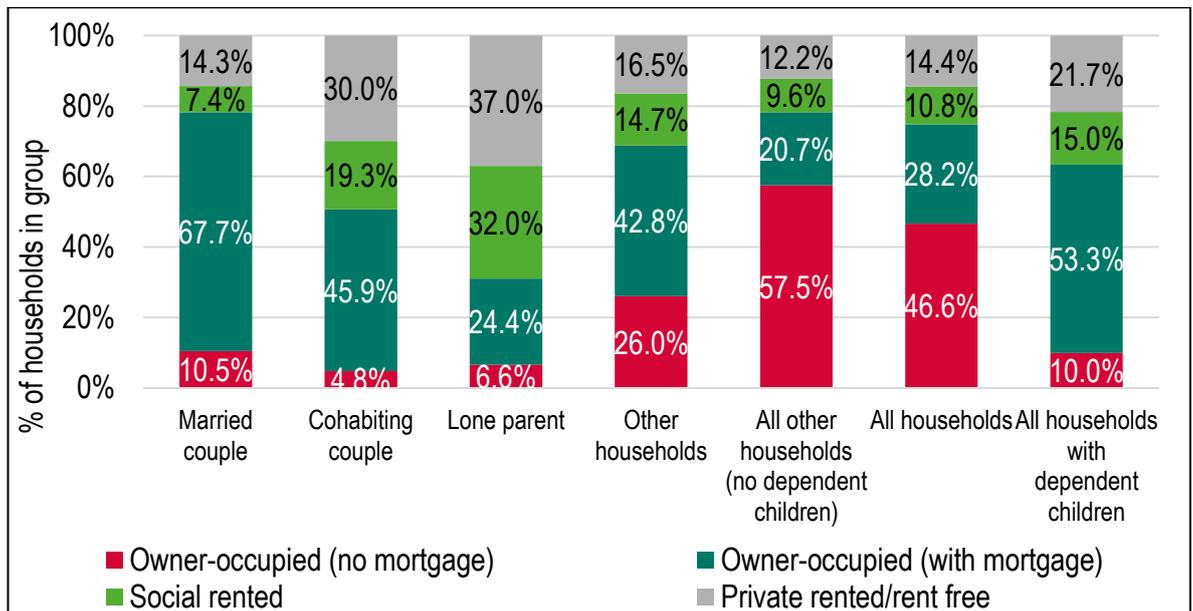
Table 11.2 Households with dependent children (2021) – sub-areas

	Married couple	Co-habiting couple	Lone parent	Other house-holds	All other house-holds	Total	Total with depend-ent children
Ringwood & the West	14.6%	4.0%	4.9%	1.9%	74.6%	100.0%	25.4%
Southern Coastal	9.8%	2.9%	4.2%	1.4%	81.7%	100.0%	18.3%
Totton & Waterside	13.9%	4.7%	5.9%	1.9%	73.5%	100.0%	26.5%
DPA total	12.6%	3.9%	5.1%	1.7%	76.7%	100.0%	23.3%
NP in District	13.2%	2.5%	2.9%	2.2%	79.2%	100.0%	20.8%
District total	12.7%	3.7%	4.7%	1.8%	77.1%	100.0%	22.9%
NP without District	16.5%	2.8%	1.9%	2.4%	76.4%	100.0%	23.6%
NP total	13.4%	2.5%	2.8%	2.3%	79.0%	100.0%	21.0%
Study area	12.7%	3.7%	4.7%	1.8%	77.1%	100.0%	22.9%

Source: Census (2021)

11.5   The figure below shows the current tenure of households with dependent children. There are some considerable differences by household type with lone parents having a very high proportion living in the social rented sector and also in private rented accommodation. In New Forest, only 31% of lone-parent households are owner-occupiers compared with 78% of married couples with children.

Figure 11.1 Tenure of households with dependent children (2021) – New Forest

Source: Census (2021)

11.6   The figure below shows levels of overcrowding and under-occupancy of households with dependent children. This shows higher levels of overcrowding (minus figure) for all household types with dependent children with 7% of all lone parents and 22% of 'other' households being overcrowded. Overall, some 5% of households with dependent children are overcrowded, compared with 0.6% of other households. Levels of under-occupancy (positive figures) are also notably lower in households with dependent children.

Figure 1.2 Occupancy rating of households with dependent children (2021) – New Forest
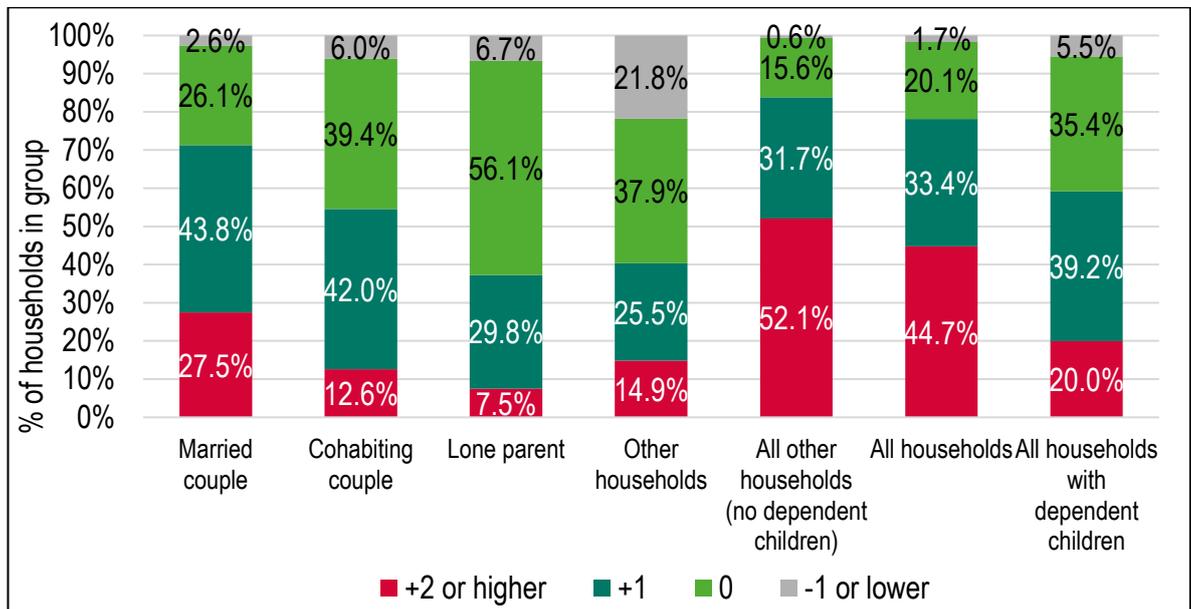
Source: Census (2021)

The Mix of Housing

11.7   A model has been developed that starts with the current profile of housing in terms of size (bedrooms) and tenure. Within the data, information is available about the age of households and the typical sizes of homes they occupy. By using demographic projections, it is possible to see which age groups are expected to change in number, and by how much.

11.8   On the assumption that occupancy patterns for each age group (within each tenure) remain the same, it is therefore possible to assess the profile of housing needed is over the assessment period (taken to be 2023-43 to be consistent with other analysis in this report).

11.9   An important starting point is to understand the current balance of housing in the area – the table below profiles the sizes of homes in different tenure groups across areas. The data shows a market stock (owner-occupied) that is dominated by 3+-bedroom homes (making up 75% of the total in this tenure group, a similar proportion to that seen in other areas). The

profile of the social rented sector is broadly similar across areas whilst the private rented sector is also similar to other locations. Observations about the current mix feed into conclusions about future mix later in this section.

Table 11.3 Number of Bedrooms by Tenure, 2021

		New Forest District	South East	England
Owner-occupied	1-bedroom	4%	4%	4%
	2-bedrooms	21%	21%	21%
	3-bedrooms	44%	42%	46%
	4+-bedrooms	31%	33%	29%
	Total	100%	100%	100%
	Ave. no. beds	3.02	3.04	3.01
Social rented	1-bedroom	27%	31%	29%
	2-bedrooms	35%	35%	36%
	3-bedrooms	35%	31%	31%
	4+-bedrooms	4%	4%	4%
	Total	100%	100%	100%
	Ave. no. beds	2.16	2.08	2.10
Private rented	1-bedroom	19%	24%	21%
	2-bedrooms	38%	38%	39%
	3-bedrooms	33%	27%	29%
	4+-bedrooms	10%	12%	11%
	Total	100%	100%	100%
	Ave. no. beds	2.34	2.27	2.30

Source: Census (2021)

11.10   The table below show the same information for sub-areas – in this case just split between the DPA area and the National Park – with the total being for the whole study area. The table shows a larger dwelling stock in the National Parks for all tenures – including 45% of market homes having 4+-bedrooms.

Table 11.4 Number of Bedrooms by Tenure, 2021 – sub-areas

		DPA total	NP total	Study area
Owner-occupied	1-bedroom	4%	3%	4%
	2-bedrooms	23%	16%	21%
	3-bedrooms	46%	37%	44%
	4+-bedrooms	28%	45%	31%
	Total	100%	100%	100%
	Ave. no. beds	2.97	3.23	3.02
Social rented	1-bedroom	27%	19%	27%
	2-bedrooms	34%	35%	34%
	3-bedrooms	35%	39%	35%
	4+-bedrooms	4%	6%	4%
	Total	100%	100%	100%
	Ave. no. beds	2.15	2.31	2.16
Private rented	1-bedroom	19%	15%	19%
	2-bedrooms	40%	32%	38%
	3-bedrooms	33%	35%	33%
	4+-bedrooms	8%	18%	10%
	Total	100%	100%	100%
	Ave. no. beds	2.30	2.55	2.34

Source: Census (2021)

Overview of Methodology

11.11   The method to consider future housing mix looks at the ages of the Household Reference Persons and how these are projected to change over time. The sub-sections to follow describe some of the key analyses.

Understanding How Households Occupy Homes

11.12   Whilst the demographic projections provide a good indication of how the population and household structure will develop, it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided. The main reason for this is that in the market sector, households are able to buy or rent any size of property (subject to what they can afford) and therefore knowledge of the

profile of households in an area does not directly transfer into the sizes of property to be provided.

11.13   The size of housing which households occupy relates more to their wealth and age than the number of people they contain. For example, there is no reason why a single person cannot buy (or choose to live in) a 4-bedroom home as long as they can afford it, and hence projecting an increase in single-person households does not automatically translate into a need for smaller units.

11.14   That said, issues of supply can also impact occupancy patterns, for example, it may be that a supply of additional smaller-level access homes would encourage older people to downsize but in the absence of such accommodation, these households remain living in their larger accommodation.

11.15   The issue of choice is less relevant in the affordable sector (particularly since the introduction of the social sector size criteria) where households are allocated properties which reflect the size of the household, although there will still be some level of under-occupation moving forward with regard to older person and working households who may be able to under-occupy housing (e.g. those who can afford to pay the spare room subsidy ('bedroom tax')).

11.16   The approach used is to interrogate information derived in the projections about the number of household reference persons (HRPs) in each age group and apply this to the profile of housing within these groups (data being drawn from the 2021 Census).

11.17   The figure below shows an estimate of how the average number of bedrooms varies by different ages of HRP and broad tenure group for New Forest and the South East region. In all sectors, the average size of accommodation rises over time to typically reach a peak around the age of 50. After peaking, the average dwelling size decreases – as typically

some households downsize as they get older. The analysis confirms New Forest as having broadly similar dwelling sizes in all tenures and age groups.

Figure 11.2 Average Bedrooms by Age and Tenure in New Forest District and the region
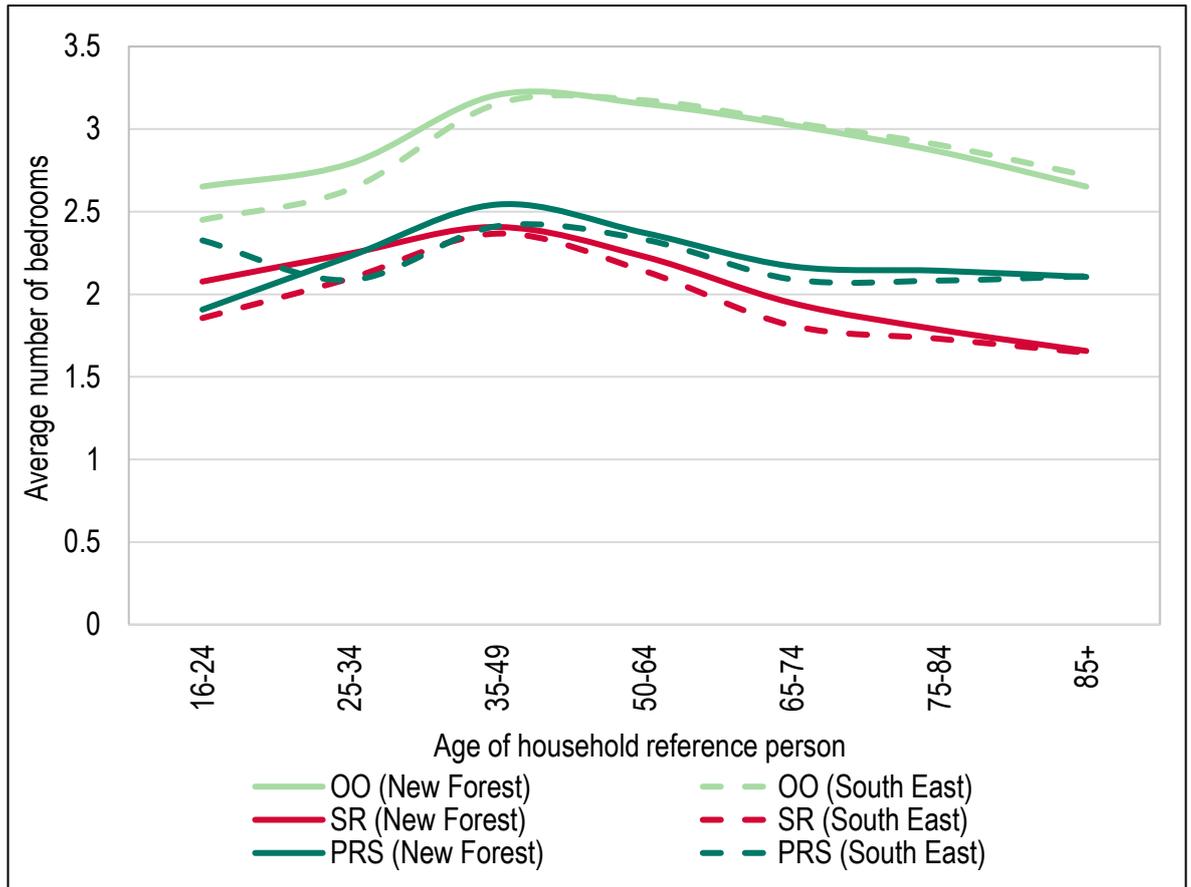
11.18   The analysis uses the existing occupancy patterns at a local level as a starting point for analysis and applies these to the projected changes in Household Reference Person by age discussed below. The analysis has been used to derive outputs for three broad categories. These are:

- **Market Housing** – which is taken to follow the occupancy profiles in the market sector (i.e. owner-occupiers and the private rented sector);

- **Affordable Home Ownership** – which is taken to follow the occupancy profile in the private rented sector (this is seen as

reasonable as the Government's desired growth in home ownership looks to be largely driven by a wish to see households move out of private renting); and

- **Rented Affordable Housing** – which is taken to follow the occupancy profile in the social rented sector. The affordable sector in the analysis to follow would include social and affordable rented housing.

Changes to Households by Age

11.19   The tables below present the projected change in households by age of household reference person. For the purposes of analysis, two different projections have been run; firstly, with delivery of 520 dwellings per annum in the DPA and secondly for 40 dwellings per annum in the National Park. Focussing on the DPA, this shows growth as being expected in most age groups and in particular older age groups. The number of households headed by someone aged 50-64 is however projected to drop slightly over the period studied.

