

# Local Plan 2016-2036

## Part One: Planning Strategy

New Forest District outside  
the New Forest National Park



# Foreword

The adoption of the Local Plan 2016 2036 Part One: Planning Strategy as the statutory basis for planning decisions brings the development plan up to date with the National Planning Policy Framework (NPPF).

At the heart of the new Local Plan is a step change in housing delivery to meet both local needs and national policy objectives. The change from the previous policy emphasis on development restraint has presented significant challenges to the communities that live in the area, and to the Council in terms of the limited availability of land appropriate for development.

All new residential development within the Plan Area will have an impact on International Nature Conservation sites, whose conservation and protection is of international importance. Residential development (and other forms of development) within the Plan Area can only be made compliant with the Conservation of Habitats and Species Regulations 2017 if it is accompanied by an extensive package of habitat mitigation measures.

The Government has fully endorsed the Council's balanced vision and strategy for the future of this area. The planning strategy ensures the long-term protection of internationally significant environmental sites, the Green Belt, and the landscape and townscape character of the area whilst providing the right amount and mix of new homes, affordable homes, jobs and facilities that our communities and businesses need.

## **Councillor Edward Heron**

Planning and Infrastructure Portfolio Holder Deputy Leader of the Council

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# 1. Introduction

## About the Local Plan

- 1.1 The Local Plan sets out a strategy and policies for the use, development or protection of land and buildings in the Plan Area for the period 2016 to 2036. The Plan Area is those parts of New Forest District outside the New Forest National Park (as shown in Figure 2.1).
- 1.2 The Local Plan forms part of the statutory development plan for the Plan Area (together with any Neighbourhood Plans and the Hampshire Minerals and Waste Plan). The policies of the statutory development plan are the basis for deciding planning applications for development.

## Two stage Local Plan Review

- 1.3 This Local Plan 2016-2036 Part One: Planning Strategy sets out strategic policies, including Strategic Site Allocations capable of accommodating 100 or more homes. It replaces and updates parts of the adopted Core Strategy (2009), and a small number of the more strategic policies in the Local Plan Part 2: Sites and Development Management adopted in 2014.
- 1.4 The remaining policies of the adopted Core Strategy (2009) and Local Plan Part 2 (2014) are either saved for continued use pending review as part of the Local Plan Review 2016-2036 Part Two, or are deleted, as set out in Appendix A. Deleted policies will no longer be applied.
- 1.5 The Local Plan Review 2016-2036 Part Two will focus mainly on development management and other matters of policy detail, on allocations for smaller sites, and the review of the remaining saved planning policies including saved site allocations.
- 1.6 Saved Policies remain in force until they are updated or deleted (unless they become out of date for other reasons, for example a change in national guidance or local circumstances).

## Relationship to Neighbourhood Plans

- 1.7 The Local Plan Part One provides the strategic context for Neighbourhood Planning. Neighbourhood Plans must be in general conformity with the Development Plan.
- 1.8 Where Neighbourhood Plans are being prepared the Local Plan Part Two will be tailored so as not to duplicate work communities have committed to undertake, whilst ensuring that all necessary matters are addressed in a consistent and timely manner.

## Supporting documents and evidence base

- 1.9 The following companion documents support the Local Plan 2016-2036 Part One and/or have informed the preparation of the Local Plan policies, including the selection of sites allocated for development.
- The **Sustainability Appraisal**<sup>1</sup> (SA) documents how policies and sites were tested to ensure that they achieve environmental, economic and social objectives, and to ensure that the Local Plan as a whole contributes to improvements in environmental, social and economic conditions of the Plan Area. The SA is also a means of identifying and mitigating any potential adverse effects that the Local Plan might otherwise have.
  - A **Habitats Regulations Appropriate Assessment**<sup>2</sup> (LUC) has assessed whether the Local Plan is likely to have significant effects on International Nature Conservation sites. It shows that Local Plan policies including development proposals are unlikely to have a significant adverse effect on International Nature Conservation sites, provided that the necessary habitat mitigation measures are implemented in an effective and timely manner.
  - The **Infrastructure Delivery Plan**<sup>3</sup> sets out the infrastructure, services and facilities including open space required to enable new development to take place, how it will be delivered and by whom. It was produced in consultation with infrastructure providers.
  - The **Mitigation for Recreational Impacts Supplementary Planning Document**<sup>4</sup> sets out how the effects of higher levels of planned housing on internationally designated nature conservation sites will be managed and mitigated e.g. from recreational disturbance. This work was prepared and will be periodically updated in close consultation with the New Forest National Park Authority, Natural England and other key wildlife and ecology interest groups.
  - The **Community Infrastructure Levy (CIL)**<sup>5</sup> sets a charge per square metre on development to help pay for infrastructure and mitigation on a defined list of projects or categories of infrastructure. The defined list of projects will be reviewed periodically to ensure CIL is used effectively. Further guidance will be prepared on other developer contributions.

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1 [www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base](http://www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base)

2 ibid

3 ibid

4 [http://www.newforest.gov.uk/media/36642/Mitigation-for-Recreational-Impacts-Strategy-SPD/Pdf/Draft\\_Mitigation\\_SPD.PDF](http://www.newforest.gov.uk/media/36642/Mitigation-for-Recreational-Impacts-Strategy-SPD/Pdf/Draft_Mitigation_SPD.PDF)

5 [www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base](http://www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base)

1.10 The Local Plan is informed by a comprehensive evidence base made up of reports and technical studies published on our website<sup>6</sup>, including:

- Air Quality Impact for Habitat Regulations Assessment (AQC 2018) and accompanying ecological studies (BSG Ecology 2018, EPR 2018)
- Biodiversity Desktop Study (Hampshire Biodiversity Information Centre 2015)
- Brownfield Land Register (NFDC, updated annually)
- Business Needs and Commercial Property Market Assessment (Chilmark Consulting 2017)
- Demographic Projections (Justin Gardner Consulting, (JGC) 2017)
- Fawley Waterside Viability Appraisal (NCS 2017)
- Housing Affordability (JGC 2017)
- Landscape Sensitivity and Capacity Study (NFDC 2016-2018)
- New Forest District and the New Forest National Park Authority Objectively Assessed Housing Need (JGC 2017)
- New Forest District Green Belt Study (LUC 2016)
- New Forest Strategic Housing Market Assessment (GL Hearn 2014)
- New Forest: Standards for Formal Open Space (Bennett Leisure and Planning 2017)
- Strategic Housing Land Availability Assessment (NFDC 2018)
- Strategic Transport Network Assessment (SYSTRA 2016 and 2018 update)
- The Hampshire Consortium Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (ORS 2017)
- The New Forest Strategic Flood Risk Assessment (JBA Consulting 2018)
- Whole-Plan Economic Viability Assessment (Three Dragons 2018)

1.11 And the following evidence base background information:

- Archaeology and Historic Buildings Record (Hampshire County Council (HCC))
- Conservation Area Appraisals (NFDC)
- Design Statements Supplementary Planning Document (NFDC)

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6      *ibid*

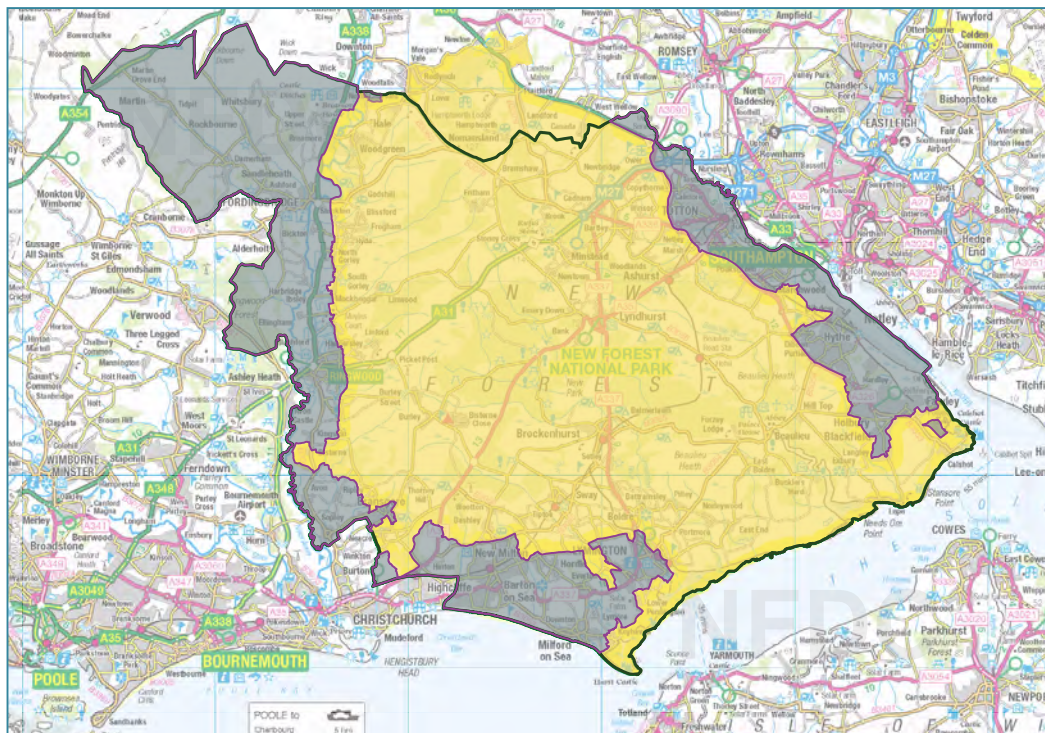
- Freight Strategy (Transport for South Hampshire 2009)
- Hampshire Waterside Interim Transport Policy (HCC 2017)
- Integrated Water Management Study (PUSH 2018)
- Local Distinctiveness Supplementary Planning Documents
- Local Transport Plan 3 (HCC)
- Partnership for Urban South Hampshire PUSH Integrated Water Management Study (Amec Foster Wheeler 2018)
- Register of Solent Waterfront Employment Sites (Solent LEP 2018)
- River Avon Nutrient Management Plan (David Tyldesley and Associates 2015)
- Solent Recreation Mitigation Strategy (PUSH 2017)
- Solent Waders and Brent Goose Strategy (Hampshire and Isle of Wight Wildlife Trust 2017)
- South Marine Plan (Marine Management Organisation (MMO) 2018)
- Spatial Position Statement (PUSH 2016)
- Water Resource Management Plans (Bournemouth Water, Southern Water and Wessex Water)



## 2. Plan Area profile and strategic context

### Introduction

2.1 The Plan Area is characterised by a dispersed pattern of small to medium-sized towns and villages within attractive countryside and coastal landscapes. It comprises three separate sub-areas around the edges of the New Forest National Park on the south coast between the city of Southampton and Bournemouth (see Figure 2.1). The Plan Area contains 32% of the New Forest District Council area, and 81% of the District population. The rest of the District lies within the New Forest National Park Authority Local Plan Area.



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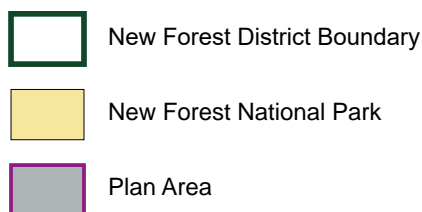


Figure 2.1 The Plan Area in relation to New Forest District and National Park

## Strategic context

2.2 The Key Diagram on the following page shows the Plan Area in strategic context.

### Relationship to the New Forest National Park

2.3 Historically much of the District was part of the New Forest Heritage Area which pre-dated the formation of the National Park, where successive county and regional plans recognised a need for development constraint.

2.4 In planning for the District area outside the National Park there is a statutory duty to have regard to the purposes of National Parks<sup>7</sup> :

- To conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park.
- To promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

2.5 The New Forest National Park is in close proximity to most of the main settlements in the Plan Area, and this Local Plan has been prepared in close cooperation with the New Forest National Park Authority, including joint production of key parts of the evidence base. Sites allocated for development in the Local Plan are predominantly on the settlement edge of towns and villages in areas with strong rural character, in some cases located on the National Park boundary.

### Housing markets and economic areas

2.6 The Plan Area is partly within three housing market and travel-to-work areas, which overlap to some extent: Southampton, Bournemouth and to a lesser extent Salisbury.

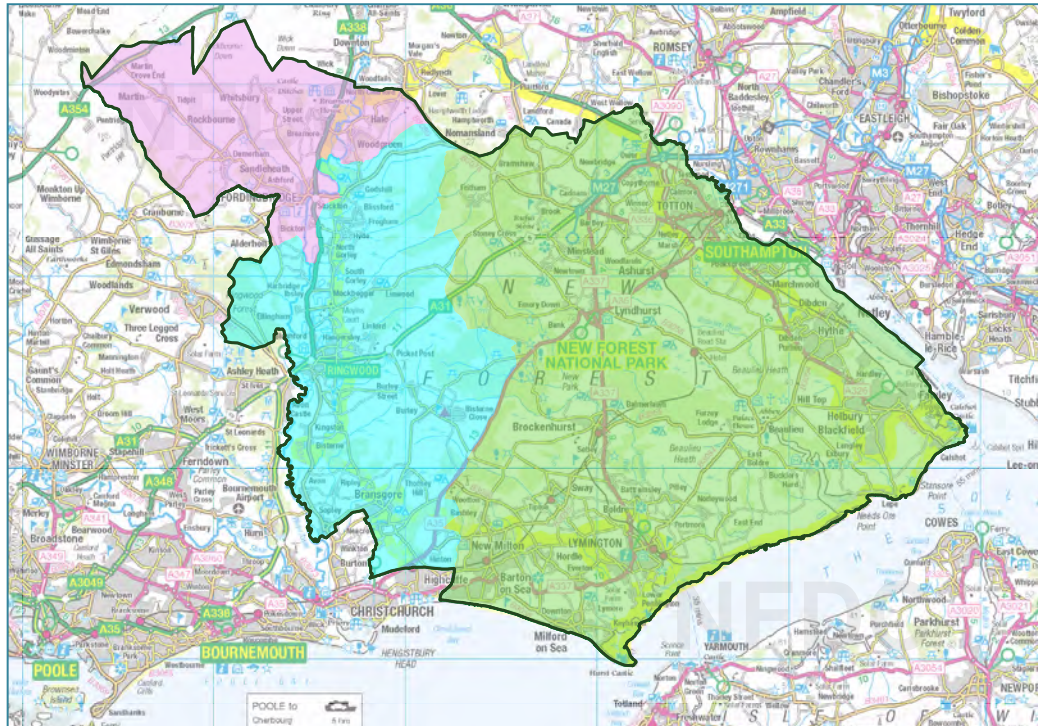
2.7 The District is a member of the Partnership for South Hampshire (PfSH) and forms part of the Solent Local Economic Partnership (LEP) area (see fig 2.3). PfSH has a significant history of cooperative working on strategic planning matters.