Table 11.5 Projected Change in Household by Age of HRP in New Forest DPA

	2023	2043	Change in Households	% Change
Under 25	682	719	37	5.4%
25-34	5,585	6,673	1,088	19.5%
35-49	12,674	14,203	1,529	12.1%
50-64	18,886	17,317	-1,569	-8.3%
65-74	11,126	12,533	1,407	12.6%
75-84	11,074	15,118	4,043	36.5%
85+	5,136	8,697	3,561	69.3%
TOTAL	65,163	75,260	10,097	15.5%

Source: Demographic Projections

Table 11.6 Projected Change in Household by Age of HRP in New Forest National Park

	2023	2043	Change in Households	% Change
Under 25	70	63	-7	-10.5%
25-34	589	577	-12	-2.0%
35-49	2,298	2,174	-124	-5.4%
50-64	4,746	4,000	-746	-15.7%
65-74	2,877	3,051	174	6.1%
75-84	2,694	3,466	773	28.7%
85+	1,153	1,872	719	62.3%
TOTAL	14,427	15,203	776	5.4%

Source: Demographic Projections

Modelled Outputs

11.20   By following the methodology set out above and drawing on the sources shown, a series of outputs have been derived to consider the likely size requirement of housing within each of the three broad tenures at a local authority level. The analysis is based on considering both local and regional occupancy patterns. The data linking to local occupancy will to some extent reflect the role and function of the local area, whilst the regional data will help to establish any particular gaps (or relative surpluses) of different sizes/tenures of homes when considered in a wider context.

11.21   The analysis for rented affordable housing can also draw on data from the local authority Housing Register with regards to the profile of need. The data shows a pattern of need which is focussed on 1-bedroom homes and with around a quarter of households requiring 3+-bedroom accommodation.

Table 11.7 Size of Social/Affordable Rented Housing Needed – Housing Register Information (April 2024)

	Number of households	% of households
1-bedroom	839	44.7%
2-bedrooms	598	31.9%
3-bedrooms	337	18.0%
4+-bedrooms	102	5.4%
TOTAL	1,876	100.0%

Source: LAHS

11.22 The tables below show the modelled outputs of need by dwelling size in the three broad tenures and the two main sub-areas. Market housing focusses on 3+-bedroom homes, affordable home ownership on 2- and 3-bedroom accommodation and rented affordable housing showing a slightly smaller profile again.

Table 11.8 Modelled Mix of Housing by Size and Tenure – New Forest DPA

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	8%	33%	42%	17%
Affordable home ownership	23%	40%	29%	8%
Affordable housing (rented)	33%	34%	30%	3%

Source: Housing Market Model

Table 11.9 Modelled Mix of Housing by Size and Tenure – New Forest National Park

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	8%	43%	45%	3%
Affordable home ownership	21%	35%	30%	13%
Affordable housing (rented)	31%	33%	32%	4%

Source: Housing Market Model

Rightsizing

11.23   The analysis above sets out the potential need for housing if occupancy patterns remain the same as they were in 2021 (with differences from the current stock profile being driven by demographic change). It is however worth also considering that the 2021 profile will have included households who are overcrowded (and therefore need a larger home than they actually live in) and also those who under-occupy (have more bedrooms than they need).

11.24   There is a case to seek for new stock to more closely match actual size requirements. Whilst it would not be reasonable to expect to remove all under-occupancy (particularly in the market sector) it is the case that in seeking to make the most efficient use of land it would be prudent to look to reduce this over time. Further analysis has been undertaken to take account of overcrowding and under-occupancy (by tenure).

11.25   The tables below show a cross-tabulation of a household's occupancy rating and the number of bedrooms in their home (for owner-occupiers). This shows a high number of households with at least 2 spare bedrooms who are living in homes with 3 or more bedrooms. There are also a small number of overcrowded households. In the owner-occupied sector in 2021, there were 51,100 households with some degree of under-

occupation and around 460 overcrowded households – some 88% of all owner-occupiers have some degree of under-occupancy.

Table 11.10 Cross-tabulation of occupancy rating and number of bedrooms (owner-occupied sector) – New Forest District

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	16,876	14,976	31,852
+1 spare bedrooms	0	10,586	6,322	2,327	19,235
0 "Right sized"	2,134	1,711	2,258	375	6,478
-1 too few bedrooms	59	161	165	74	459
TOTAL	2,193	12,458	25,621	17,752	58,024

Source: Census (2021)

11.26   For completeness the tables below show the same information for the social and private rented sectors. In both cases there are more under-occupying households than overcrowded, but differences are less marked than seen for owner-occupied housing.

Table 11.11 Cross-tabulation of occupancy rating and number of bedrooms (social rented sector) – New Forest District

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	749	122	871
+1 spare bedrooms	0	1,374	867	100	2,341
0 "Right sized"	2,139	1,319	1,097	85	4,640
-1 too few bedrooms	79	202	212	21	514
TOTAL	2,218	2,895	2,925	328	8,366

Source: Census (2021)

Table 11.12 Cross-tabulation of occupancy rating and number of bedrooms (private rented sector) – New Forest District

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	1,269	716	1,985
+1 spare bedrooms	0	2,533	1,556	270	4,359
0 "Right sized"	1,996	1,600	798	89	4,483
-1 too few bedrooms	102	154	80	12	348
TOTAL	2,098	4,287	3,703	1,087	11,175

Source: Census (2021)

11.27   In using this data in the modelling an adjustment is made to move some of those who would have been picked up in the modelling as under-occupying into smaller accommodation. Where there is under-occupation by 2 or more bedrooms, the adjustment takes 25% of this group and assigns to a '+1' occupancy. This does need to be recognised as an assumption but can be seen to be reasonable as they do retain some (considerable) degree of under-occupation (which is likely) but does also seek to model a better match between household needs and the size of their home. For overcrowded households a move in the other direction is made, in this case households are moved up as many bedrooms as is needed to resolve the problems (this is applied for all overcrowded households).

11.28   The adjustments for under-occupation and overcrowding lead to the suggested mix as set out in the following tables. It can be seen that this tends to suggest a smaller profile of homes as being needed (compared to the initial modelling) with the biggest change being in the market sector – which was the sector where under-occupation is currently most notable.

Table 11.13 Adjusted Modelled Mix of Housing by Size and Tenure – New Forest DPA

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	8%	40%	39%	13%
Affordable home ownership	22%	42%	29%	8%
Affordable housing (rented)	32%	34%	28%	5%

Source: Housing Market Model

Table 11.14 Adjusted Modelled Mix of Housing by Size and Tenure – New Forest National Park

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	7%	50%	42%	2%
Affordable home ownership	20%	39%	30%	11%
Affordable housing (rented)	30%	35%	30%	6%

Source: Housing Market Model

11.29   Across the study area, the analysis points to around a quarter to a third of the social/affordable housing need being for 1-bedroom homes and it is of interest to see how much of this is due to older person households. In the future household sizes are projected to drop whilst the population of older people will increase. Older person households (as shown earlier) are more likely to occupy smaller dwellings. The impacts of older people have on demand for smaller stock is outlined in the table below.

11.30   This indeed identifies a larger profile of homes needed for households where the household reference person is aged Under 65, with a concentration of 1-bedroom homes for older people. This information can be used to inform the mix required for General Needs rather than Specialist Housing, although it does need to be noted that not all older people would

be expected to live in homes with some form of care or support. The patterns are broadly similar across both the DPA and National Park.

11.31   The 2, 3, and 4+-bedroom categories have been merged for the purposes of older persons as we would not generally expect many (if any) households in this category to need (or indeed be able to be allocated) more than 2-bedrooms in the rented affordable housing sector.

Table 11.15 Adjusted Modelled Mix of Housing by Size and Age – affordable housing (rented) – New Forest DPA

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Under 65	22%	36%	35%	7%
65 and over	48%	52%		
All affordable housing (rented)	32%	34%	28%	5%

Source: Housing Market Model

Table 11.16 Adjusted Modelled Mix of Housing by Size and Age – affordable housing (rented) – New Forest National Park

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Under 65	20%	35%	38%	8%
65 and over	42%	58%		
All affordable housing (rented)	30%	35%	30%	6%

Source: Housing Market Model

11.32   A further analysis of the need for rented affordable housing is to compare the need with the supply (turnover) of different sizes of accommodation. This links back to estimates of need in the previous section (an annual need for 502 dwellings per annum from households unable to buy OR rent) with additional data from CoRe about the sizes of homes let over the past three years – due to data availability this analysis is for the study area as a whole.

11.33   This analysis is quite clear in showing the very low supply of larger homes relative to the need for 4+-bedroom accommodation in particular, where it is estimated the supply is only around 9% of the need arising each year, whereas for 1-bedroom homes around half of the need can be met.

Table 11.17 Need for rented affordable housing by number of bedrooms

	Gross Annual Need	Gross Annual Supply	Net Annual Need	As a % of total net annual need	Supply as a % of gross need
1-bedroom	206	98	108	21.5%	47.7%
2-bedrooms	273	93	180	35.9%	34.0%
3-bedrooms	230	53	177	35.4%	22.9%
4+-bedrooms	40	4	37	7.3%	8.9%
Total	749	247	502	100.0%	33.0%

Source: Iceni analysis

Indicative Targets for Different Sizes of Property by Tenure

11.34   The analysis below provides some indicative targets for different sizes of home (by tenure). The conclusions take account of a range of factors, including the modelled outputs and an understanding of the stock profile and levels of under-occupancy and overcrowding. The analysis (for rented affordable housing) also draws on the Housing Register data as well as taking a broader view of issues such as the flexibility of homes to accommodate changes to households (e.g. the lack of flexibility offered by a 1-bedroom home for a couple looking to start a family).

Social/Affordable Rented

11.35   Bringing together the above, a number of factors are recognised. This includes recognising that it is unlikely that all affordable housing needs will be met and that it is likely that households with a need for larger homes will have greater priority (as they are more likely to contain children). That

said, there is also a possible need for 1-bedroom social housing arising due to homelessness (typically homeless households are more likely to be younger single people). Whilst the modelling did suggest a slightly different profile of need in the two key areas, it is concluded that broadly the same profile would be appropriate – the following mix of social/affordable rented housing is therefore suggested:

Table 11.18 Recommended Social/ Affordable Rented Housing Mix

	New Forest LDPA		New Forest National Park	
	General Needs Rented	Housing for Older People	General Needs Rented	Housing for Older People
1-bedroom	20%	50%	20%	50%
2-bedrooms	35%	50%	35%	50%
3-bedrooms	35%		35%	
4+ bedrooms	10%		10%	

Source: Iceni Analysis

11.36   Regarding older persons housing, the above recommendations aim to promote the opportunity for older person households to downsize, with a 2-bed offering being more likely to encourage this than 1-bed homes. Also, whilst technically most older person households will only have a 'need' for a 1-bed home, a larger property remains affordable as most older person households are not impacted by the bedroom tax / spare room subsidy. While we have identified a need for 50% of affordable older person homes to be 2+ bedrooms it is likely that delivery will be focused on those with only 2-bedrooms.

11.37   It should be noted that the above recommendations are to a considerable degree based on projecting the need forward to 2043 and will vary over time. It may be at a point in time the case that Housing Register data identifies a shortage of housing of a particular size/type which could lead to the mix of housing being altered from the overall suggested requirement.

Affordable Home Ownership

11.38   In the affordable home ownership sector, a profile of housing that more closely matches the outputs of the modelling is suggested. It is considered that the provision of affordable home ownership should be more explicitly focused on delivering smaller family housing for younger households and childless couples. The conclusions also take account of the earlier observation that it may be difficult to make larger (notably 4-+bedroom) homes genuinely affordable for AHO. Based on this analysis, it is suggested that the following mix of affordable home ownership would be appropriate, again the suggestion is for the same broad mix in both areas:

Table 11.19 Recommended Affordable Home Ownership Housing Mix

	New Forest DPA	New Forest National Park
1-bedroom	20%	20%
2-bedrooms	45%	45%
3-bedrooms	30%	30%
4+ bedrooms	5%	5%

Source: Iceni Analysis

Market Housing

11.39   Finally, in the market sector, a balance of dwellings is suggested that takes account of both the demand for homes and the changing demographic profile (as well as observations about the current mix when compared with other locations and also the potential to slightly reduce levels of under-occupancy).

11.40   We have also had regard to the potential for rightsizing but also recognise that in the market sector there is limited ability to control what households purchase. In the DPA, this sees a slightly larger recommended profile compared with other tenure groups. While the market recommendations for larger homes are also the same or larger than the other tenures it is not to the same degree as the DPA as lower levels of net migration are

projected to see less growth in family households, as well as the observation that the Park currently has a high proportion of larger homes):

Table 11.20 Recommended Market Housing Mix

	New Forest DPA	New Forest National Park
1-bed	5%	5%
2-bed	40%	50%
3-bed	40%	40%
4+ bed	15%	5%

Source: Iceni Analysis

11.41   Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market (including the stock profile in different tenures as set out earlier in this section), it does not necessarily follow that such prescriptive figures should be included in the plan making process (although it will be useful to include an indication of the broad mix to be sought across the respective local planning authority areas) – demand can change over time linked to macro-economic factors and local supply. Policy aspirations could also influence the mix sought.

11.42   The suggested figures can be used as a monitoring tool to ensure that future delivery is not unbalanced when compared with the likely requirements as driven by demographic change in the area. The recommendations can also be used as a set of guidelines to consider the appropriate mix on larger development sites, and the local planning authorities could expect justification for a housing mix on such sites which significantly differs from that modelled herein. Site location and area character are also relevant considerations as to what the appropriate mix of market housing on individual development sites.

Smaller-area Housing Mix

11.43   The analysis above has focussed on overall study area-wide needs (split between the DPA and National Park) with conclusions at the strategic level. It should however be recognised that there will be variations in the need within areas due to the different role and function of a location and the specific characteristics of local households (which can also vary over time). This report does not seek to model smaller-area housing mix although the report does contain a range of data that can help inform specific local issues (including data about household composition, current housing mix and overcrowding/under-occupation). Below are some points for consideration when looking at needs in any specific location:

   a) Whilst there are differences in the stock profile in different locations this should not necessarily be seen as indicating particular surpluses or shortfalls of particular types and sizes of homes;

   b) As well as looking at the stock, an understanding of the role and function of areas is important. For example, areas traditionally favoured by family households might be expected to provide a greater proportion of larger homes;

   c) That said, some of these areas will have very few small/cheaper stocks and so consideration needs to be given to diversifying the stock; and

   d) The location/quality of sites will also have an impact on the mix of housing. For example, brownfield sites in urban locations may be more suited to flatted development (as well as recognising the point above about role and function) whereas a more suburban/rural site may be more appropriate for family housing. Other considerations (such as proximity to public transport) may impact on a reasonable mix at a local level.

11.44   Overall, it is suggested the authorities should broadly seek the same mix of housing in all locations as a starting point in policy; but would be flexible

to a different mix where specific local characteristics suggest (such as site characteristics and location). Additionally, in the affordable sector it may be the case that Housing Register data for a smaller area identifies a shortage of housing of a particular size/type which could lead to the mix of housing being altered from the overall suggested requirement.

Summary

11.45   Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population. The proportion of households with dependent children in New Forest District is below average with around 23% of all households containing dependent children in 2021 (compared with around 29% regionally and nationally). There are notable differences between different types of households, with married couples (with dependent children) seeing a high level of owner-occupation, whereas as lone parents are particularly likely to live in social or private rented accommodation.

11.46   There are a range of factors which will influence demand for different sizes of homes, including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability. The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, this takes account of both household changes and the ageing of the population as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).