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7 Section 62 of the Environment Act 1995



Key Diagram



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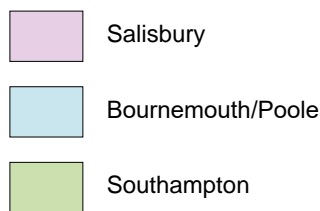
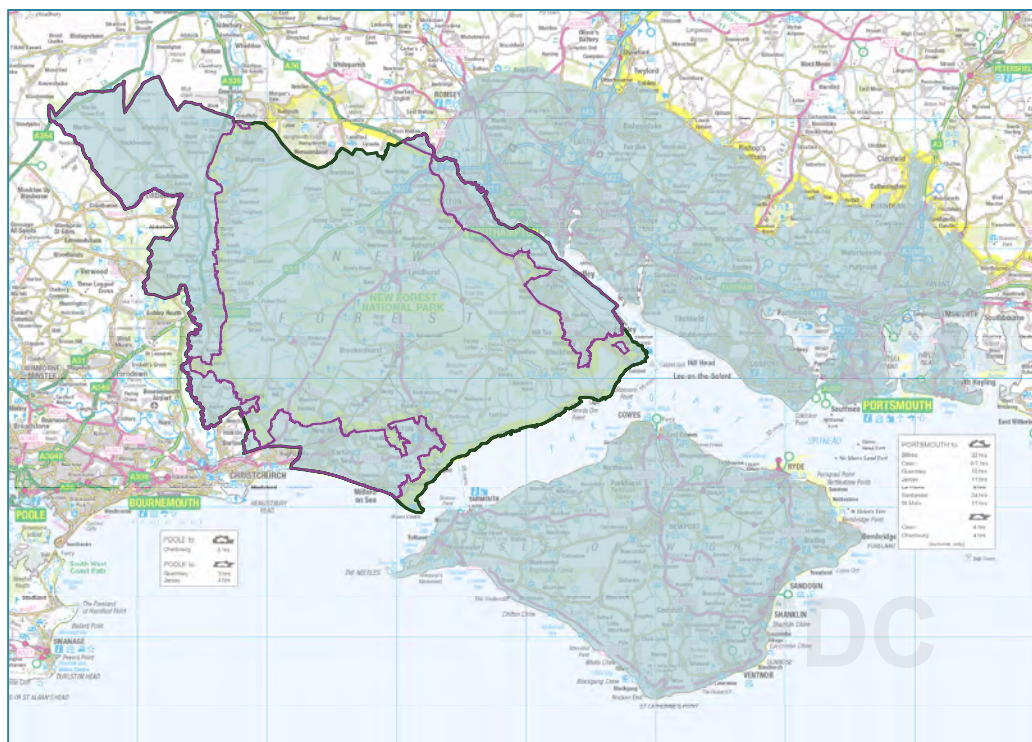


Figure 2.2 The Plan Area in relation to housing market areas




## The environment

- 2.8 The National Planning Policy Framework (NPPF) sets out a presumption in favour of sustainable development, including that Local Plans should meet identified needs unless specific policies in the NPPF indicate development should be restricted.
- 2.9 The policy examples referenced<sup>8</sup> in the NPPF include those policies relating to sites protected under the Birds and Habitats Directives (collectively called ‘International Nature Conservation sites’ in this Local Plan), and/or designated as Sites of Special Scientific Interest, land designated as Green Belt, Local Green Space, Areas of Outstanding Natural Beauty, Heritage Coast or land within a National Park, designated heritage assets, and locations at risk of flooding or coastal erosion.

8 NPPF 2012 paragraph 14 and footnote 9, NPPF 2019 footnote 6



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-  New Forest District boundary
-  Plan Area
-  PFSH and Solent LEP area

**Figure 2.3 PFSH and Solent LEP area**

- 2.10 Within the Plan Area the Habitats Regulations Assessment has shown that all residential development will have an impact on International Nature Conservation sites, and this significantly affects how or whether a presumption in favour of sustainable development<sup>9</sup> can be applied to planning decisions.
- 2.11 The Plan Area is relatively small, and a small proportion of the Plan Area is free from the type of constraints that, based on the NPPF, may justify restricting development (as illustrated in Figures 2.4 and 2.5). The extent of restrictive designations and significant policy constraints effectively means that much of the Plan Area is either an inappropriate location for built development, and/or should only be considered for development in exceptional circumstances. For example:

9 NPPF 2012 paragraph 119, NPPF 2019 paragraph 11

- 12% is within a National or International Nature Conservation site designated<sup>10</sup> for its nature conservation significance
- 28% is designated an Area of Outstanding Natural Beauty (AONB)
- 21% is Green Belt
- 17% is already built-up, with relatively limited opportunities for brownfield redevelopment<sup>11</sup> other than at the former Fawley Power Station site
- Around 15% is at risk of flooding or erosion (Flood Zones 2 or 3)

2.12 Taking into account land within the Inner Consultation Zone identified by the Health and Safety Executive for certain potentially hazardous military or industrial activities or materials<sup>12</sup>, just 19% of the undeveloped land in the Plan Area is not directly affected by a significantly constraining national policy, safety or environmental constraint. Of this approximately 4,500 hectares of greenfield land, around 950 hectares have locally identified habitat or wildlife value<sup>13</sup>, around 210 hectares are within the strategic land reserve for the Port of Southampton at Dibden Bay, and around 470 hectares are allocated for development in this Local Plan. The majority of the remaining area without significant constraints is in relatively remote rural locations in the Avon Valley and Downlands sub-area.

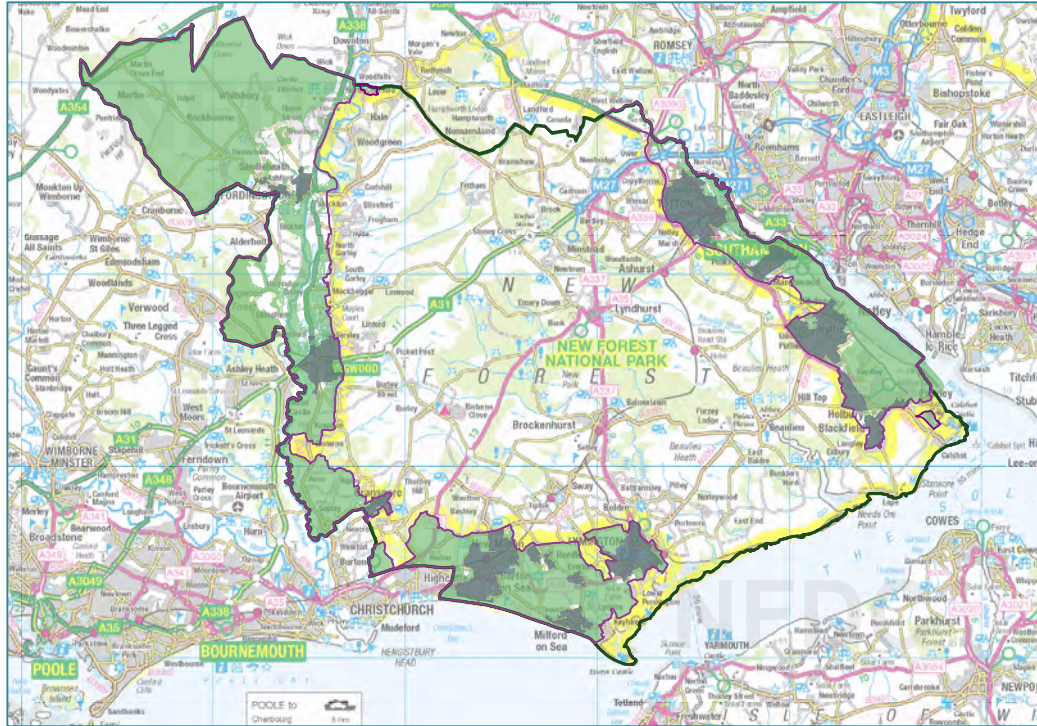
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10 SPA: Special Protection Areas, SAC: Special Areas of Conservation, Ramsar Convention sites, SSSI: Sites of Special Scientific Interest, NNR National Nature Reserves

11 <http://www.newforest.gov.uk/article/17249/Brownfield-Land-Register>

12 [www.hse.gov.uk/landuseplanning/about.htm](http://www.hse.gov.uk/landuseplanning/about.htm)

13 Local Nature Reserves and Sites of Importance for Nature Conservation identified by Hampshire County Council



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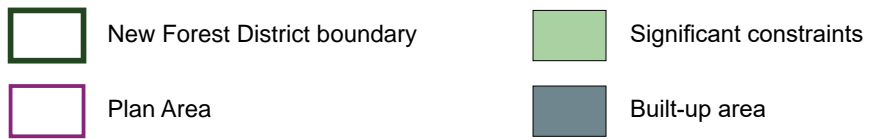


Figure 2.4 Map of the Plan Area

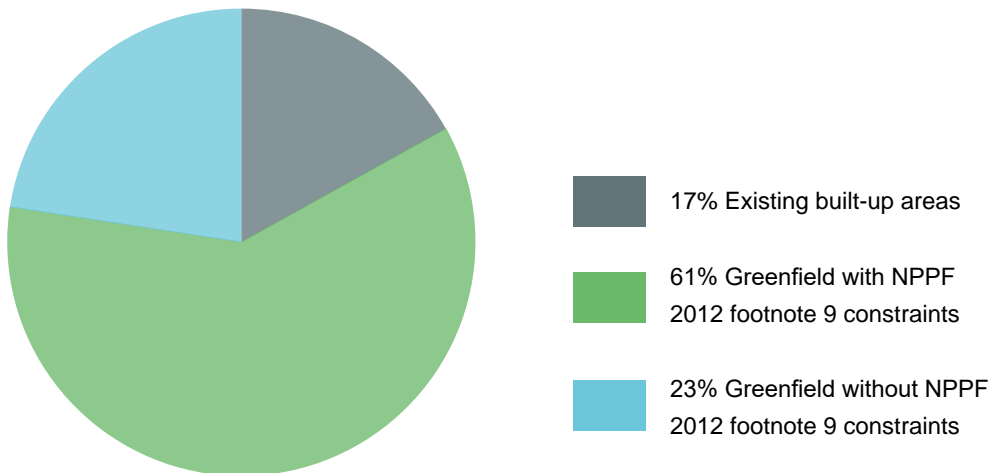


Figure 2.5 Proportion of the Plan Area already developed or affected by significant constraints

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## 3. Vision, key issues and strategic objectives

### Key issues

- 3.1 The Local Plan must be a response to the specific issues facing the Plan Area. This chapter sets out 14 Key Issues that the Local Plan must address if it is to be successful - not in any order of importance and inevitably with some overlap between issues.
- 3.2 This list of Key Issues is a local expression of the requirements and objectives for plan-making set out in national guidance, drawing on the Local Plan review evidence base and accumulated experience of planning for New Forest District.
- 3.3 The Key Issues are organised thematically reflecting the vision and priorities set out in our Corporate Plan, including:
- Protecting and enhancing the special and unique character and environment of the New Forest area
  - Providing more homes for local people
  - Supporting local businesses to prosper for the benefit of the community
  - Promoting the safety and wellbeing of people who live and work within the District

### Protecting and enhancing the special and unique character and environment of the New Forest area

#### **Key Issue 1: Accommodating development whilst protecting the environment**

- 3.4 What is the right balance between meeting development needs and aspirations within the Plan Area and protecting the quality of the local environment, including avoiding harm to International Nature Conservation sites and to nationally recognised areas of high nature conservation or landscape value such as the New Forest National Park and the Cranborne Chase Area of Outstanding Natural Beauty?

#### **Key Issue 2: Biodiversity and Habitat mitigation**

- 3.5 How can the Local Plan ensure that there is an environmental net gain in the Plan Area? Can the adverse impacts of development on International Nature Conservation sites be avoided or appropriately mitigated, including cumulative air and water quality impacts that mostly arise from outside the Plan Area?

**Key Issue 3: Green Belt**

- 3.6 Are there special circumstances that might justify consideration of land in Green Belt for housing or other development and if so to what extent?

**Key Issue 4: Character and heritage of towns, villages and rural communities**

- 3.7 How can the Local Plan best conserve and enhance the character and heritage of the Plan Area's towns, villages and rural areas to ensure that new development makes a positive contribution to local distinctiveness and quality of life?

## Providing more homes for local people

**Key Issue 5: Housing needs and affordability**

- 3.8 How can the Local Plan best address housing needs? There is a high demand for housing from outside the area and there is a limited supply of suitable land for development. House prices are unaffordable to most local residents trying to access the housing market for the first time.

**Key Issue 6: Ageing population**

- 3.9 How do we best address the accommodation, care and related needs of our ageing resident population when the proportion of residents aged 65 and over is projected to increase by 40% (13,200)<sup>14</sup> between 2016 and 2036?

## Supporting local businesses to prosper for the benefit of the community

**Key Issue 7: Local economy**

- 3.10 How can the Local Plan best help local businesses to prosper and provide good quality local employment? What is the right balance between protecting, releasing and allocating new employment land, recognising that the economically active population of the Plan Area is forecast to increase slightly but primarily in age cohorts approaching retirement age<sup>15</sup>, and where opportunities for new development are limited?

**Key Issue 8: South Hampshire and the Port of Southampton**

- 3.11 How should the Local Plan respond or contribute to supporting the trading and port needs of the national economy as Britain leaves the European Union, and to the economic regeneration of the South Hampshire sub-region, whilst protecting the local environment and ensuring that local communities benefit when major development takes place?

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14 Demographic Projections, JGC 2017, Appendix 2 (projection 2)

15 Demographic Projections, JGC 2017, Appendix 2 (projection 2)

**Key Issue 9: Vibrant and sustainable towns and villages**

- 3.12 How can the Local Plan help sustain strong rural communities and ensure the continued viability and vitality of the town centres as local providers of shopping and other needs, in the face of major competition from accessible major centres outside the Plan Area?

**Key Issue 10: The rural economy and tourism**

- 3.13 How can the Local Plan encourage sustainable rural enterprise and tourism that will benefit the local economy without harming the environmental and landscape qualities of the area?

**Protecting and promoting the safety and wellbeing of people who live and work within the District**

**Key Issue 11: Meeting the challenge of climate change**

- 3.14 How can the Local Plan respond to the risks posed by climate change including rising sea levels and increased likelihood of flooding, and help to minimise the harmful impacts of development activity and promote renewable resource use within the Plan Area?

**Key Issue 12: Infrastructure and local services**

- 3.15 How can the Local Plan help ensure adequate provision of infrastructure and locally accessible services and facilities, when new development can only address its own consequences and cannot be expected to redress historic deficiencies, in a wider context where service-providers are facing budget restraint and pressures to centralise services?

**Key Issue 13: Transport and accessibility**

- 3.16 How can the Local Plan maintain, promote and where possible improve access to services, employment, social and leisure opportunities by public transport, cycling and walking, whilst also maintaining safe and convenient access by car for which there is often no practicable alternative (especially in rural areas)?

**Key Issue 14: Leisure, culture and recreation**

- 3.17 What provision is needed in the Local Plan to ensure suitable provision for leisure, cultural activities, open space, sports and recreation by all age groups to encourage and enable active and healthy lifestyles?

## Local Plan Vision

By 2036 **New Forest District** (outside the National Park) will be characterised by thriving and prosperous communities that provide for the housing, business and community needs of residents.

The natural beauty and cultural heritage of the adjoining New Forest National Park and Cranborne Chase AONB, and the International Nature Conservation sites and nationally protected habitats in the New Forest area will have been safeguarded and enhanced.

The character, heritage and local distinctiveness of the towns and villages will have been protected and enhanced by contextually appropriate and well-designed development providing a wide spectrum of new homes addressing and prioritising the diverse needs of district residents at all stages of life. New residential development will provide improved facilities for the whole community, including significant areas of natural recreational green space retaining and enhancing key landscape features and biodiversity in areas of new development. This will provide improved access to the countryside promoting healthy and active lifestyles, whilst also buffering sensitive ecological areas and natural landscapes, and safeguarding the special qualities of the adjoining New Forest National Park. The communities living around it will continue to strongly identify with the New Forest National Park.