11.47   In all sectors the analysis points to a particular need for smaller accommodation, with varying proportions of 3+-bedroom homes. For general need rented affordable housing there is a clear need for a range of different sizes of homes, including 45% to have at least 3-bedrooms of

which 10% should have at least 4-bedrooms. Our recommended mix is set out below:

Suggested size mix of housing by tenure – New Forest DPA				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	40%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	15%	5%	10%	

Source: Iceni Analysis

Suggested size mix of housing by tenure – New Forest National Park				
	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	5%	20%	20%	50%
2-bedrooms	50%	45%	35%	50%
3-bedrooms	40%	30%	35%	
4+-bedrooms	5%	5%	10%	

Source: Iceni Analysis

11.48   The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households. Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues. The conclusions also take account of the current mix of housing by tenure and the size requirements shown on the Housing Register.

11.49   The mix identified above could inform strategic policies although a flexible approach should be adopted. For example, in some areas affordable

housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes and therefore the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices there are potential difficulties in making (larger) AHO genuinely affordable.

11.50   Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The authorities should also monitor the mix of housing delivered.

12. Older Persons and those with a Disability

Introduction

12.1   This section studies the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability. It responds to Planning Practice Guidance on Housing for Older and Disabled People published by Government in June 2019. It includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).

Older People

12.2   The table below provides baseline population data about older persons in New Forest and compares this with other areas. The table shows the area has a notably older age structure than seen regionally or nationally with 30% of the population being aged 65 and over. The proportion of people aged 75 and over and 85 and over is also above equivalent figures for other areas.

Table 12.1 Older Persons Population, 2023

	New Forest District	South East	England
Under 65	69.7%	80.2%	81.3%
65-74	14.0%	9.7%	9.5%
75-84	11.4%	7.2%	6.7%
85+	4.9%	2.8%	2.5%
Total	100.0%	100.0%	100.0%
Total 65+	30.3%	19.8%	18.7%
Total 75+	16.3%	10.1%	9.2%

Source: ONS

12.3   The table below shows the same data for sub-areas. This is based on the 2022 mid-year population estimates (MYE) and so is slightly different to the 2023 MYE as shown above. The analysis points to some variation in the proportion of older people, this being notably higher in the Southern Coastal area and the National Park – Totton and Waterside stands out as having the lowest proportion of people aged 65+.

Table 12.2 Older Persons Population, 2022 – sub-areas

	Under 65	65-74	75-84	85+	Total	Total 65+	Total 75+
Ringwood & the West	72.9%	12.7%	9.9%	4.4%	100.0%	27.1%	14.3%
Southern Coastal	63.0%	16.4%	14.1%	6.5%	100.0%	37.0%	20.6%
Totton & Waterside	76.3%	12.0%	8.5%	3.3%	100.0%	23.7%	11.8%
DPA total	71.0%	13.6%	10.7%	4.6%	100.0%	29.0%	15.3%
NP in District	65.9%	16.4%	12.3%	5.4%	100.0%	34.1%	17.7%
District total	70.2%	14.1%	11.0%	4.8%	100.0%	29.8%	15.7%
NP without District	68.7%	16.4%	11.0%	4.0%	100.0%	31.3%	15.0%
NP total	66.2%	16.4%	12.2%	5.3%	100.0%	33.8%	17.5%
Study area	70.1%	14.2%	11.0%	4.7%	100.0%	29.9%	15.7%

Source: ONS, Population Estimates

Projected Future Change in the Population of Older People

12.4   Population projections can next be used to provide an indication of how the number of older persons might change in the future with the tables below showing that New Forest is projected to see a notable increase in the older person population. The projections are based on delivery of 520 dwellings per annum in the DPA and 40 per annum in the National Park.

12.5   Focussing on the DPA, the 2023-43 period shows a projected increase in the population aged 65+ of around 30% - the population aged under 65 is in contrast projected to see a more modest increase (of 3.2%). In total population terms, the projections show an increase in the population aged 65 and over of 12,900 people. This is against a backdrop of an overall increase of 16,200 – population growth of people aged 65 and over therefore accounts for 79% of the total projected population change.

12.6   In the National Park there is projected to also be a notable ageing of the population, as well as a reduction in the number of people aged Under 65.

Table 12.3 Projected Change in Population of Older Persons, 2023 to 2043 – New Forest DPA

	2023	2043	Change in population	% change
Under 65	102,988	106,315	3,328	3.2%
65-74	19,708	22,137	2,430	12.3%
75-84	16,223	21,996	5,773	35.6%
85+	6,862	11,531	4,669	68.0%
Total	145,781	161,980	16,200	11.1%
Total 65+	42,793	55,665	12,872	30.1%
Total 75+	23,085	33,527	10,442	45.2%

Source: Iceni Analysis

Table 12.4 Projected Change in Population of Older Persons, 2023 to 2043 – New Forest NPA

	2023	2043	Change in population	% change
Under 65	21,782	19,274	-2,508	-11.5%
65-74	5,368	5,676	308	5.7%
75-84	4,200	5,377	1,177	28.0%
85+	1,785	2,872	1,087	60.9%
Total	33,135	33,199	64	0.2%
Total 65+	11,353	13,925	2,572	22.7%
Total 75+	5,985	8,249	2,264	37.8%

Source: Iceni Analysis

Characteristics of Older Person Households

12.7   The figure below shows the tenure of older person households. The data has been split between single older person households and those with two or more older people (which will largely be couples). The data shows that the majority of older persons households are owner occupiers (87% of older person households), and indeed most are owner occupiers with no mortgage and thus may have significant equity which can be put towards the purchase of a new home. Some 7% of older persons households live in the social rented sector and the proportion of older person households living in the private rented sector is relatively low (about 6%).

12.8   There are also notable differences for different types of older person households with single older people having a lower level of owner-occupation than larger older person households – this group also has a higher proportion living in the social rented sector.

Figure 12.1 Tenure of Older Persons Households in New Forest District, 2021
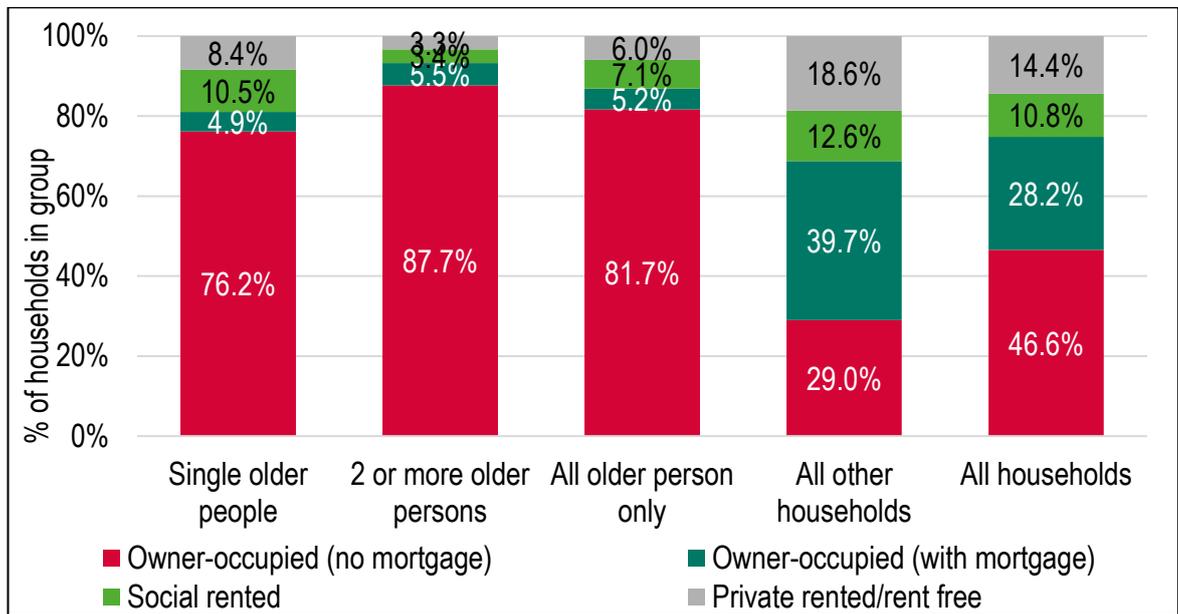
Source: 2021 Census

12.9   The table below shows the tenure of older person households by sub-area (figures are for all older person households). This shows little difference between areas with a range from 84% of older persons being owner-occupiers in Ringwood and the West sub-area, up to 90% across the National Park. Figures for the proportions living in social and private rented housing also show relatively little variation across locations.

Table 12.5 Tenure of Older Persons Households in New Forest, 2021
– sub-areas

	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented	TOTAL
Ringwood & the West	78.6%	5.1%	8.9%	7.4%	100.0%
Southern Coastal	82.5%	5.4%	6.2%	5.9%	100.0%
Totton & Waterside	80.9%	4.9%	9.3%	4.9%	100.0%
DPA total	81.2%	5.2%	7.8%	5.8%	100.0%
NP in District	84.2%	5.4%	3.9%	6.5%	100.0%
District total	81.7%	5.2%	7.1%	5.9%	100.0%
NP without District	86.6%	6.1%	0.3%	7.0%	100.0%
NP total	84.4%	5.5%	3.6%	6.6%	100.0%
Study area	81.8%	5.2%	7.0%	5.9%	100.0%

Source: 2021 Census

Disabilities

12.10   The table below shows the proportion of people who are considered as disabled under the definition within the 2010 Equality Act[22], drawn from 2021 Census data, and the proportion of households where at least one person has a disability. The data suggests that some 32% of households in the New Forest area contain someone with a disability. This figure is slightly higher than seen across the region and in line with the national average. The figures for the population with a disability show a slightly higher proportion than other locations – some 18.5% of the population having a disability.

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[22] The Census uses the same definition of disability as described in the Equality Act. This defines disability as a person with a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on their ability to do normal daily activities.

Table 12.6 Households and People with a Disability, 2021

	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
New Forest District	24,872	32.1%	32,591	18.5%
South East	1,144,084	30.0%	1,496,340	16.1%
England	7,507,886	32.0%	9,774,510	17.3%

Source: 2021 Census

12.11 The table below shows the same information for sub-areas; this shows a higher proportion of the population with a disability in the Southern Coastal sub-area with the National Park generally showing some of the lowest proportions of both population and households with a disability.

Table 12.7 Households and People with a Disability, 2021 – sub-areas

	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
Ringwood & the West	3,689	31.4%	4,743	17.5%
Southern Coastal	7,804	32.8%	10,171	20.1%
Totton & Waterside	9,596	32.9%	12,274	18.1%
DPA total	21,089	32.6%	27,188	18.7%
NP in District	3,771	29.4%	5,372	17.7%
District total	24,860	32.1%	32,560	18.5%
NP without District	285	25.9%	355	13.3%
NP total	4,056	29.1%	5,727	17.4%
Study area	25,145	32.0%	32,915	18.4%

Source: 2021 Census

12.12   As noted, it is likely that the age profile will impact upon the numbers of people with a disability, as older people tend to be more likely to have a disability. The figure below shows the age bands of people with a disability. It is clear from this analysis that those people in the oldest age bands are more likely to have a disability. The analysis also shows lower levels of disability in this age band (and those aged 50-64) when compared with the regional and national position.

Figure 12.2 Population with Disability by Age
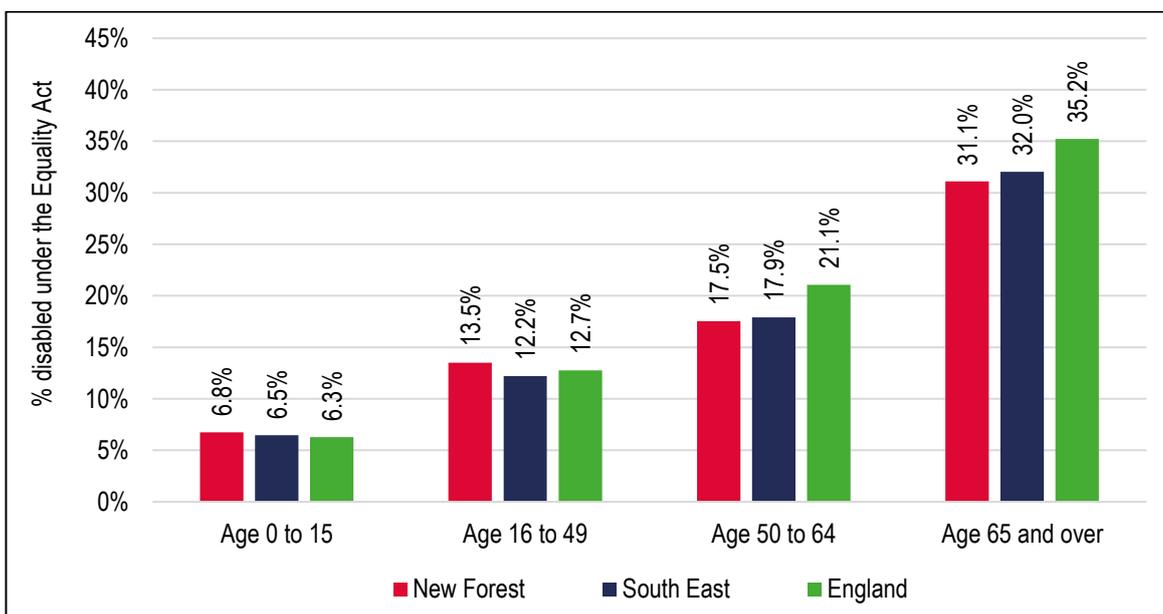
Source: 2021 Census

Health Related Population Projections

12.13   The incidence of a range of health conditions is an important component in understanding the potential need for care or support for a growing older population. The analysis undertaken covers both younger and older age groups and draws on prevalence rates from the PANSI (Projecting Adult Needs and Service Information) and POPPI (Projecting Older People Population Information) websites. Adjustments have been made to take account of the age specific health/disabilities previously shown.

12.14   Of particular note are the large increases in the number of older people with dementia (increasing by 51% from 2023 to 2043 and mobility problems (up 42% over the same period across the DPA area). Changes

for younger age groups are smaller (always negative in the National Park), reflecting the fact that projections are expecting older age groups to see the greatest proportional increases in population. When related back to the total projected change to the population, the increase of people aged 65+ with a mobility problem in the DPA represents around 19% of total projected population growth.

Table 12.8 Projected Changes to Population with a Range of Disabilities – New Forest DPA

Disability	Age Range	2023	2043	Change	% Change
Dementia	65+	2,909	4,392	1,483	51.0%
Mobility problems	65+	7,374	10,503	3,128	42.4%
Autistic Spectrum Disorders	18-64	730	760	30	4.1%
	65+	350	458	107	30.6%
Learning Disabilities	15-64	1,931	1,994	63	3.3%
	65+	782	1,010	228	29.2%
Impaired mobility	16-64	4,864	4,701	-163	-3.4%

Source: POPPI/PANSI and Demographic Projections

Table 12.9 Projected Changes to Population with a Range of Disabilities – New Forest National Park

Disability	Age Range	2023	2043	Change	% Change
Dementia	65+	759	1,088	329	43.4%
Mobility problems	65+	1,924	2,596	672	34.9%
Autistic Spectrum Disorders	18-64	163	145	-17	-10.6%
	65+	94	116	22	23.1%
Learning Disabilities	15-64	421	374	-47	-11.2%
	65+	208	253	45	21.8%
Impaired mobility	16-64	1,209	1,043	-165	-13.7%

Source: POPPI/PANSI and Demographic Projections

12.15   Invariably, there will be a combination of those with disabilities and long-term health problems that continue to live at home with family, those who chose to live independently with the possibility of incorporating adaptations into their homes and those who choose to move into supported housing.

12.16   The projected change shown in the number of people with disabilities provides clear evidence justifying delivering 'accessible and adaptable' homes as defined in Part M4(2) of Building Regulations, subject to viability and site suitability.

Need for Specialist Accommodation for Older People

12.17   Given the ageing population and higher levels of disability and health problems amongst older people, there is likely to be an increased requirement for specialist housing options moving forward. The box below shows the different types of older persons housing which are considered.