**Totton and the Waterside** will continue to play an important and growing role in the regional and national economy, whilst also protecting and enhancing the International Nature Conservation sites in the New Forest and Solent and functioning as a good neighbour and positive gateway to the New Forest National Park.

The regeneration of the former Fawley Power Station site and new communities north of Totton and Marchwood will provide new opportunities, facilities, and open spaces for residents in the Waterside sub-area.

Within the **South Coastal Towns** the selective Local Plan release for development of land in sustainable locations that no longer strongly serve the purposes of Green Belt provides significant opportunities for growth for the first time in a generation. Strongly performing Green Belt land will continue to be protected and the recreational, landscape and environmental value of the Green Belt adjoining development locations will be enhanced. The release of land for development will provide more affordable opportunities for younger households to help sustain the vitality and diversity of south coast towns and villages, whilst also better meeting the diverse accommodation needs of older households in the community.

Within the **Avon Valley and Downlands** area the natural beauty and tranquillity of the Cranborne Chase AONB will continue to be protected. Continued protection of the lower Avon Valley as Green Belt will play an important complementary role in helping to sustain the open views and long vistas which are an essential part of the landscape character of this mainly rural area, and form an important part of the setting of the adjoining New Forest National Park. Planned growth will help to sustain and enhance the vitality of Fordingbridge and Ringwood as market towns, and will enable improvements to flooding and drainage issues in Fordingbridge and Bransgore.

## Local Plan strategic objectives

- 3.18 We have identified ten strategic objectives for the Local Plan review to support and achieve sustainable development. These objectives reflect and express in our local context the main plan-making requirements set out in national planning policy. They draw on the Sustainability Appraisal process but focus on our highest priorities, and also our biggest challenges that require a judgement to be made between potentially conflicting strategic priorities.

### To protect and enhance the special character and environment of the New Forest District outside the National Park

#### **SO1: Landscape and the countryside**

- 3.19 To safeguard and where possible enhance the special qualities and landscape character of the Plan Area including the Cranborne Chase Area of Outstanding Natural Beauty and the Solent coastline. To provide an appropriate gateway to and setting for the adjoining New Forest National Park. To maintain and enhance the South West Hampshire Green Belt and to protect locally valued views and landscapes. To facilitate enjoyment of and access to the coast and countryside. To conserve, manage and enhance the setting of heritage assets.

#### **SO2: Biodiversity and environmental quality**

- 3.20 To safeguard and improve biodiversity, and the protection and enhancement of wildlife, species, habitats and water bodies in the Plan Area. To avoid where possible or fully mitigate where necessary, the direct and cumulative impacts of development on designated nature conservation sites. To promote the understanding of and care for the natural environment; managing recreational pressures in sensitive locations. To manage and where possible reduce or mitigate activities that unacceptably impact on air quality or levels of noise, dust, odour or light pollution.

#### **SO3: Built environment and heritage**

- 3.21 To provide high quality, safe and attractive living and working environments in our towns, villages and rural areas. To ensure that valued local character and distinctiveness is maintained, that new development is well-designed and is appropriate in scale, density, form and character to its context and landscape setting. To conserve, manage and where possible enhance listed buildings and other built heritage assets.

## To provide more homes for local people

### **SO4: Housing provision**

- 3.22 To provide at least 10,420 additional homes within the Plan Area during 2016-2036 to help meet the needs of the District within the Southampton, Bournemouth and Salisbury housing market areas, directing larger scale provision to the main towns and larger villages.

### **SO5: Housing needs, mix and affordability**

- 3.23 To provide a range and choice of good quality new homes by type, size, tenure and location. To ensure that new housing provision as far as possible addresses local housing needs providing, in particular homes more affordable for younger households and a wider spectrum of homes and other measures enabling older residents to continue to live well and remain independent in their New Forest communities.

## To support local businesses to prosper for the benefit of the community

### **SO6: Economic opportunity**

- 3.24 To facilitate a healthy and growing economy operating within environmental limits. To maximise the benefits to local communities from significant new development. To support economic growth that reflects and complements the District's specific qualities and advantages, in particular low impact tourism, knowledge-based enterprises and marine industries. To improve the supply of flexible, modern premises micro and start-up businesses need to establish and grow locally. To support and promote measures that enable local residents and employees to access and take up local employment opportunities including to improve their skills and knowledge required, and enabling services such as childcare provision.

### **SO7: Vibrant and sustainable towns and villages**

- 3.25 To maintain the economic vitality and viability of town centres. In the main towns to have a good range of facilities providing for the social, cultural, entertainment, economic, shopping, leisure, community, health and educational needs of all sections of the local community. In villages, to maintain and enable local retail and service provision to meet day-to-day needs in rural areas.

### **SO8: Rural areas and tourism**

- 3.26 To promote a positive future for rural areas and to help secure their economic prosperity and social well-being by supporting farming and traditional commoning practices including back-up grazing, agricultural and rural enterprise, tourism

and the diversification of the rural economy in ways which are compatible with environmental and landscape objectives.

## To protect and promote the safety and wellbeing of people who live and work within the District

### **SO9: Climate change and environmental sustainability**

- 3.27 To improve the resilience of local communities to climate change, including managing the risks of flooding and coastal erosion. To prioritise the beneficial re-use of previously developed land and to promote the use of renewable resource and energy sources within sustainable limits. To manage and where possible reduce vehicular emissions and other local factors contributing to climate change or that degrade sensitive environments or quality of life.

### **SO10: Infrastructure provision and sustainable access to opportunities and facilities**

- 3.28 To secure provision of the social and physical infrastructure necessary to manage the impact of new development on existing services and communities. To enable participation by all age groups in active recreation to facilitate healthy lifestyles, by providing public open space and opportunities for leisure, sport and informal recreation. To improve safe access to opportunities, services and facilities that enable a fulfilling life including by walking, cycling and where viable by enhancements to public transport services.
- 3.29 Figure 3.1 shows how the Local Plan key issues and strategic objectives relate to each other, and how they are addressed by the policies of the Local Plan.

<b>Key Issues</b>	<b>Local Plan Objectives</b>	<b>Policies addressing the objective</b>
1, 3, 7, 10	SO1: Landscape and the countryside	STR1-4, ENV2, ENV4
1, 2, 7, 10	SO2: Biodiversity and environmental quality	STR1-4, ENV1, Saved DM2
1, 4	SO3: Built environment and heritage	STR1, 3, 4, ENV2, ENV3, IMPL2, Saved DM1
5, 6	SO4: Housing provision	STR1, 3, 4, 5, Site policies SS1 – SS18
5, 6	SO5: Housing needs, mix and affordability	STR1, 3, 4, HOU1-5, SS1 – SS18
7, 8	SO6: Economic opportunity	STR1, 3-6, ECON1-4, Site policies SS1, SS4, SS14
9, 10	SO7: Sustainable towns and villages	STR1, 3, 4, ECON5-6
4, 10	SO8: Rural areas and tourism	STR1, 3, 4, HOU5, Saved CS19, CS21
2, 11	SO9: Climate change and environmental sustainability	STR1, 3, 4, 9, CCC1, IMPL2, Saved DM4, DM6
6, 7, 12, 13, 14	SO10: Infrastructure provision and sustainable access to opportunities and facilities	STR1, 7, 8, CCC2, IMPL1, Saved CS7, DM26

**Figure 3.1: Main relationships between Key issues, objectives and policies (continued on page 21)**



Strategic Objectives										
Policies	1	2	3	4	5	6	7	8	9	10
STR1										
STR2										
STR3										
STR4										
STR5										
STR6										
STR7										
STR8										
STR9										
ENV1										
ENV2										
ENV3										
ENV4										
HOU1										
HOU2										
HOU3										
HOU4										
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IMPL3										
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Saved CS21										
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## 8. Community safety and climate change

- 8.1 The Local Plan aims to create places that are safe and healthy to live in now and that will remain so in the future. This chapter addresses the community safety aspects of natural processes including those arising from climate change, as well as the implications of industrial and other developments and installations. **Policy ENV3: Design quality and local distinctiveness** addresses safety and security within developments through the masterplanning and design process.