Definitions of Different Types of Older Persons' Accommodation

Age-restricted general market housing: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.

Retirement living or sheltered housing (housing with support): This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services but provides some support to enable residents to live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.

Extra care housing or housing-with-care (housing with care): This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

Residential care homes and nursing homes (care bedspaces): These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Source: Planning Practice Guidance [63-010]

12.18 The need for specialist housing for older persons is typically modelled by applying prevalence rates to current and projected population changes and considering the level of existing supply. There is no standard methodology for assessing the housing and care needs of older people. The current and future demand for elderly care is influenced by a host of factors including the balance between demand and supply in any given area and social, political, regulatory and financial issues. Additionally, the extent to which new homes are built to accessible and adaptable standards may over time have an impact on specialist demand (given that older people often want to remain at home rather than move to care) – this will need to be monitored.

12.19 There are a number of 'models' for considering older persons' needs, but they all essentially work in the same way. The model results are however particularly sensitive to the prevalence rates applied, which are typically calculated as a proportion of people aged over 75 who could be expected to live in different forms of specialist housing. Whilst the population aged 75 and over is used in the modelling, the estimates of need would include people of all ages.

12.20 Whilst there are no definitive rates, the PPG [63-004] notes that 'the future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector, for example SHOP@ for Older People Analysis Tool)'. The PPG does not specifically mention any other tools and therefore seems to be indicating that SHOP@ would be a good starting point for analysis. Since the PPG was published the Housing Learning and Information Network (Housing LIN) has removed the Shop@ online toolkit although the base rates used for analysis are known.

12.21 The SHOP@ tool was originally based on data in a 2008 report (More Choice Greater Voice) and in 2011 a further suggested set of rates was published (rates which were repeated in a 2012 publications). In 2016,

Housing LIN published a review document which noted that the 2008 rates are 'outdated' but also noting that the rates from 2011/12 were 'not substantiated'. The 2016 review document therefore set out a series of proposals for new rates to be taken forward onto the Housing LIN website.

12.22   Whilst the 2016 review rates do not appear to have ever led to an update of the website, it does appear from reviewing work by Housing LIN over the past couple of years as if it is these rates which typically inform their own analysis (subject to evidence based localised adjustments).

12.23   For clarity, the table below shows the base prevalence rates set out in the various documents described above. For the analysis in this report the age-restricted and retirement/sheltered have been merged into a single category (housing with support).

Table 12.10 Range of suggested baseline prevalence rates (units per 1,000 people aged over 75) from a number of tools and publications

Type/Rate	SHOP@ (2008)[23]	Housing in Later Life (2012)[24]	2016 Housing LIN Review[25]
Age-restricted general market housing	-	-	25
Retirement living or sheltered housing (housing with support)	125	180	100
Extra care housing or housing-with-care (housing with care)	45	65	30-40 ('proactive range')
Residential care homes	65	(no figure apart from 6 for dementia)	40
Nursing homes (care bedspaces), including dementia	45		45

Source: Housing LIN

12.24   In interpreting the different potential prevalence rates, it is clear that:

- The prevalence rates used should be considered and assessed taking account of an authority's strategy for delivering specialist housing for older people. For example, the County Council's Adult Social Care Team want to see more extra care and new alternative

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[23] Based on the More Choice Greater Voice publication of 2008 (https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf). It should be noted that although these rates are from 2008, they are the same rates as were being used in the online toolkit when it was taken offline in 2019.

[24] https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Toolkit/Housing_in_Later_Life_Toolkit.pdf

[25] https://edocs.elmbridge.gov.uk/IAM/IAMCache/3793607/3793607.pdf

models (such as care suites) to provide alternatives to the reducing demand for traditional residential care;

- The Housing LIN model has been influenced by existing levels of provision and their view on what future level of provision might be reasonable taking account of how the market is developing, funding availability etc. It is more focused towards publicly commissioned provision. There is a degree to which the model and assumptions within it may not fully capture the growing recent private sector interest and involvement in the sector, particularly in extra care; and

- The assumptions in these studies look at the situation nationally. At a more local level, the relative health of an area's population is likely to influence the need for specialist housing with better levels of health likely to mean residents are able to stay in their own homes for longer.

12.25   These issues are considered to provide appropriate modelling assumptions for assessing future needs. Nationally, there has been a clear focus on strengthening a community-led approach and reducing reliance on residential and nursing care – in particular focussing where possible on providing households with care in their own home such as through Technology Enabled Care. This could however be provision of care within general needs housing; but also care which is provided in a housing with care development such as in extra care housing.

12.26   We consider that the prevalence rates shown in the 2016 Housing LIN Review is an appropriate starting point; but that the corollary of lower care home provision should be a greater focus on delivery of housing with care. Having regard to market growth in this sector in recent years, and since the above studies were prepared, we consider that the starting point for housing with care should be the higher rate shown in the SHOP@ report (this is the figure that would align with the PPG).

12.27   Rather than simply taking the base prevalence rates, an initial adjustment has been made to reflect the relative health of the local older person population. This has been based on Census data about the proportion of the population aged 75 and over who have a long-term health problem or disability (LTHPD) compared with the England average. In New Forest, the data shows slightly better health in the 75+ population and so a modest decrease has been made to the prevalence rates.

12.28   A second local adjustment has been to estimate a tenure split for the housing with support and housing with care categories. This again draws on suggestions in the 2016 Review which suggests that less deprived local authorities could expect a higher proportion of their specialist housing to be in the market sector. Using 2019 Index of Multiple Deprivation (IMD) data shows New Forest to be the 241st most deprived local authority in England (out of 317). This is a relatively low level of deprivation and suggests a slightly greater proportion of market housing than a local authority in the middle of the range (for housing with support and housing with care).

12.29   The following prevalence rates, expressed as a need per 1,000 people aged 75 and over have been used in the analysis:

- Housing with support (market) – 63 units;

- Housing with support (affordable) – 52 units;

- Housing with care (market) – 28 units;

- Housing with care (affordable) – 13 units;

- Residential care– 37 bedspaces; and

- Nursing care– 41 bedspaces

12.30   It is also important to understand the supply of different types of specialist accommodation with the tables below showing various categories by sub-area. The first table is for housing with support and housing with care which

are more likely to be self-contained dwellings with the second table looking at residential and nursing care bedspaces. The total figures have also been standardised on the basis of the number of units per 1,000 people aged 75 and over.

12.31   The analysis shows a total of just over 2,500 units of housing with support or care, which represents around 87 per 1,000 people aged 75 and over. There is some variation by sub-area with the Southern Coastal area seeing the highest number (1,088 units) but the highest proportion per population aged 75+ in Ringwood & the West.

Table 12.11 Current supply of housing with support and housing with care by sub-area

	Housing with support		Housing with care		Total	Popn aged 75+ (2022)	Supp-ly per 1,000 aged 75+
	Mark-et	Affor-d-able	Mark-et	Affor-d-able			
Ringwood & the West	332	58	0	61	451	4,030	112
Southern Coastal	738	182	42	126	1,088	10,782	101
Totton & Waterside	350	337	0	33	720	8,273	87
DPA total	1,420	577	42	220	2,259	23,085	98
NP in District	236	21	0	0	257	5,567	46
District total	1,656	598	42	220	2,516	28,652	88
NP without District	0	0	0	0	0	418	0
NP total	236	21	0	0	257	5,985	43
Study area	1,656	598	42	220	2,516	29,070	87

Source: Elderly Accommodation Council

12.32   For nursing and residential care, a slightly lower level of supply is shown, with a total of 2,200 bedspaces, the highest number being in the Southern

Coastal area although the proportion per 1,000 people aged 75+ is highest within the National Park.

Table 12.12 Current supply of residential and nursing care bedspaces by sub-area

	Resident-ial care	Nursing care	Total	Popn aged 75+ (2022)	Supply per 1,000 aged 75+
Ringwood & the West	75	160	235	4,030	58
Southern Coastal	510	407	917	10,782	85
Totton & Waterside	98	183	281	8,273	34
DPA total	683	750	1,433	23,085	62
NP in District	240	506	746	5,567	134
District total	923	1,256	2,179	28,652	76
NP without District	0	0	0	418	0
NP total	240	506	746	5,985	125
Study area	923	1,256	2,179	29,070	75

Source: EAC

12.33   Taking the supply forward and using the prevalence rates suggested the tables below shows estimated needs for different types of housing linked to the population projections. The analysis is separated into the various different types and tenures although it should be recognised that there could be some overlap between categories (i.e. some households might be suited to more than one type of accommodation).

12.34   In the DPA, the analysis suggests that there will be a need for housing with support (retirement/sheltered housing), particularly in the affordable sector. The analysis also points to a need for housing with care (e.g. extra-care), in this case particularly in the market sector. The analysis also suggests a need for some additional nursing and residential care bedspaces.

12.35   For the National Park there is again a need for housing with support (particularly affordable) and housing with care (mainly market). The analysis identifies a sufficient current supply of residential and nursing care bedspaces but a possible shortfall of residential care in the longer-term.

Table 12.13 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2023-43 – New Forest DPA

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall / surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	63	1,420	1,444	24	653	678
	Affordable	52	577	1,191	614	539	1,152
Total (housing with support)		114	1,997	2,635	638	1,192	1,830
Housing with care	Market	28	42	657	615	297	912
	Affordable	13	220	292	72	132	203
Total (housing with care)		41	262	949	687	429	1,116
Residential care bedspaces		37	683	843	160	381	542
Nursing care bedspaces		41	750	949	199	429	628
Total bedspaces		78	1,433	1,792	359	811	1,169

Source: Derived from Demographic Projections and Housing LIN/EAC

Table 12.14 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2023-43 – New Forest National Park

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall / surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	63	236	374	138	142	280
	Affordable	52	21	309	288	117	404
Total (housing with support)		114	257	683	426	258	685
Housing with care	Market	28	0	170	170	64	235
	Affordable	13	0	76	76	29	104
Total (housing with care)		41	0	246	246	93	339
Residential care bedspaces		37	240	219	-21	83	61
Nursing care bedspaces		41	506	246	-260	93	-167
Total bedspaces		78	746	465	-281	176	-106

Source: Derived from Demographic Projections and Housing LIN/EAC

12.36   The provision of a choice of attractive housing options to older households is a component of achieving good housing mix. The availability of such housing options for the growing older population may enable some older households to downsize from homes which no longer meet their housing needs or are expensive to run. The availability of housing options which are accessible to older people will also provide the opportunity for older households to 'downsize' which can help improve their quality of life.

12.37   It should also be noted that within any category of need there may be a range of products. For example, many recent market extra-care schemes have tended to be focused towards the 'top-end' of the market and may have significant service charges (due to the level and quality of facilities and services). Such homes may therefore only be affordable to a small proportion of the potential market, and it will be important for the authorities to seek a range of products that will be accessible to a wider number of households if needs are to be met.

Wheelchair User Housing

12.38   The analysis below draws on secondary data sources to estimate the number of current and future wheelchair users and to estimate the number of wheelchair accessible/adaptable dwellings that might be required in the future. Estimates of need produced in this report draw on data from the English Housing Survey (EHS) – mainly 2020/21 data. The EHS data used includes the age structure of wheelchair users, information about work needed to homes to make them 'visitable' for wheelchair users and data about wheelchair users by tenure.

12.39   The table below shows at a national level the proportion of wheelchair user households by the age of household reference person. Nationally, around 3.1% of households contain a wheelchair user – with around 1% using a wheelchair indoors. There is a clear correlation between the age of household reference person and the likelihood of there being a wheelchair user in the household.

Table 12.15 Proportion of wheelchair user households by age of household reference person – England

Age of household reference person	No household members use a wheel-chair	Uses wheel-chair all the time	Uses wheel-chair indoors only	Uses wheel-chair outdoors only	TOTAL
24 and under	99.4%	0.4%	0.0%	0.1%	100.0%
25-34	99.4%	0.1%	0.1%	0.3%	100.0%
35-49	97.9%	0.4%	0.3%	1.4%	100.0%
50-64	97.1%	0.5%	0.2%	2.2%	100.0%
65 and over	94.3%	1.3%	0.5%	4.0%	100.0%
All households	96.9%	0.6%	0.3%	2.2%	100.0%

Source: English Housing Survey (2020/21)

12.40   The prevalence rate data can be brought together with information about
the household age structure and how this is likely to change moving
forward – adjustments have also been made to take account of the relative
health (by age) of the population. In the DPA, the data estimates a total of
1,800 wheelchair user households in 2023, and that this will rise to 2,200
by 2043.

Table 12.16 Estimated number of wheelchair user households (2023-
43) – New Forest DPA

	Preval-ence rate (% of house-holds)	House-holds 2023	House-holds 2043	Wheel-chair user house-holds (2023)	Wheel-chair user house-holds (2043)
24 and under	0.6%	682	719	4	4
25-34	0.5%	5,585	6,673	27	33
35-49	1.7%	12,674	14,203	211	236
50-64	1.8%	18,886	17,317	348	319
65 and over	4.3%	27,336	36,348	1,188	1,579
All households	-	65,163	75,260	1,778	2,172

Source: Derived from a range of sources

Table 12.17 Estimated number of wheelchair user households (2023-43) – New Forest National Park

	Preval-ence rate (% of house-holds)	House-holds 2023	House-holds 2043	Wheel-chair user house-holds (2023)	Wheel-chair user house-holds (2043)
24 and under	0.6%	70	63	0	0
25-34	0.5%	589	577	3	3
35-49	1.7%	2,298	2,174	38	36
50-64	1.8%	4,746	4,000	87	74
65 and over	4.3%	6,724	8,389	292	365
All households	-	14,427	15,203	421	478

Source: Derived from a range of sources

12.41   The finding of an estimated current number of wheelchair user households does not indicate how many homes might be needed for this group – some households will be living in a home that is suitable for wheelchair use, whilst others may need improvements to accommodation, or a move to an alternative home. Data from the EHS shows that of the 814,000 wheelchair user households, some 200,000 live in a home that would either be problematic or not feasible to make fully 'visitable' – this is around 25% of wheelchair user households.

12.42   Applying this to the current number of wheelchair user households across the whole study area gives a current need for 550 additional wheelchair user homes. If the projected need is also discounted to 25% of the total (on the basis that many additional wheelchair user households will already be in accommodation) then a further need for 113 homes in the 2023-43 period can be identified. Added together, this leads to a need estimate of 662 wheelchair user homes, equating to 33 dwellings per annum.

Table 12.18 Estimated need for wheelchair user homes, 2023-43 –
New Forest

	Current need	Projected need (2023-43)	Total current and future need
DPA	445	98	543
National Park	105	14	119
Study area	550	113	662

Source: Iceni Analysis

12.43   Furthermore, information in the EHS (for 2020/21) also provides national
data about wheelchair users by tenure. This showed that, at that time,
around 6.7% of social tenants were wheelchair user (including 1.8% using
a wheelchair indoors/all the time), compared with 2.6% of owner-occupiers
(0.8% indoors/all the time). These proportions can be expected to increase
with an ageing population but do highlight the likely need for a greater
proportion of social (affordable) homes to be for wheelchair users.

Table 12.19 Proportion of wheelchair user households by tenure of
household reference person – England

Tenure	No household members use a wheel-chair	Uses wheel-chair all the time	Uses wheel-chair indoors only	Uses wheel-chair outdoors only	TOTAL
Owners	97.4%	0.6%	0.2%	1.8%	100.0%
Social sector	93.3%	1.3%	0.5%	4.9%	100.0%
Private renters	98.6%	0.2%	0.2%	1.0%	100.0%
All households	96.9%	0.6%	0.3%	2.2%	100.0%

Source: English Housing Survey (2020/21)

12.44   To meet the identified need, the authorities could seek a proportion
(potentially up to 5%) of all new market homes to be M4(3) compliant and
potentially a higher figure in the affordable sector (potentially up to 10%).
These figures reflect that not all sites would be able to deliver homes of

this type. In the market sector these homes would be M4(3)A (adaptable) and M4(3)B (accessible) for affordable housing.

12.45   As with M4(2) homes it may not be possible for some schemes to be built to these higher standards due to built-form, topography, flooding etc. Furthermore, provision of this type of property may in some cases challenge the viability of delivery given the reasonably high build out costs.

12.46   It is worth noting that the Government has now reported on a consultation (Raising Accessibility Standards for New Homes[26]) on changes to the way the needs of people with disabilities and wheelchair users are planned for as a result of concerns that in the drive to achieve housing numbers, the delivery of housing that suits the needs of the households (in particular those with disabilities) is being compromised on viability grounds.

12.47   The key outcome is: 'Government is committed to raising accessibility standards for new homes. We have listened carefully to the feedback on the options set out in the consultation and the government response sets out our plans to mandate the current M4(2) requirement in Building Regulations as a minimum standard for all new homes'. This change is due to shortly be implemented though a change to building regulations.

12.48   The consultation outcome still requires a need for M4(3) dwellings to be evidenced, stating 'M4(3) (Category 3: Wheelchair user dwellings) would continue as now where there is a local planning policy in place in which a need has been identified and evidenced. Local authorities will need to continue to tailor the supply of wheelchair user dwellings to local demand'.

12.49   As well as evidence of need, the viability challenge is particularly relevant for M4(3)(B) standards. These make properties accessible from the

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[26] https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes

moment they are built and involve high additional costs that could in some cases challenge the feasibility of delivering all or any of a policy target.

12.50   It should be noted that local authorities only have the right to request M4(3)(B) accessible compliance from homes for which they have nomination rights. They can, however, request M4(3)(A) adaptable compliance from the wider (market) housing stock.

12.51   A further option for the authorities would be to consider seeking a higher contribution, where it is viable to do so, from those homes to which they have nomination rights. This would address any under delivery from other schemes (including schemes due to their size e.g. less than 10 units or 1,000 square metres) but also recognise the fact that there is a higher prevalence for wheelchair use within social rent tenures. This should be considered when setting policy.

Consultation – Hampshire County Council

12.52   The overarching aim of Hampshire County Council's strategy for older persons and adult care is to ensure that adults can live independently for as long as possible.

12.53   While the County Council wish for older people to be able to stay living independently in their own home for as long as possible, they also recognise that changing care needs means that this is not practical for everyone and that in some cases housing with an element of care or support is needed.

12.54   The County Council's strategy for older persons housing is focused on increased provision of Extra Care bedspaces.

12.55   This strategy recognises that as people get older their needs change and Extra Care housing allows for a wide range of care needs to be addressed at the persons home.

12.56   Currently there are 21 Extra Care housing schemes in Hampshire containing over 900 flats. Within New Forest District there are 4 Extra Care Schemes where care is commissioned by the County Council[27], these provide 159 units, the Places for People scheme at New Milton is the newest addition to this and is considered to be very good overall.

12.57   There are around 500 new Extra Care units in the pipeline across Hampshire, however, none of these are in New Forest. The County Council would expect new extra care schemes to come forwards particularly as the older population grows.

12.58   The County Council's aim is for Extra Care units to be able to accommodate people with increasingly complex care needs, reducing the need for residents to move into residential or nursing care later in life.

12.59   Despite the County Council's strategy focusing on new Extra Care, it still recognises that residential and nursing care bedspaces will be required.

12.60   The County Council acknowledges that Hampshire's 65+ population is growing and therefore intends to commission further nursing/residential care bedspaces in the New Forest at a similar level per head as they are today.

12.61   Dementia and specialist care space is seen as a particular need as the level of this is expected to grow by 45% by 2040.

12.62   Key concerns in the sector include that of the workforce, the Covid pandemic particularly impacted this with many care workers burning out. Even now there is a very high staff turnover rate in the sector of around 30%.

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[27] Barfields Court, Lymington; Gore Grange, New Milton; Winfrid House, Totton and Woolridge View, New Milton

12.63   This leads to a significant workforce shortfall, particularly as the need for care workers increases. This has ultimately led to increased staffing costs and therefore, increased costs of care services overall.

Summary – Older and Disabled People

12.64   The data shows that New Forest has an older age structure than seen regionally or nationally, but lower levels of disability compared with the national average.

12.65   The older person population shows high proportions of owner-occupation, and particularly outright owners who may have significant equity in their homes (82% of all older person households are outright owners).

12.66   The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase substantially. Key findings for the 2023-43 period include:

- a 30% increase in the population aged 65+ in the DPA (potentially accounting for 79% of total population growth) and a 23% increase in the National Park (which is in excess of total population growth – i.e. a decline in the number of people aged under 65);

- a 51% increase in the number of people aged 65+ with dementia and a 42% increase in those aged 65+ with mobility problems in the DPA (43% and 35% respectively for the National Park);

- a need for around 1,800 additional housing units with support (sheltered/retirement housing) in the DPA and 700 in the National Park – mainly in the affordable sector;

- a need for around 1,100 additional housing units with care (e.g. extra-care) in the DPA and 300 in the National Park – the majority in the market sector;

- a need for additional nursing and residential care bedspaces (around 1,200 in the period) in the DPA (no clear need in the National Park); and

- a need for around 660 dwellings to be for wheelchair users (meeting technical standard M4(3)) – 540 in the DPA and 120 in the National Park.

12.67   This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings, as well as providing specific provision of older persons housing. Given the evidence, the local planning authorities could consider (as a starting point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

12.68   Where the authority has nomination rights the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation) and in the market sector, they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user). It should however be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.

12.69   In framing policies for the provision of specialist older persons accommodation, the local planning authorities will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this the viability of provision). There may also be some practical issues to consider, such as the ability of any individual development being mixed tenure, given the way care and support services are paid for).

13.   Other Groups

Service Personnel

13.1   New Forest is home to one military establishment at Marchwood Port. The port is operated by Associated British Ports (ABP) on behalf of the Ministry of Defence (MoD) and has dual military and civilian uses.

13.2   The port is currently undergoing a programme of redevelopment to improve facilities and increase overall capacity for both military and civilian uses.

13.3   There is one British Army Regiment based at the Port, the 17th Port and Maritime Regiment of the Royal Logistic Corps, as well as five Royal Fleet Auxiliary (RFA) Ships[28].

13.4   In October 2024, ABP and the Army reached a deal that in addition to £100m investment in Marchwood's infrastructure it will also allow the Army and MoD to access other ports operated by ABP across the country.

13.5   This will allow sea shipments to dock in locations closer to their final destination and reduce the need for land transportation to and from Marchwood.

13.6   In April 2024 there was a total of 620 MoD personnel based in New Forest District, 580 of these are regular forces with a further 40 in civilian roles.

13.7   This represents is a decline from 820 in April 2012 of which 670 were regular forces (90-person decline) and 140 civilian (100-person decline).

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[28] Two of these ships are currently in reserve (RFA Tiderace) or "reduced readiness" (RFA Fort Victoria) at Cammell Laird Shipyard, Birkenhead

This decline is likely a result of the partial change of use of the port to civilian uses and as such reduced military capacity.

13.8   Overall, the presence of regular forces in New Forest is not considered to be significant and is unlikely to have any implications on local affordability.

Policy Implications

13.9   Annex 2 of the NPPF identifies Military Personnel as Essential Key Workers. As such, accommodation specifically comes under the definition of affordable housing.

13.10   Depending on their incomes this group will already be accounted for within the affordable housing need and will largely not be additional to it.

13.11   The Planning Practice Guidance for First Homes also allows local authorities to set out their own criteria for accessing such housing. One such criterion could be a key worker requirement which would include service personnel should the council seek to deliver first homes.

13.12   The PPG also stipulates that "local connection criteria should be disapplied for all active members of the Armed Forces, divorced/separated spouses or civil partners of current members of the Armed Forces, spouses or civil partners of a deceased member of the armed forces (if their death was wholly or partly caused by their service) and veterans within 5 years of leaving the armed forces".

13.13   The most acute and pressing issue is likely to be finding accommodation for those transitioning out of the forces as well as existing personnel that are seeking to buy in the New Forest.

13.14   Low-Cost Home Ownership could play a part in meeting this demand as it would provide a discounted route to home ownership. Although as noted previously this could be at the expense of others in more acute need.

13.15   In addition, the Allocation of Housing (Qualification Criteria for Armed Forces) (England) Regulations ensure that service personnel (including

bereaved spouses or civil partners) are allowed to establish a 'local connection' with the area in which they are serving or have served.

13.16 This means that ex-service personnel would not suffer a disadvantage from any 'residence' criteria chosen by the Local Authority in their allocations policy.

Students

13.17 There are no higher education providers/facilities in the National Park or New Forest District and the 2021 Census reported only 86 persons living in all student households in the New Forest District.

13.18 There is therefore no justification for a specific policy relating to student housing in the District or NPA.

Custom and Self-Build

13.19 As of 1st April 2016, and in line with the Self-build and Custom Housebuilding Act 2015 and the Right to Build, relevant authorities in England are required to have established and publicised a self-build and custom housebuilding register which records those seeking to acquire serviced plots of land in the authority's area to build their own self-build and custom houses.

13.20 Furthermore, in line with the continued Government drive to support the self and custom-build sector, the latest National Planning Policy Framework (paragraphs 71 and 73(b), December 2024) duly recognises that it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed

13.21 As part of this, the Framework (paragraph 63) states that:

"the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies including…<u>people wishing to commission or build their own homes</u>" (our emphasis)

13.22   The Self-Build and Custom Housebuilding Planning Practice Guidance is a material consideration and draws on legislation set out under the 2015 Act and the 2016 Act but provides wider guidance on assessing demand and supporting self-build development.

13.23   In line with the legal duty placed on local authorities by the 2016 Act, the PPG reminds us that relevant authorities must give suitable development permission to enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The level of demand is established by reference to the number of entries added to an authority's register during a 'base period'.

13.24   The first base period begins on the day on which the register is established and ends on 30th October 2016. Each subsequent base period is a period of 12 months beginning immediately after the end of the previous base period. Subsequent base periods will therefore run from 31st October to 30th October each year.

13.25   At the end of each base period, relevant authorities have 3 years in which to meet their legal duty and grant permission for an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period.

13.26   The PPG states that local planning authorities should use the demand data from the registers in their area, but this should also be supported as necessary by additional data from secondary sources, to understand and consider future need for this type of housing in their area when preparing housing needs assessments.

13.27   Concerning what a 'duty to grant planning permission etc' means, the PPG states that:

> *"Relevant authorities must give suitable development permission for enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The level of demand is established by reference to the number of entries added to an authority's register during a base period."*

13.28   In respect of what having a 'duty as regards registers' means, the PPG states that:

> *"Section 2(1) of the Self-build and Custom Housebuilding Act 2015 places a duty on relevant bodies to have regard to each self-build and custom housebuilding register, <u>including Part 2 of the register (where a register is in two parts),</u> that relates to their area when carrying out their planning, housing, land disposal and regeneration functions."* (our emphasis)

13.29   The PPG[29] It is clear that self-build or custom build helps to diversify the housing market and increase consumer choice. Self-build and custom housebuilders choose the design and layout of their homes and can be innovative in both their design and construction.

Levelling Up and Regeneration Act (2023)

13.30   The Levelling Up and Regeneration Act (2023) made some amendments to the 2015 Self and Custom Housebuilding Act, which advised how the supply and demand of self and custom build housing plots can be assessed.

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[29] Paragraph: 16a Reference ID: 57-016a-20210208

13.31   When assessing demand, the LURA inserted in section 6 of the 2015 Act the following:

"(a) the demand for self-build and custom housebuilding in an authority's area in respect of a base period is the <u>aggregate of</u>—

> *(i) the demand for self-build and custom housebuilding arising in the authority's area in the base period; and*

> *(ii) any demand for self-build and custom housebuilding that arose in the authority's area in an earlier base period and in relation to which—*

(A) the time allowed for complying with the duty in subsection (2) expired during the base period in question, and

(B) The duty in subsection (2) has not been met;

> *(aa) the demand for self-build and custom housebuilding arising in an authority's area in a base period is evidenced by the number of entries added during that period to the register under section 1 kept by the authority."*

13.32   As a result, although each authority still has 3 years to meet the need that arises from the register, this **need must now be counted cumulatively.** For example, the need as of the 30th of October 2024 will be the cumulative demand shown in all base periods prior to the 30th of October 2021.

13.33   When considering the supply of plots LURA <u>removes</u> section 6(c) of the 2015 Act which read:

> *"development permission is 'suitable' if it is permission in respect of development that <u>could</u> include self-build and custom housebuilding"*

13.34   This change means that the authorities will therefore need to demonstrate that serviced plots <u>have</u> resulted in self and custom-build

development rather than what <u>could</u> be self and custom-build plots, for example, on the assumption of a CIL or BNG exemption.

13.35   Essentially, this means that in order for planning permissions to be counted towards the supply of self and custom build homes, there needs to be <u>evidence</u> to show that this is what the development is for. The exact detail of what can be considered appropriate evidence of a dwelling or planning application being specifically for self and custom build is still to be confirmed, but appeal case law gives some indication of what this may be. Evidence that would confirm that a development is specifically for self and custom build may include:

- Planning Condition attached to approval requiring the development to be carried out for self-build; or

- Confirmation through S106 agreement for self-build; or

- Requirement for the self-build nature of the scheme to be included within the description of the development.

13.36   On historic permissions, further evidence will likely be required to demonstrate that the development is self and custom build, often this will be in the Design and Access Statement.

13.37   Although the regulations of the evidence for what does and doesn't constitute an appropriate permission for self-build are not yet known, it can be expected that regulations will reflect the 2015 Act and existing PPG and demonstrate that the applicant/occupant has had "primary input" into the design of the scheme.

13.38   It is also likely that applications to replace existing dwellings with new self-build properties will constitute a fair proportion of the self-build supply even though they do not result in a net gain of housing.

13.39   Going forward, the Authorities will need to continue to monitor applications for self-build dwellings in the New Forest. Ensuring that all supply permissions are evidenced to be self-build will also be important to ensure that an assessment on whether the duty is properly met can be made.

13.40   It may also be prudent for the Council and NPA to retrospectively assess supply permissions to properly ascertain which ones are specifically for the carrying out of self and custom-build development.

New Forest District

13.41   The following section considers the New Forest District Council's self and custom-built housing register.

13.42   A local connection test for the self-build and custom-build register was introduced in October 2019 (at the end of Base Period 4). Those on the original register were informed in writing of the introduction of the local connection test and the splitting of the register into Part 1 and Part 2. All prior registrants were requested to re-subscribe to the register if they wished to remain on it.

13.43   Those who meet one or more of the local connection test criteria are entered into Part 1 of the register. Those who do not meet the local connection test are entered into Part 2 of the register. Doing this means that the Council is only required to meet the need on Part 1 of the register, although Part 2 must be also considered in planning, disposal and regeneration functions.

13.44   Table 13.1 below shows the number of people on the current register (effective as of the start of Base Period 5[30]) and is split into Part 1 and Part 2.

13.45   For information, the entries from the four base periods prior to the introduction of the local connection test are provided in the table below. As at this point the register sat in only one part, all registrants are considered to lie on Part 1 of the register.

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[30] The data provided by the Council is incomplete for Base Period 9.