### Safe and healthy communities

- 8.2 This policy seeks to ensure that new development is appropriately managed or controlled where it poses or exacerbates environmental or other safety risks to communities, and that existing health and safety risk factors are avoided wherever possible in affected or sensitive locations, or minimised where development is necessary. A range of health and safety risk factors have been considered in identifying the Strategic Sites allocated in this Local Plan.
- 8.3 Parts of the Plan Area are affected by or at risk of fluvial, ground or surface water flooding, sea level rise and coastal erosion with links to climate change. Flood risk is addressed in the section following this policy.
- 8.4 The Plan Area, and in particular the Totton and the Waterside sub-area, also contains a range of infrastructure, installations and industries that could give rise to various forms of pollution (including noise), or which involve the use of hazardous substances or explosives covered by specific regulatory regimes. These include the Fawley oil refinery complex, major gas and oil pipelines, and military installations. Within the consultation areas around these installations, the development potential of land may be constrained especially for uses with vulnerable occupants such as children or care home residents.
- 8.5 Modelling<sup>72</sup> shows that traffic emissions may reach or exceed recommended thresholds for human health in the Plan period in a small number of locations near the M27 north of Totton and near the A31 at Ringwood. Development in the Plan Area may also have implications in relation to an existing Air Quality Management Area in Lyndhurst in the New Forest National Park, and to the Clean Air Zone that is being established in Southampton to tackle traffic-related exceedance of air quality limits for human health in the city centre and around the port and its main access routes.

- 8.6 All of the Plan Area lies in either or both of the aerodrome safeguarding consultation zones for Bournemouth and Southampton airports. Whilst not a constraint on most forms or types of development, the airport operator must be consulted in relation to relevant proposals within the identified safeguarding zones.

- 8.6 All of the Plan Area lies in either or both of the aerodrome safeguarding consultation zones for Bournemouth and Southampton airports. Whilst not a constraint on most forms or types of development, the airport operator must be consulted in relation to relevant proposals within the identified safeguarding zones.

### **Policy CCC1: Safe and healthy communities**

- i. Development should not result in pollution or hazards which prejudice the health and safety of communities and their environments, including air quality and the water environment. Where necessary to enable development to take place, appropriate measures will be required to prevent, control, mitigate or offset the impacts or risks of development on community health and safety.**
- ii. When the opportunity arises, particularly through development or redevelopment, remedial measures will be taken to address existing pollution or hazards which prejudice the health and safety of communities and their environments.**
- iii. Development within the safeguarding area of a military explosives storage area or within the consultation zones of a hazardous industrial site or pipelines will be restricted or managed either in accordance with Health and Safety Executive guidelines, or in consultation with the Secretary of State for Defence, as applicable.**
- iv. In the interests of public safety, vulnerable developments will not be permitted**
  - a. Within the defined Coastal Change Management Area at Barton-on-Sea to Milford-on-Sea unless in accordance with [Saved Policy DM6: Coastal Change Management Areas](#);**
  - b. In areas at risk of flooding unless in accordance with the sequential and exceptions tests;**
  - c. On contaminated, polluted or unstable land unless it is first adequately remediated or otherwise made safe for the proposed use and for the local community prior to occupation.**

### **Supporting text**

- 8.7 The Health and Safety Executive (HSE) is a statutory consultee for planning applications around major hazard sites and pipelines and on applications for hazardous substances consent. The HSE has identified inner, middle and outer consultation zones around major potential hazard sites or installations, and provides guidance<sup>73</sup> on appropriate development within the three consultation zones, taking into account the nature of the risk posed, and the scale of potential

73 [www.hse.gov.uk/landuseplanning/](http://www.hse.gov.uk/landuseplanning/)

exposure to that risk (based on the scale of development and the relative vulnerability of potential occupiers). In very general terms most forms of major residential development in the inner and middle HSE consultations zones would not be in accordance with HSE advice, and development with more vulnerable occupiers e.g. care homes would not be in accordance with HSE advice in any of the consultation zones. Similar arrangements apply around locations where the military may store explosives.

- 8.8 An Air Quality Assessment is likely to be needed for development that would:
- Significantly affect traffic congestion, speed or volume (especially HGV volume) during construction or operation;
  - Introduce new point sources of air pollution (including dust during construction);
  - Expose future occupiers to existing sources of air pollutants;
  - Affect International Nature Conservation sites or biodiversity especially by deposition or concentration of pollutants.
- 8.9 Site promoters are recommended to contact the Council's Environmental Health team to confirm whether an Air Quality Assessment is likely to be needed in support of a future planning application.

## Flood risk

- 8.10 Significant parts of the Plan Area face some level of flood risk. Areas at risk include low-lying land near the coast and around water courses (including rivers, streams and the feeder streams, drains and ditches that flow into them), and areas affected by rainwater surface run-off. Maps of areas at risk of marine, fluvial and surface water flooding are maintained on a Government website<sup>74</sup> and periodically updated by the Environment Agency. These maps take into account flood modelling work undertaken in the Strategic Flood Risk Assessment (SFRA)<sup>75</sup> prepared to inform the Local Plan Review.
- 8.11 Climate change will increase the extent and degree of flood risk over the Plan period and in the longer term, as a consequence of rising sea levels and more extreme weather events. These effects are modelled in the SFRA. In addition the geology of the Plan Area includes underlying chalk and gravel. Groundwater may exacerbate fluvial flooding or present additional risks of surface water flooding, especially when the water table is elevated in prolonged wet periods.

<sup>74</sup> <https://flood-map-for-planning.service.gov.uk/>

<sup>75</sup> [www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base](http://www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base)

- 8.12 To address flooding risks the Council will apply national policy<sup>76</sup> to ensure that flood risk is taken into account at all stages in the planning process. The Sequential Test will be applied to direct new development to areas with the lowest probability of current and future flooding, and to control and avoid inappropriate development in areas at current or future risk from flooding.
- 8.13 The Exception Test will be applied to consider proposals that it is not possible to locate in areas of lower flood risk, taking into account any wider benefits of the development proposal, and safety consideration on- and off-site. Appropriate flood warning and evacuation plans are a SFRA requirement for any sites at risk of flooding where development is allocated or permitted in accordance with the flooding Exception Test.
- 8.14 In considering potential or proposed locations for development it is therefore important that, as far as reasonably possible, development is located where the risk of flooding (from all sources) is and will remain lowest, taking account of climate change and the vulnerability of future uses to flood risk. The Flood Risk Vulnerability Classification in National Planning Policy Guidance<sup>77</sup> identifies 'Highly vulnerable' and 'more vulnerable' uses that are least appropriate to locate in flood risk areas. These include emergency service stations, mobile home parks, caravans, hospitals, residential institutions and housing. Where appropriate the Strategic Site Allocation Policies provide site-specific guidelines for managing, minimising or mitigating flood risk, informed by the SFRA.
- 8.15 It is equally important that where development can safely take place in areas prone to flooding, that it does not worsen flood risk elsewhere, and that opportunities presented by development to reduce existing flood risks are taken. Where proposed development would resolve or significantly reduce existing risks of flooding or drainage network overload this will be accorded significant positive weight in determining the planning application. In accordance with **Policy ENV3: Design quality and local distinctiveness** the use of Sustainable Drainage Systems (SuDS) will be sought wherever they would be effective in reducing the risks of flooding including by drainage network overload.