Table 13.1 Self and Custom Build Register, New Forest District
Council

Base Period	Entries to – Part 1	Entries to – Part 2
Base Period 1 (1 April 2016 to 30 Oct 2016)	43	N/A
Base Period 2 (31 Oct 2016 to 30 Oct 2017)	77	N/A
Base Period 3 (31 Oct 2017 to 30 Oct 2018)	64 (plus 1 association)	N/A
Base Period 4 (31 Oct 2018 to 30 Oct 2019)	42 (plus 1 association)	N/A
Base Period 5 (31 Oct 2019 to 30 Oct 2020)	87	30
Base Period 6 (31 Oct 2020 to 30 Oct 2021)	75	27
Base Period 7 (31 Oct 2021 to 30 Oct 2022)	35	11
Base Period 8 (31 Oct 2022 to 30 Oct 2023)	24	9
Base Period 9 (31 Oct 2023 to 30 Oct 2024)	18	6
TOTAL (Base period 5-9)	**239**	**83**
Average (Base period 5-9)	**49**	**17**

Source: New Forest District Council

13.46   As previously mentioned, the LURA made changes to the 2015 Self and
Custom Build Housing Act, which requires demand to be assessed
cumulatively across all base periods. Therefore, Base Periods 1-4 to also
be taken into consideration when assessing need.

13.47   However, as the Council requested that all previous register entrants
rejoin post the introduction of the Local Connection Test, it is assumed
that a number of the entries in Base Period 5 will be previous entrants to
the register. It is unclear on the total number of entries that this relates to,
but there will undoubtedly be an element of double-counting.

13.48   In Base Periods 1-4, the total number of registrants was 228 (including 2
associations). To address this, a total of 180 suitable planning

permissions were granted, leaving the District Plan Area with an unmet need figure of 48[31].

13.49   Looking at the data from Base Periods 5-9, it can be seen that in both Base Periods 5 and 6, a higher number of registrants are entered into Parts 1 and 2 than in the subsequent Base Periods.

13.50   It would therefore not be unreasonable to assume that most of those who registered in Base Periods 1-4 and did not have their need met in this time, re-registered post the introduction of the Local Connection Test.

13.51   As a result of this and to avoid the double counting of registrants, the assessment of need will only consider information on demand and supply from Base Periods 5 onwards.

13.52   As previously noted, the Council has 3 years from a person's entry onto Part 1 of the register to permit enough suitable planning applications to satisfy the need shown. Therefore, the need as of the 30th of October 2024 is 162; this will rise to 197 on the 30th of October 2025 and so on.

13.53   The table below seeks to align the demand and supply position over three-year periods, where supply is expected to respond to demand. This shows that in all periods demand has exceeded supply.

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[31] It should be noted that neither the 2015 Act or LURA require supply permissions to be specifically for those that are on the Self Build register. The need therefore is an indicative figure.

Table 13.2 Self and Custom Build Register Entries and Permissions, New Forest District Council

Date	Register Entries (Parts 1 and 2) (Households and Associations) (3-year total)	Suitable permissions granted (dwellings) (3-year total)
31 Oct 2016 - 30 Oct 2019	185	49
31 Oct 2017 -30 Oct 2020	225	41
31 Oct 2018 -30 Oct 2021	262	45
31 Oct 2019 -30 Oct 2022	265	45
31 Oct 2020 - 30 Oct 2023	181	52
31 Oct 2021 -30 Oct 2024	103	53

Source: New Forest District Council

13.54   The Council will therefore need to continue to permit self and custom-built dwellings to meet future demand and the backlog need.

13.55   In taking this assessment forward, the council will need to address the scale of any future registrations. An indication of this can be garnered by past trends, and these suggest a need for 49 suitable plots per base period.

Supply Monitoring

13.56   Currently, NFDC monitors self-build and custom housebuilding permissions through CIL exemptions. More specifically, through the submission of a CIL Self-Build Exemption Form 7 Part 1, which demonstrates that the dwelling(s) will be a self-build and/or custom-built home.

13.57   NFDC counts CIL self-build exemptions as contributing towards the number of self-build homes required once a Commencement Notice stating the planned date of commencement of the development has been received.

13.58   Going forward, Iceni recommends that the Council consider also monitoring receipts of CIL Self-Build Exemption Form 7 Part 2, as well as

counting permissions given through the development management process.

13.59 This is due to changes made to how supply is counted as part of the Levelling Up and Regeneration Act (2023), which, as discussed now, requires more robust evidence on self-build supply.

<u>Preferred Sizes and Locations</u>

13.60 NFDC also collects information on demand for self/custom build dwellings across the area (This considers both Part 1 and Part 2 of the register), and this is analysed below.

13.61 Almost a third of those registered selected all three sub-areas. The Lymington, Milford, Hordle, and New Milton areas in the Southern Coastal sub-area are the most popular, with 12%.

13.62 Ringwood, Fordingbridge, and Avon Valley areas in the Ringwood and the West sub-area are also quite popular, with 9 individuals selecting this as their preferred location for self and custom-built dwellings.

13.63 The Totton, Marchwood, Hythe and Fawley areas, in the Totton and the Waterfront sub-area, are the least popular, selected by only 6% of individuals.

13.64 There is also a clear preference for larger dwelling sizes, with 37% of individuals registered in the District Plan Area indicating that they would prefer a floorspace of over 120 square metres. A further 26% stated that they would prefer dwellings of sizes 80 – 120 square metres, and a much smaller 7% of individuals indicated they would prefer dwellings of sizes up to 80 square metres.

National Park Area

13.65 The following data sets out the number of people (all individuals, no groups) added to the National Park's self-build register during each base period, and the suitable permissions granted by the Authority for each

base period. As the National Park Authority does not currently operate a local connection test to entry, the register is held in one part.

13.66   The Park Authority's supply permissions monitoring data differs from the base period dates; as such, Iceni have allocated each to the base periods which best fit.

Table 13.3 Self and Custom Build Register, New Forest National Park Authority

Base Period	Date to grant suitable permissions	Entries to register	Suitable permissions granted (Timescale granted)
Base Period 1 (1 April 2016 to 30 Oct 2016)	30 Oct 2019	29	29 (31 Oct 2016 to 15 August 2017)
Base Period 2 (31 Oct 2016 to 30 Oct 2017)	30 Oct 2020	50	
Base Period 3 (31 Oct 2017 to 30 Oct 2018)	30 Oct 2021	45	50 (16 August 2017 to 30 Oct 2018)
Base Period 4 (31 Oct 2018 to 30 Oct 2019)	30 Oct 2022	52	45 (31 Oct 2018 to 2 July 2020)
Base Period 5 (31 Oct 2019 to 30 Oct 2020)	30 Oct 2023	50	
Base Period 6 (31 Oct 2020 to 30 Oct 2021)	30 Oct 2024	106	58 (3 July 2020 to 16 April 2021)
Base Period 7 (31 Oct 2021 to 30 Oct 2022)	30 Oct 2025	44	51 (17 April 2021 to 6 April 2023)
Base Period 8 (31 Oct 2022 to 30 Oct 2023)	30 Oct 2026	31	
Base Period 9 (31 Oct 2023 to 30 Oct 2024)	30 Oct 2027	24	28 (7 April 2023 to 31 March 2024)
TOTAL		**431**	**261**
Average		**48**	**29 (across 9 Base Periods)**

Source: New Forest National Park Authority

13.67   The Authority have 3 years from an entry onto the register to permit enough suitable planning applications to satisfy the need shown. Therefore, the need as of the 30th of October 2024 is 332, this will rise to 376 on the 30th of October 2025 and so on.

13.68   In response there has been a total of 261 planning permissions granted in this time, **Therefore the need is not currently being met with an unmet need figure of 71 which will need to be addressed in future.**

13.69   In terms of the 'policy on' considerations, the delivery of housing in the New Forest National Park must also consider national and local planning policy, as well as primary legislation, which affords the National Park the highest level of protection in relation to landscape and scenic beauty.

13.70   In taking this assessment forward, the NPA will need to address the scale of any future registrations. An indication of this can be garnered by past trends and these suggest a need for 48 suitable plots per base period.

Preferred Locations

13.71   The Authority also collects information on the preferred locations of registrants. There is an about equal demand for living within or adjacent to defined villages (20% of registered individuals) and elsewhere in the National Park (19% of registered individuals). This is reflected by the fact that 60% of registered individuals have indicated that they would prefer either location for self and custom build dwellings.

13.72   The number of individuals on the register in the New Forest National Park exceeds that of the District Plan Area. This will partly be because it is a larger area by size, but this is also reflective of its attractiveness as understood through calls with agents.

13.73   It is likely that there are duplicates of the same individuals are on each of the registers therefore creating a degree of double counting.

Broader demand evidence

13.74   To supplement the data from the authorities' registers, we have looked to secondary sources as recommended by the PPG, which for this report is data from NaCSBA - the national association for the custom and self-build housing sector.

13.75   First, it is worth highlighting that the October 2020 survey undertaken by YouGov on behalf of NaCSBA found that 1 in 3 people (32%) are interested in building their own home at some point in the future, including 12% who said they were very interested.

13.76   Notably, almost half (48%) of those aged between 18 and 24 were interested in building their own home, compared to just 18% of those aged 55 and over.

13.77   This is notable as, traditionally, self-build has been seen as the reserve of older members of society aged 55 and over, with equity in their property.

13.78   Secondly, we can draw on NaCSBA data to better understand the level of demand for serviced plots in New Forest in relative terms. The association published an analysis with supporting maps and commentary titled "Mapping the Right to Build" in 2020.

13.79   This document includes an output on the demand for serviced plots as a proportion of the total population relative to all other local authorities across England (see Figures below).

Figure 13.1 Total registrations per 100,000 population in the New Forest District Plan Area in 2020
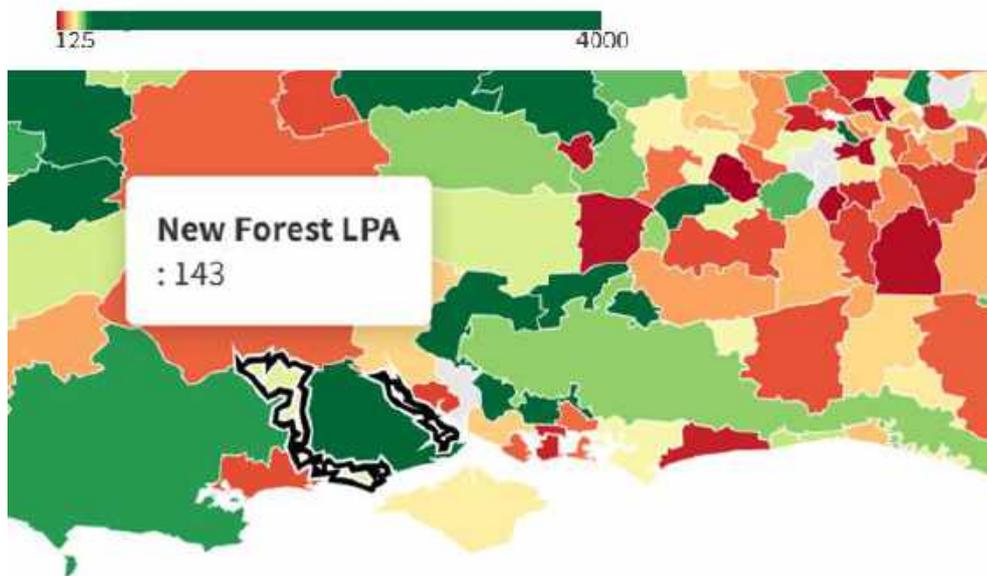
Source: NaCSBA

Figure 13.2 Total registrations per 100,000 population in the New Forest National Park Area in 2020
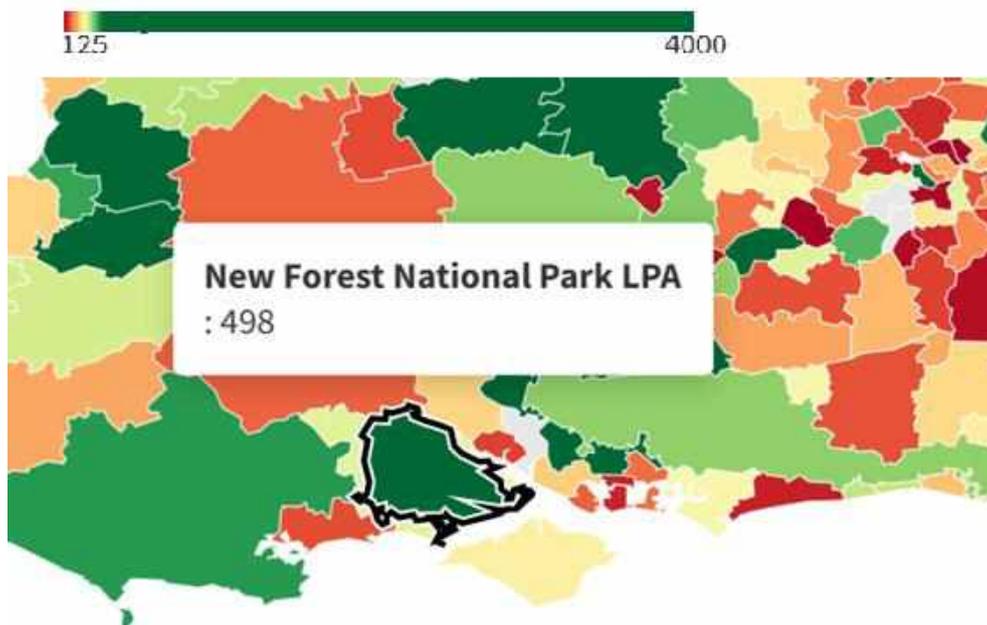
Source: NaCSBA

13.80   This shows that the demand in the National Park area was 498 per 100,000 population and 143 per 100,000 population in the District Plan Area.

13.81   Based on the population of the National Park in 2022 this would equate to a need for around 171 units. Taking the population of the District Plan Area in 2022, this would generate a need for around 208 units.

13.82   Despite the figure from NaCSBA being lower than the level of demand shown on the registers the authorities still have a duty to permit enough plots for self and custom build as indicated by the register.

Policy Response

13.83   The Self-Build and Custom Housebuilding PPG sets out how authorities can increase the number of planning permissions which are suitable for self-build and custom housebuilding and support the sector.

13.84   The PPG[32] is clear that authorities should consider how local planning policies may address identified requirements for self and custom housebuilding to ensure enough serviced plots with suitable permission come forward and can focus on playing a key role in facilitating relationships to bring land forward.

13.85   There are several measures which can be used to do this, including but not limited to:

- supporting Neighbourhood Planning groups where they choose to include self-build and custom-build housing policies in their plans;

- working with Homes England to unlock land and sites in wider public ownership to deliver self-build and custom-build housing;

- when engaging with developers and landowners who own sites that are suitable for housing, encouraging them to consider self-

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[32] Paragraph: 025 Reference ID: 57-025-20210508

        build and custom housebuilding, and facilitating access to those on the register where the landowner is interested; and

- working with local partners, such as Housing Associations and third sector groups, to custom build affordable housing for veterans and other groups in acute housing need.

13.86   An increasing number of local planning authorities have adopted specific self-build and custom housebuilding policies in their respective Local Plans to encourage delivery, promote and boost housing supply.

13.87   There are also several appeal decisions in the context of decision-making which have found that paragraph 11(d) of the Framework is engaged in the absence of specific policy on self-build housing when this is the focus of a planning application. In the context of the National Park, paragraph 11(d)(i) and (ii) are also relevant, as is footnote 7.

13.88   A specific policy would typically express support for self-build and custom housebuilding and require that a minimum proportion of plots within development schemes (often over a certain size) are offered to self-builders or as custom-build plots and/or allocation of sites solely for the use.

13.89   This is often known as the "Teignbridge Rule" after the first District Council to adopt the first self-build policy. In this instance, 5% of all developable housing land is allocated for custom and self-build on larger sites.

13.90   Iceni consider that to respond to demand in the sector, and in response to the PPG's requirements, the Council and Authority should support, through planning policy, the submission and delivery of self-build and custom housebuilding sites, where land opportunities arise and where such schemes are consistent with other planning policies.

13.91   If the Council and Authority do pursue an approach seeking a percentage of plots on development sites then they should only do so on larger sites. This will allow unsold plots to revert to general housing without interrupting the development phase.

13.92   Specifically, any plot contributions should be properly marketed for 12 months and then the developer can revert to delivering these sites as general market accommodation without significantly elongating the build-out period.

13.93   The Council and Authority may also wish to consider making the first three months of marketing these plots to those with a local connection or on the custom and self-build register with the remaining time widening it out to anyone else.

13.94   They should also note that the development profile in the National Park is typically small-scale development given the protection afforded to the landscape.

13.95   A further consideration for the Council and Authority is when demonstrating supply to meet this demand the Levelling Up and Regeneration Bill makes it harder for authorities to simply count CIL or BNG exemption sites. They now must demonstrate that these homes are specifically for self or custom-built occupiers. The local planning authorities should therefore adapt their monitoring accordingly.

Children's Care Homes

13.96   This report summarises the key points from Hampshire County Council's **Market Position Statement** (MPS) and the **Sufficiency Strategy 2023–2027**, outlining the current and projected needs for residential care placements for children and young people (CYP).

13.97   To this, we have added notes from our consultation with Hampshire County Council to ensure that we reflect the most recent data but also any New Forest-specific issues.

13.98   The Care Standards Act 2000 defines a Children's Home stating 'an establishment is a children's home… if it provides care and

accommodation wholly or mainly for children'. 'Wholly or mainly' means that most of the people who stay at a home must be children.

13.99   Key legislation relating to the accommodation and maintenance of a looked-after child is defined and outlined in Sections 22A to 22D of the Children Act 1989. The legislation provides a framework within which decisions about the most appropriate way to accommodate and maintain children must be considered:

- Section 22A of the Children Act 1989 imposes a duty on the responsible authority when a child is in their care to provide the child with accommodation.
- Section 22B of the Children Act 1989 sets out the duty of the responsible authority to maintain a looked-after child in other respects apart from providing accommodation.
- Section 22C of the Children Act 1989 sets out the ways in which a looked-after child is to be accommodated.
- Section 22D of the Children Act 1989 imposes a duty on the responsible authority to formally review the child's case prior to making alternative arrangements for accommodation.
- Section 22G of the Children Act 1989 requires local authorities to take strategic action with respect of those children they look after and for whom it would be consistent with their welfare for them to be provided with accommodation within their own local authority area.

13.100   In a Written Ministerial Statement[33] (WMS) made in May 2023, the Housing and Planning Minister reminded local authorities of their requirement to assess the housing need of different groups in the community including "accommodation for children in need of social services care".

13.101   The WMS statement said, "Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect

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[33] https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795

local needs and all parties in the development process should work together closely to facilitate the timely delivery of such vital accommodation for children across the country".

13.102   The WMS follows on from the Department of Education Implementation Strategy.[34] to fix children's social care from February 2023. The "Stable Homes Built on Love" Strategy has undergone a recent consultation the results of which have not yet been published.

13.103   The strategy outlines an ambition to transform Children's Care through six pillars. The first of these pillars makes it clear that providing support to families is the first priority. This ensures that children can remain in their family home for as long as possible (Pillar 1) and then within their wider family if this is not possible (Pillar 3).

13.104   If both the immediate and wider family cannot look after a child then Pillar 4 seeks to ensure that "when care is the best choice for a child, the care system must provide stable, loving homes close to children's communities."

13.105   To achieve this the strategy aims to increase and support foster carers and develop a programme to support improvements in the quality of leadership and management in the children's homes sector.

13.106   The report sets out a mission to "see an increase of high-quality, stable and loving homes available for every child in care, local to where they are from". To do this it suggests that an immediate action is to "boost the number of the right homes in the right places available for children as a matter of urgency."

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children_s_social_care_stable_homes_consultation_February_2023.pdf

13.107   The strategy notes "Local authorities have primary responsibility for the children in their care. This includes ensuring there is sufficient accommodation locally to meet the range of needs of children in care in their area" and that there is a "statutory duty to ensure there is sufficient provision for their children in care".

13.108   It also states that the DfE "will continue to build on our work reforming supported accommodation for 16- to 17-year-olds. Semi-independent provision, including supported lodgings, can be the right option for some older children, but only where it is high-quality, and the young person is ready for the level of independence it promotes."

13.109   The Department will also continue "with the Children's Home Capital Programme, which has seen £259 million of capital funding invested to increase provision in local authority-run open and secure children's homes. We are working with local authorities to create new children's homes and increase provision in their local area."

13.110   At a similar time, the government also launched a consultation on the "Children's Social Care National Framework.[35]" and the "Children's Social Care Dashboard". The Framework sets out some of the outcomes to be measured including Outcome 4 relating to those seeking to ensure "children in care and care leavers have stable, loving homes".

13.111   The indicators include the percentage of children in care living in foster care and living in residential care and the distance of placements from home. This is important to ensure stability of schooling and contact with their siblings. The framework recognises that this will mean prioritising foster homes rather than residential homes.

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[35] https://consult.education.gov.uk/children2019s-social-care-national-framework/childrens-social-care-national-framework/supporting_documents/Childrens%20Social%20Care%20National%20Framework%20Consultation%20Document%20February%202023.pdf

13.112   The outcome can also be achieved by leaders undertaking "sufficiency planning and work with other local authorities and partners to jointly invest in care options that meet the future needs of children."

Current Position

13.113   The *Market Position Statement (MPS)* highlights that there are *a*pproximately 195 children were placed in external residential care in 2023/24, which is around 10% of the total looked-after children (LAC) population.

13.114   Hampshire operates or has access to **66 homes** (9 Hampshire County Council [HCC] homes, 3 residential schools, and 54 independent-sector homes). While the *total capacity* across these homes ostensibly meets local demand, out-of-area placements often occupy a significant portion of these spaces.

13.115   As a consequence, only 20% of Hampshire's independent sector placements currently remain within Hampshire; the rest are spread across neighbouring local authority areas, such as West Sussex and Wiltshire.

13.116   It is clear from the consultation and the reports that Hampshire County Council aims to reduce out-of-county placements, maintaining children's local relationships, educational continuity, and community ties whenever possible.

13.117   Neither report identifies the supply within the New Forest, but the County Council has confirmed that there is 1 residential care home in Totton which has a capacity for 5-6 Bedspaces. There are also 19 additional independent-sector-operated residential care homes in the New Forest

13.118   In total, these independent-sector care homes have 67 registered beds. This does not mean that those beds are all operational as the providers may choose to operate at a lower capacity dependent on staffing etc.

13.119   Both documents acknowledge a rising number of children who have experienced trauma or have complex mental health and behavioural needs, driving an urgent requirement for more specialised and flexible residential options.

Future Placement Growth

13.120   Both the MPS and the Sufficiency Strategy note a growing need for additional accommodation, and this should be delivered in the form of standard-sized homes (3–4 beds) and specialist or 'solo' settings for young people whose complex needs make living with peers untenable.

13.121   A key driver of residential placement demand is the shortage of appropriate foster care placements —particularly for children with more complex behaviours—which can lead to increased use of residential settings and older children.

13.122   The MPS emphasises a pressing need for increased provision for children with complex needs, particularly those with experiences of trauma, challenging behaviour, or mental health issues.

13.123   The reports note an overall growth of 7.4% in looked-after children (LAC) between 2021 and 2026/27. This excluded unaccompanied asylum-seeking children [UASC], and the County Council noted it is difficult to quantify the need for this group.

13.124   By 2025/26, it is anticipated that 178 additional social care placements will be needed. This will include If the current split by placement type remains unchanged:

- 90 new foster care beds
- 29 new residential beds
- 17 new post-16 beds
- 20 beds for other needs (e.g., secure, missing, etc.)

13.125   The County Council's strategy is to increase the in-house share of residential placements from 10.9% to 12.2%. This will see a rise from 22 to 32 in-house residential beds, while independent bedspaces are projected to increase from 157 to 209, indicating a total requirement for 62 additional residential spaces.

13.126   Looking over the long term and linking population growth in children to the standard method it is possible to estimate the increase in Children in Care and also those in a residential setting.

13.127   Using the current rate of 67 looked-after children per 10,000 population aged under 18 and assuming 10% of looked-after children require a residential placement then the projected population growth of those aged under 18 (linked to the central delivery scenario) would result in no additional need for residential placements in either area.

Table 13.4 Increase in Children in Care Homes (2023 – 2043)

	District Plan Area	National Park
2023	25,807	4,846
2043	26,205	4,166
Change 2023-2043	398	-680
Look After Children Change (0.38%)	2	-3
Children's Residential Placement (1 in 10)	0	0

Source: Iceni analysis

13.128   However, this figure is just a mathematical figure and the County Council's strategy will be to ensure that as many as possible of those looked after children will remain in the family home and if not foster care for as long as possible.

Strategic Priorities

13.129   The reports set out several strategic priorities including:

> o   Strengthening local provision through supplier relationship management i.e. get better access to local provision to ensure Hampshire children are placed locally when feasible.

o Developing, 4 'new' 3–4 bed homes and up to 6 solo provisions is desired, including potential expansions of existing accommodations.

13.130   The reports also identify some priority cohorts including 14–15-year-olds requiring foster care, Children with Challenging behaviours including autism spectrum conditions (ASC) or mental health need and sibling groups of three or more.

13.131   The challenge in the New Forest is a lack of provision and children have to be shipped further away from home. This is also the case for special schools. But the rurality of the area means it's not always possible to address this need.

13.132   By coordinating the insights of the Market Position Statement with the data-driven targets of the Sufficiency Strategy, Hampshire County Council is aiming to enhance both the **quality** and **availability** of residential care placements, ensuring that children and young people with complex needs receive the right care, in the right place, at the right time.

Conclusions and Recommendations

13.133   The WMS statement said "Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs"

13.134   Clearly the national and County policy direction is to provide in-situ support, followed by familial and foster support. Therefore, the demand for care homes will largely be determined by the success of these policies. Where this is not possible, then local authorities will be required to provide safe accommodation in the right places.

13.135   To reconcile the MPS's immediate observations with the Sufficiency Strategy's forecasts, New Forest should seek to increase the supply of residential care bedspace to meet the local and wider need.

13.136   The Council and NPA should work with the County Council to identify sites which are suitable for additional solo or small-group homes capable of supporting children with complex and co-occurring needs (mental health, ASC, trauma).

13.137   Consideration should also be given by the District Council and the NPA to engaging with partner agencies like Health, Education/Early Years and the voluntary sector to strengthen their role in supporting increased placement provision locally and county-wide, for children with complex needs.

13.138   Ensure that any new 3–4 bed homes or multi-building units are developed in close collaboration with existing service providers. This need could also be met by seeking provision on larger strategic sites.

13.139   Such sites should align with the most appropriate locations according to Ofsted's Location Assessment[36] For such accommodation. In summary, this includes ensuring safeguarding concerns are met and that children have access to services.

13.140   Any additional capacity is likely to be in the urban areas particularly Totton and the Waterside area to allow for wider access and also Lymington or New Milton to ensure the needs of those from the rural parts of the district can be provided locally.

13.141   To ensure that the County Council has access to any new provision the District Council and NPA may wish to adopt a policy similar to that of Lancaster City whereby any additional children's residential care home permission/licences are only permitted if the Council get first refusal of placement.

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[36]

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/339545/Children_s_homes_regulations_amendments_2014.pdf

13.142   As well as new accommodation the Council should also support the targeted expansion of existing specialised provision.

13.143   There will also be a need for supported accommodation for young adults leaving care and the Council should work with Registered Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Other Groups Summary

Service Personnel

13.144   The New Forest is Home to one Military Establishment, Marchwood Port, which has dual military and civilian use. In April 2024 there were 620 MoD personnel stationed in New Forest, 580 regular forces and 40 civilians, a decline from a high of 820 in April 2012.

13.145   Overall, the presence of regular forces in New Forest is not considered to be significant and is unlikely to have any implications on local affordability.

13.146   It is considered that the most pressing issue is likely to be finding accommodation for those transitioning out of the forces as well as existing personnel that are seeking to buy in the District.

13.147   Provision of Low-Cost Home Ownership can help account for this as well as the Allocation of Housing regulations which allow military personnel to establish local connections to the area.

13.148   Overall, this group are likely to already be accounted for within affordable housing need and is not considered to be additional to it.

Students

13.149   There are no higher education providers/facilities in the National Park or New Forest District and the 2021 Census only reported only 86 persons

living in all student households in the New Forest District. There is therefore no justification for a specific policy relating to student housing in the County.

Custom and Self-Build

13.150   The Levelling Up and Regeneration Act made amendments to the way demand/need and supply of self and custom-built dwellings is calculated. Need must be calculated cumulatively with supply permissions needing to now be able to demonstrate that they will result in a self or custom build dwelling.

13.151   On average, in the region of 50 plots per base period should be permitted in the DPA based on part trends. Although there is a question around double-counting the Council is also not meeting need and the backlog will also need to be addressed.

13.152   The National Park Authority has also failed to meet demand for self- and custom-build plots and there is currently an unmet need for 71 plots which will need to be addressed within the context of a nationally protected landscape and the associated primary legislation and national planning policy. In addition, if past trends continue there will be a need to identify around 50 plots per base period.

13.153   Broader demand evidence indicates a lower need of 171 plots in the National Park and 208 plots in the District Plan Area. Despite this figure being lower the Authorities still have a duty to permit enough plots for self and custom build as indicated by the register.

13.154   As a general rule the Council and NPA should be supportive of opportunities for self and custom build development within Local Plans and could potentially require a proportion of plots on larger schemes to be marketed for self or custom build use.

Children's Care Homes

13.155   Hampshire County Council's Children and Young Persons strategy
outlines an ambition to transform Children's Care through six pillars. The
first of these pillars makes it clear that providing support to families is the
first priority. The strategy recognises that this is not always available or
the best option for the child and as such Pillar 4 seeks to ensure that the
care system provides a stable and loving home close to the child's
community.

13.156   The New Forest currently has one residential care home within Totton
with 5-6 bedspaces, there are an additional 19 residential care homes
that are independently operated with 67 bedspaces across them,
although not all bedspaces are in use at any one time.

13.157   There is a rising number of children who have experienced trauma or
have complex mental health and behavioural needs. This is driving an
urgent requirement for more specialised and flexible residential options.