## Safe and sustainable travel

- 8.16 Safe site access and the impact of new development on the capacity and safety of the transport network are important planning considerations, as is the need to encourage and enable more sustainable means of travel including walking and

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76 2012 NPPF paragraphs 93 to 108 (2019 NPPF paragraphs 155 – 165) Planning Practice Guidance,

77 PPG Paragraph: 028 Reference ID: 7-028-20140306

cycling, to reduce reliance on private vehicles. Walking and cycling will be promoted by ensuring all development has safe and convenient links to existing and proposed pedestrian and cycle routes including those on adjacent developments.

- 8.17 This policy addresses how new development is accessed including parking and servicing arrangements, and how the development is connected to the road network, public transport services, footpaths and cycle ways. New development may also provide opportunities to deliver improvements to the transport network, to improve access and the ease or convenience of movement, and to install or improve communications systems that may reduce the need to travel.



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### **Policy CCC2: Safe and sustainable travel**

**New development will be required to:**

- i. Prioritise the provision of safe and convenient pedestrian access within developments, by linking to and enabling the provision of more extensive walking networks wherever possible, and where needed by providing new pedestrian connections to local facilities;**
- ii. Provide or contribute to the provision of dedicated cycle routes and cycle lanes, linking to and enabling the provision of more extensive cycle networks and providing safe cycle routes to local schools wherever possible;**
- iii. Consider and wherever possible minimise the impact of development on bridleways and horse riders;**
- iv. Provide sufficient car and cycle parking, including secure cycle parking in schools and colleges, work places, bus and rail stations, and in shopping areas in accordance with the adopted [Parking Standards Supplementary Planning Document](#)<sup>78</sup>;**
- v. Incorporate infrastructure to support the use of electric vehicles; and**
- vi. Provide, or contribute proportionately to the provision of, any highways or public transport measures necessary to enable the development to be accommodated in a safe and sustainable manner, including the requirements identified in any applicable [Strategic Site Allocation Policies](#).**

## Supporting text

### [Access and connectivity](#)

- 8.18 New development must accord with Government and Highway Authority design guidance related to road safety, and safe and convenient access for pedestrians and cyclists are paramount.

<sup>78</sup> [www.newforest.gov.uk/article/14291/Parking-Standards](http://www.newforest.gov.uk/article/14291/Parking-Standards)

- 8.19 Preparation of a Transport Assessment will be required where a proposed development will or is likely to generate significant vehicle movements, or to affect pedestrian, cyclist or road safety. The Transport Assessment must demonstrate that the impact of the development on the transport network is acceptable, or how any unacceptable impacts or risks will be satisfactorily controlled or mitigated.
- 8.20 The **Strategic Site Allocation Policies** set out site-specific requirements for sustainable transport measures identified to be necessary to support the proposed development. Wherever footpath, pedestrian and cycle routes run alongside or through the site, there is a presumption that these routes will be retained and improved by the development.
- 8.21 Site-specific Transport Assessments may identify that additional measures are necessary. Developer contributions will be sought where they are necessary and reasonably required to improve pedestrian and cycle routes, or to support or provide public transport services.
- 8.22 Where a development Transport Assessment identifies a need for mitigation measures to manage or reduce vehicle movements, a Travel Plan will be required setting out practicable measures to promote and encourage sustainable travel including walking and cycling.

### Parking

- 8.23 Proposed parking in new developments will be assessed in relation to the Council's adopted **Parking Standards Supplementary Planning Document**, which alongside **Policy IMPL2: Development standards** includes a requirement for the provision of electric car charging points.
- 8.24 It is important to ensure that a realistic and sufficient level of vehicle and cycle parking is provided where new development takes place. The availability of sufficient car parking has a role in improving accessibility to necessary local services and facilities, particularly in rural areas and for the less mobile including people with disabilities. Equally it is important to approach parking requirements and standards with some flexibility to ensure land is used efficiently, having regard to existing parking provision, the realistic needs arising from the proposed development, and the accessibility of the location by other travel modes.
- 8.25 Where developments are large enough to include on-site parking, parking provision must be addressed as an integral part of the design and site masterplanning process. Where on-street parking is relied upon in whole or part, streets should either be designed to accommodate likely demand (if the site is large enough), or it should first be demonstrated that existing on-street parking capacity is sufficient to meet likely current and future needs. In such schemes, on-street electric car charging points should be provided.

- 8.26 Traffic Regulation Orders will be applied where necessary or desirable to regulate the speed, weight, movement and parking of vehicles, or to regulate pedestrian access.
- 8.27 Where necessary, measures will be put in place to ensure that communal or public parking areas are managed efficiently and effectively for the primary benefit of the car park's intended users. This may include considering how on-street parking will be managed and maintained if the Highways Authority does not wish to adopt the street.

## **Saved Policies**

- 8.28 The following Saved Policies may also be relevant:
- New Forest District (outside the National Park) Local Plan Part 2: Sites and Development Management (2014)
    - Saved Policy DM4: Renewable and low carbon energy generation
    - Saved Policy DM5: Contaminated land
    - Saved Policy DM6: Coastal Change Management Area
    - Saved Policy DM7: Restrictions on new soakaways
    - Saved Policy DM26: Development generating significant freight movement

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## 5. Protecting our special environment

### Nature conservation, biodiversity and geodiversity

- 5.1 As set out in Strategic Objective SO2 and Saved Policy DM2 (Local Plan Part 2, 2014) the overall objective is that developments should protect and enhance biodiversity.

### Mitigating the impacts of development on International Nature Conservation sites

- 5.2 The significant extent and ecological sensitivity of International Nature Conservation sites in and adjoining the Plan Area makes accommodation of the development a major challenge. All development in the Plan Area must meet the requirements of the **Conservation of Habitats and Species Regulations 2017** and this may significantly affect how or whether a presumption in favour of sustainable development can be applied to planning decisions<sup>28</sup>.
- 5.3 The Habitats Regulations Assessment (HRA) of the Local Plan identifies that without appropriate mitigation, planned development (either alone or in combination with development elsewhere) would be likely to have a range of significant effects on a number of International Nature Conservation sites, or that significant effects could not be ruled out. These include potential effects on plants and species due to traffic emissions on roads through the New Forest, water quality impacts from increased discharge of phosphorus or nitrogen to the River Avon or to the Solent and Southampton Water respectively, and recreational disturbance in the Solent and New Forest arising from an increased population.
- 5.4 Where harmful impacts are identified to be likely, development can only take place where that harm is avoided, or fully mitigated if it cannot be avoided. Avoidance of harm is best achieved by not locating high impact activities in sensitive locations, but within the Plan Area this cannot be wholly avoided. Where harmful effects cannot be ruled out, the requirements of the **Conservation of Habitats and Species Regulations 2017** can best be met by applying the Precautionary Principle to avoid or mitigate possible harm.
- 5.5 Mitigation measures will be applied until such time as it can be demonstrated (based on monitoring and review of the impact of mitigation measures through the Local Plan review process) that it can reasonably be concluded that development is unlikely to have a harmful effect on International Nature Conservation sites.

<sup>28</sup> NPPF 2012 paragraph 119 (NPPF 2019 paragraph 177) states that: "The presumption in favour of sustainable development (paragraph 14) does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined."