A1.   Definition of National Park

Table A1.1 2021 National Park OAs

Source: Iceni based on ONS and OS Data

A1.   Definition of National Park
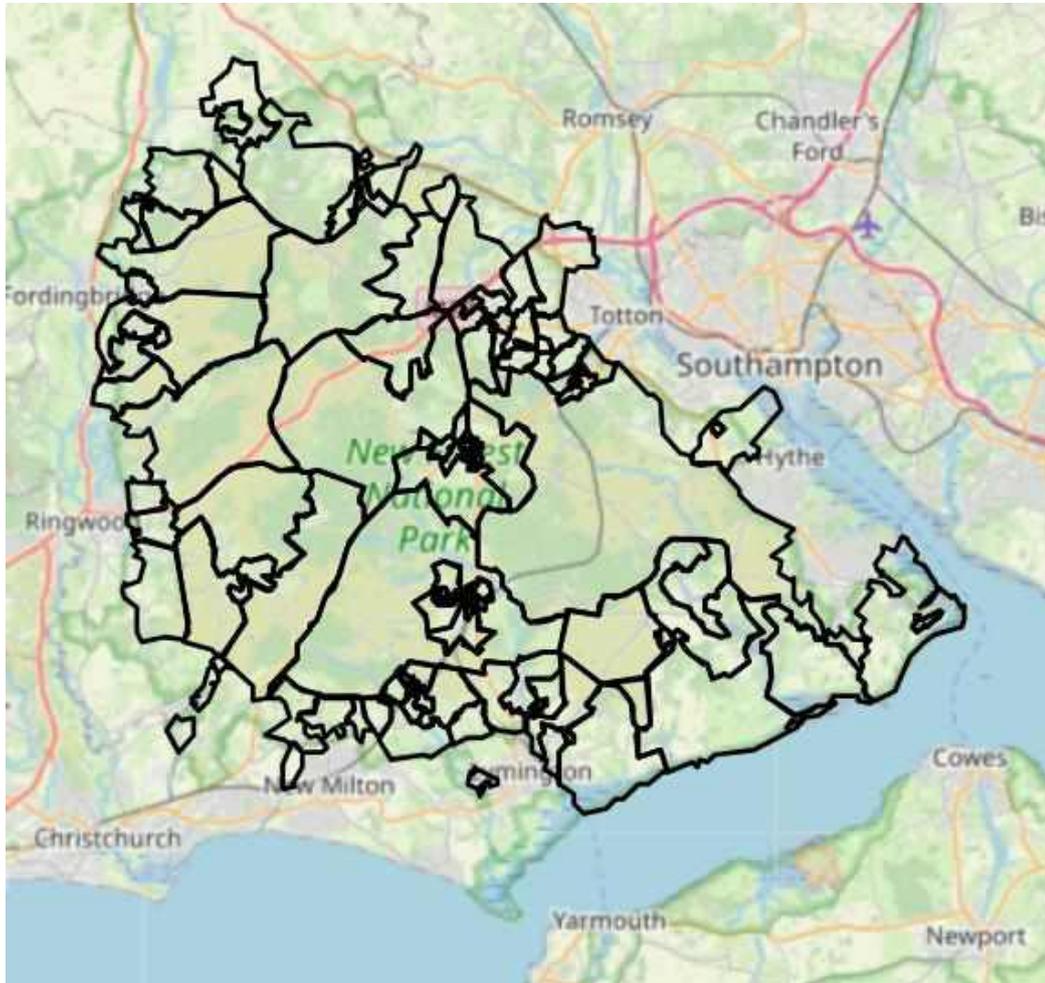
Table A1.2 2011 National Park OAs
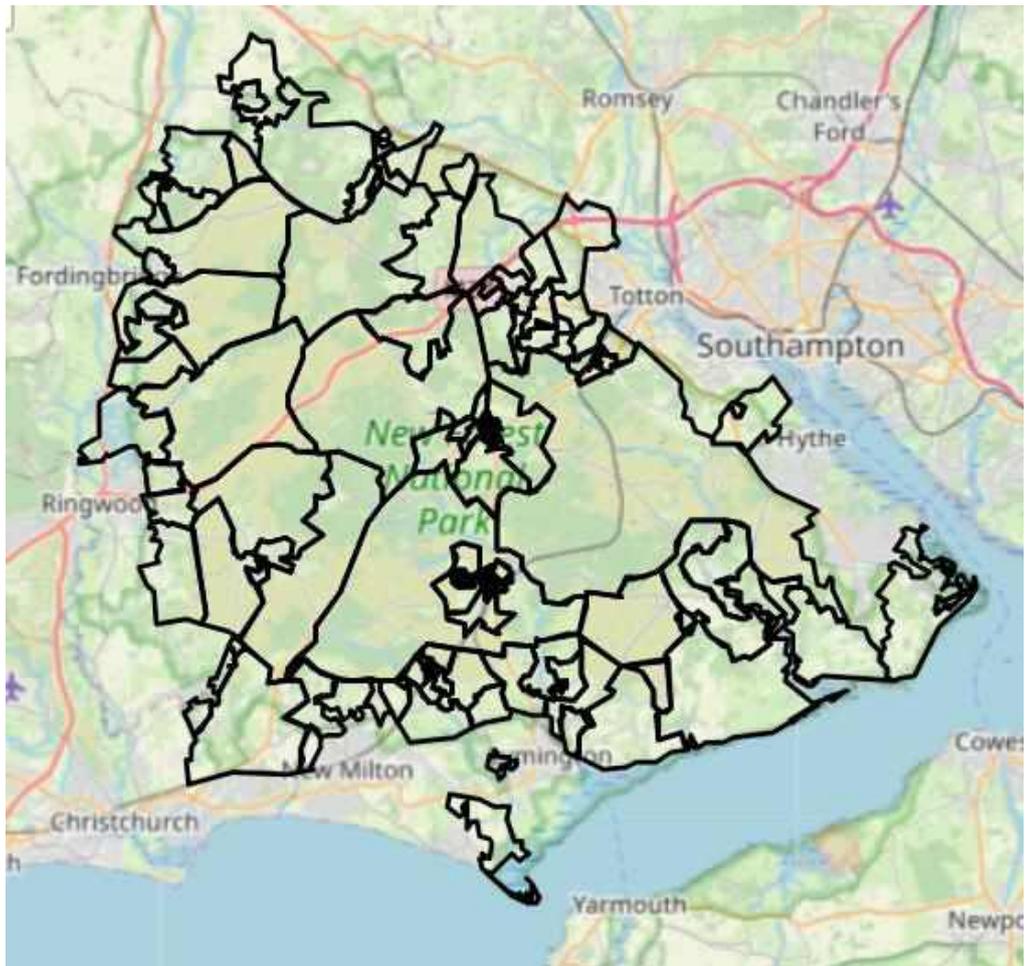
Source: Iceni based on ONS and OS Data

A2. Outputs from Alternative Projections

A2.1   In the main report key analysis has been undertaken based on a projection where 560 dwellings per annum are delivered in the 2023-43 period – this is based on an assumption of 520 in the DPA and 40 in the National Park. In additional to this, further dwelling-led projections have been developed based on a low level of delivery in the DPA (270 dwellings per annum) and a high figure (680 dwellings per annum) with the analysis below providing key outputs from these. In all cases the assumption of 40 dwellings per annum has been retained for the National Park area and so the figures below only cover the DPA.

A2.2   For completeness this section also provides additional outputs linking to the Standard Method projection. Where these are presented, figures are for the District as a whole (i.e. to include both the DPA and the National Park).

Population

A2.3   The tables below show with delivery of 270 dpa (5,400 homes over 20-years) it is projected the population would increase by 3,900 people, a 3% increase – this includes reductions in population for younger age groups (both Under 16 and 16-64) with a notable ageing of the population. With the higher figure (680 dpa) a much higher level of population growth is projected (24,000 additional people) with positive increases in all age groups – although the 65+ groups still sees the most significant changes.

Table A2.1 Projected change in population by broad age group (2023-43) – New Forest DPA – delivery of 270 dpa

	2023	2043	Change	% change
Under 16	22,740	20,916	-1,824	-8.0%
16-64	80,248	75,239	-5,009	-6.2%
65+	42,793	53,566	10,773	25.2%
TOTAL	145,781	149,721	3,941	2.7%

Source: Iceni Analysis

Table A2.2 Projected change in population by broad age group (2023-43) – New Forest DPA – delivery of 680 dpa

	2023	2043	Change	% change
Under 16	22,740	24,958	2,219	9.8%
16-64	80,248	87,860	7,611	9.5%
65+	42,793	57,008	14,215	33.2%
TOTAL	145,781	169,825	24,045	16.5%

Source: Iceni Analysis

A2.4   With the Standard Method, and as shown in Section 9 there would be projected to be a substantial increase in population, including in younger age groups, as well as the continued change in those aged 65 and over.

Table A2.3 Projected change in population by broad age group (2023-43) – New Forest District – Standard Method (delivery of 1,511 dpa)

	2023	2043	Change	% change
Under 16	26,438	35,441	9,003	34.1%
16-64	95,818	125,059	29,241	30.5%
65+	53,142	77,814	24,672	46.4%
TOTAL	175,398	238,314	62,916	35.9%

Source: Iceni Analysis

A2.5   When looking at possible change to the economically active population, the 270 dpa scenario shows either very low or negative growth, whilst the 680 dpa projection points to a potential increase of between 7,600 and 11,300 people who are economically active.

Table A2.4 Projected change in economically active population – additional scenarios (DPA)

	OBR EAR	EAR no change
270 dwellings per annum	320	-3,094
680 dwellings per annum	11,344	7,610

Source: Iceni analysis

A2.6   Equivalent data linking to the Standard Method can be found in Section 9 of this report.

Affordable Housing Need

A2.7   Projecting how affordable need might change is arguably to most difficult analysis when set against a different housing number. That is because it is the Government's view that building more homes will improve affordability and therefore arguably the affordable housing need should in theory at least go down.

A2.8   On the flip side, building more homes will increase the number of households and therefore over time might increase the number of households who might have a need.

A2.9   Finally, increased delivery might see additional affordable homes being built and therefore translate into higher relet supply in the longer term. Although it is difficult to estimate this future supply.

A2.10   Given these uncertainties, the analysis below looks solely at the demographic implications of an increase housing number, in this case the likely change in the number of newly-forming households. For the whole study area it is estimated that the number of newly-forming households would decrease bay around 12% with the lower number and increase by around 8% with the higher figures.

A2.11   Across the whole study area, the affordable need with 270 dpa is estimated to be 575 per annum and increasing to 674 when linking analysis to the higher figure (680 dpa). These can be compared with the main analysis which showed an estimated need for 635 affordable homes each year.

Table A2.5 Estimated Need for Affordable Housing (per annum) – linking to delivery of 270 dpa

	Current need	Newly forming house-holds	Existing households falling into need	Total Gross Need	Relet/ resale supply	Net Need
Ringwood & the West	18	85	31	134	39	95
Southern Coastal	31	143	59	233	80	153
Totton & Waterside	38	220	59	317	123	194
DPA total	86	449	149	684	243	442
NP in District	22	101	24	148	26	121
District total	108	550	174	832	269	563
NP out with District	2	9	2	13	0	13
NP total	24	110	26	161	27	134
Study area	110	559	176	845	270	575

Source: Iceni analysis

Table A2.6 Estimated Need for Affordable Housing (per annum) – linking to delivery of 680 dpa

	Current need	Newly forming households	Existing households falling into need	Total Gross Need	Relet/ resale supply	Net Need
Ringwood & the West	18	104	31	153	39	113
Southern Coastal	31	172	59	262	80	182
Totton & Waterside	38	271	59	368	123	245
DPA total	86	547	149	783	243	540
NP in District	22	101	24	148	26	121
District total	108	648	174	930	269	661
NP out with District	2	9	2	13	0	13
NP total	24	110	26	161	27	134
Study area	110	657	176	943	270	674

Source: Iceni analysis

A2.12   An equivalent analysis has been undertaken for the District linking to the Standard Method – this has not been split down by sub-area. On the basis of the same assumptions made above, the number of newly-forming households would increase and the net need would be calculated as 879 affordable homes per annum.

Table A2.7 Estimated Need for Affordable Housing (per annum) – linking to Standard Method – 1,511 dwellings per annum – New Forest District

Step in analysis	Per annum
Current need	108
Newly forming households	866
Existing households falling into need	174
Total Gross Need	1,148
Re-let Supply	269
Net Need	879

Source: Iceni analysis

Housing Mix

A2.13   The tables below show the modelling housing mix if linking to the higher revised Standard Method figure – this can be compared with equivalent data in Section 11.

A2.14   Generally, the higher housing number drives a slightly larger profile of homes being needed in the market sector (more 'family-sized' 4+-bedroom homes) with the opposite being true for the lower number – the differences are not sufficiently large to change the overall conclusions in the main body of the report.

Table A2.8 Modelled Housing Mix (linked to delivery of 270 dpa) (2023-43)

	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	7%	22%	22%	48%
2-bedrooms	46%	42%	36%	52%
3-bedrooms	39%	28%	35%	
4+-bedrooms	7%	8%	7%	

Source: Iceni Analysis

Table A2.9 Modelled Housing Mix (linked to delivery of 680 dpa) (2023-43)

| | Market | Affordable home ownership | Affordable housing (rented) | |
			General needs	Older persons
1-bedroom	8%	21%	22%	48%
2-bedrooms	38%	42%	36%	52%
3-bedrooms	39%	29%	35%	
4+-bedrooms	15%	8%	7%	

Source: Iceni Analysis

A2.15   The table below shows the same information when linking to the Standard Method (and for the whole District). In the two affordable tenures the outputs are broadly the same as for previous analysis with the main difference being a profile of need for more larger homes, although differences are not substantial.

Table A2.10 Modelled Housing Mix (linked to Standard Method – 1,511 dpa) (2023-43)

| | Market | Affordable home ownership | Affordable housing (rented) | |
			General needs	Older persons
1-bedroom	8%	21%	22%	48%
2-bedrooms	36%	42%	36%	52%
3-bedrooms	40%	29%	35%	
4+-bedrooms	17%	8%	7%	

Source: Iceni Analysis

Older and Disabled Persons Need

A2.16   The last set of tables below look at the analysis of needs from older person households and the need for wheelchair user housing. In both case the needs change from the main analysis in the report, although differences are quite modest in comparison with the general

increases (in population and households) – this is because the modelling builds in higher or lower levels of migration (to get to the alternative housing figures) and migrants are more likely to be people of working-age (and associated children) and therefore not needing older persons housing and less likely to be a wheelchair user.

A2.17 Consequently, the proportion of the total housing figure showing as a 'need' in these groups goes down as the overall housing number goes up (and vice versa).

Table A2.11 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2023-43 – New Forest DPA – linked to 270dpa

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall/ surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	63	1,420	1,444	24	581	605
	Affordable	52	577	1,191	614	479	1,092
Total (housing with support)		114	1,997	2,635	638	1,059	1,697
Housing with care	Market	28	42	657	615	264	879
	Affordable	13	220	292	72	117	189
Total (housing with care)		41	262	949	687	381	1,068
Residential care bedspaces		37	683	843	160	339	499
Nursing care bedspaces		41	750	949	199	381	580
Total bedspaces		78	1,433	1,792	359	720	1,079

Source: Derived from Demographic Projections and Housing LIN/EAC

Table A2.12 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2023-43 – New Forest DPA – linked to 680dpa

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall/ surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	63	1,420	1,444	24	700	724
	Affordable	52	577	1,191	614	577	1,191
Total (housing with support)		114	1,997	2,635	638	1,277	1,915
Housing with care	Market	28	42	657	615	318	933
	Affordable	13	220	292	72	141	213
Total (housing with care)		41	262	949	687	460	1,146
Residential care bedspaces		37	683	843	160	409	569
Nursing care bedspaces		41	750	949	199	460	658
Total bedspaces		78	1,433	1,792	359	868	1,227

Source: Derived from Demographic Projections and Housing LIN/EAC

Table A2.13 Estimated need for wheelchair user homes (linked to alternative dwelling numbers), 2023-43 – New Forest DPA

	Current need	Projected need (2023-43)	Total current and future need
270 dwellings per annum	445	71	516
680 dwelling per annum	445	116	560

Source: Iceni analysis

A2.18   The tables below show the same information when linking to the Standard Method and for the whole District. These generally show a higher need, but need being lower as a proportion of the overall housing delivery assumption used.

Table A2.14 Specialist Housing Need, 2023-43 – New Forest District –
linked to Standard Method (1,511dpa)

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall/ surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	63	1,656	1,789	133	1,128	1,261
	Affordable	52	598	1,475	877	930	1,807
Total (housing with support)		114	2,254	3,263	1,009	2,058	3,067
Housing with care	Market	28	42	814	772	513	1,285
	Affordable	13	220	361	141	228	369
Total (housing with care)		41	262	1,175	913	741	1,654
Residential care bedspaces		37	923	1,044	121	658	780
Nursing care bedspaces		41	1,256	1,175	-81	741	660
Total bedspaces		78	2,179	2,219	40	1,399	1,439

Source: Derived from Demographic Projections and Housing LIN/EAC

Table A2.15 Estimated need for wheelchair user homes (linked to
Standard Method – 1,511dpa), 2023-43 – New Forest District

	Current need	Projected need (2023-43)	Total current and future need
Standard Method	541	221	762

Source: Iceni analysis