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

- 1. Except as provided for in the first paragraph of [Saved Policy DM2: Nature Conservation, Biodiversity and Geodiversity](#), development will only be permitted where the Council is satisfied that any necessary mitigation, management or monitoring measures are secured in perpetuity as part of the proposal and will be implemented in a timely manner, such that, in combination with other plans and development proposals, there will not be adverse effects on the integrity of any of the following International Nature Conservation sites:**
  - The New Forest Special Area of Conservation (SAC), the New Forest Special Protection Area (SPA) and the New Forest Ramsar site;
  - The Solent Maritime SAC, Solent and Isle of Wight Lagoons SAC, the Solent and Southampton Water SPA, and the Solent and Southampton Water Ramsar site;
  - The River Avon SAC, Avon Valley SPA and Ramsar site; and
  - The River Itchen SAC.
- 2. For residential development and the provision of overnight visitor accommodation adverse effects can be adequately mitigated by implementing approved measures relevant to the site location, including as set out in the [Mitigation for Recreational Impacts SPD](#) and in the [Solent Recreation Mitigation Strategy](#)<sup>29</sup>, and in supplementary guidance on nutrient management.**
- 3. For non-residential developments, the requirement for mitigation will be considered on case-by-case basis with regard to the nature, scale and location of the proposed use.**
- 4. The approved mitigation measures for residential developments currently include:**
  - i. For developments providing 49 or fewer net additional units of residential accommodation, financial contributions towards the provision of recreational mitigation measures as set out below and in the [Mitigation for Recreational Impacts SPD](#):**
    - (a) Projects for the provision of alternative natural recreational green spaces and recreational routes: new or improved open space and recreational routes of a quality and type suitable to attract residents of new development within the Plan Area who might otherwise visit the International Nature Conservation sites for recreation; and**
    - (b) Access and Visitor Management: measures to manage the number of recreational visits to the New Forest and Solent Coast International Nature Conservation sites; and to modify visitor behaviour within those sites so as to reduce the potential for harmful recreational impacts; and**

29 <https://solent.birdaware.org/strategy>

- (c) Monitoring of the impacts of new development on the International Nature Conservation sites and establishing a better evidence base: to reduce uncertainty and inform future refinement of mitigation measures.**
- ii. For developments of 50 or more net additional residential dwellings:**
  - (a) Direct provision by the developer of at least eight hectares of natural recreational greenspace per 1,000 population located on the development site or directly adjoining and well connected to it; and**
  - (b) A financial contribution towards Access and Visitor Management and Monitoring as set out above at i(b) and i(c).**
- iii. Additionally for all residential developments within 5.6km of the Solent and Southampton Water SPA, as shown on Figure 5.1, a financial contribution is required towards a Solent-wide programme of visitor management, monitoring and development mitigation projects.**
- iv. Additionally for residential developments and the provision of overnight visitor accommodation draining or discharging wastewater to the River Avon in relation to phosphate neutrality or to the Solent and Southampton Water in relation to nitrogen neutrality, a financial contribution or other appropriate mechanisms to achieve nutrient-neutral development.**
- v. Additionally for all residential developments, a financial contribution towards monitoring and, if necessary (based on future monitoring outcomes) managing or mitigating air quality effects within the New Forest SPA, SAC and Ramsar site.**

## Supporting text

### Policy scope

- 5.6 The primary focus of this policy is the mitigation of impacts of residential development on internationally designated nature conservation sites, as most of the development proposed in the Local Plan is for housing.
- 5.7 The mitigation requirements for residential development apply to all forms of new residential development resulting in the net gain of a self-contained dwelling. This includes new build homes, redevelopment, mixed-use schemes, changes of use including under Permitted Development rights, conversions, affordable housing, sheltered housing, extra care housing, second homes, visitor accommodation, and gypsy and traveller pitches.
- 5.8 Residential and institutional care homes (Use Class C2) are not considered likely to generate recreational impacts on International Nature Conservation sites, but may generate water quality impacts especially if located in the River Avon or Solent catchments.

- 5.9 Non-residential development may also generate impacts that require mitigation. The diversity of possible activities means it is not possible or practical to identify appropriate mitigation measures for every eventuality. Planning applications will need to include an assessment of the potential effects of the development proposed on International Nature Conservation sites, and include appropriate mitigation measures where adverse impacts cannot be screened out.
- 5.10 In general terms, for non-residential uses air quality and water quality impacts are more likely to be relevant issues for mitigation. The main exception is visitor or recreational activities, where recreational impacts of visitors are likely to require mitigation. Mitigation contributions will be required for hotel and visitor accommodation, and a unit of visitor accommodation will be treated as equivalent to a home for the purposes of calculating mitigation contributions, whether or not it is self-contained.
- 5.11 The general (rather than site-specific) recreational impacts of employees can be screened out, as there is a net commuting outflow from the district<sup>30</sup>.

#### Mitigation of recreational impacts from residential development

- 5.12. The Plan Area has easy access to the New Forest National Park and to the Solent coast. International Nature Conservation sites in these areas require the highest levels of protection. A growing local population and the large numbers of summer visitors increase the pressures on sensitive habitat areas.
- 5.13 The New Forest SPA is home to a number of very rare birds which nest on or near the ground during the spring and early summer, and the habitats of the New Forest SPA provide suitable feeding for the birds. The New Forest SAC is particularly important for the diversity of its habitats and the range of rare and scarce species which it supports. It is designated for a range of rare habitats, including European dry heaths, northern Atlantic wet heaths, oligotrophic waterbodies, and Molinia meadows. On the Solent, recreational walking and dog-walking can adversely affect breeding, ground-nesting or over-wintering birds.
- 5.14 Management measures include a ranger service and the provision of advice and information to visitors to enable them to enjoy the New Forest and the Solent coast in ways that have less impact on habitat sites and protected species, especially in sensitive periods such as the nesting season, and ongoing habitat monitoring. Mitigation measures focus on the provision of natural green spaces which are conveniently accessible to the future residents of a development, that provide a suitable recreational alternative to divert some visits which may otherwise have been made to the New Forest and Solent Coast International Nature Conservation sites.

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30 Census 2011



## The GreenWay Project

- 5.15 The **Mitigation for Recreational Impacts SPD**<sup>31</sup> sets out a programme of measures and projects collectively branded the **GreenWay Project**, to relieve recreational pressures on sensitive habitats by:
- Enhancing existing green spaces
  - Enhancing the extensive network of walking routes that exist outside of the sensitive areas
  - Providing Rangers to help manage sensitive areas, and to inform and influence visitor behaviour
  - Providing natural green spaces as part of new residential development.
- 5.16 Contributions are required for all new dwellings located anywhere in the Plan Area to fund a package of mitigation measures. For developments of 50 or more homes, the natural recreational greenspace element will be provided in kind by the developer on land either on or directly adjoining the site. The 50-home threshold reflects Natural England advice and the practical limitations of achieving a suitable layout to meet recreational mitigation requirements on sites below this threshold. A financial contribution to the monitoring and recreational management elements of the GreenWay Project will also be required, and for the in-perpetuity management and maintenance of the mitigation land.
- 5.17 On all sites likely to contain 50 or more homes when fully implemented, alternative natural recreational greenspace (ANRG) must be available for use at the point of dwelling occupation, in proportion to the number of residents likely to occupy the homes completed.
- 5.18 Off-site contributions are not an acceptable alternative to the provision of on-site alternative natural recreational greenspace (ANRG) for development phases on sites likely to contain 50 or more homes, even if that phase is for less than 50 dwellings. Provided that there is an appropriate design solution and enforceable landowner agreements are in place relating to the quantum, location and timing of provision, ANRG provision need not be on the planning application development parcel itself and may be located elsewhere within the wider development.
- 5.19 If pro-rata areas of ANRG are proposed on smaller individual sites within a larger development, these will only be acceptable provided that they are in general accordance with either the Strategic Site concept master plan, or are part of a suitable pre-agreed alternative masterplanning approach, and where delivery of the ANRG is concurrent with housing delivery. This is to ensure that appropriate mitigation measures for the full proposal are properly considered at the outset in both quantitative and design terms.

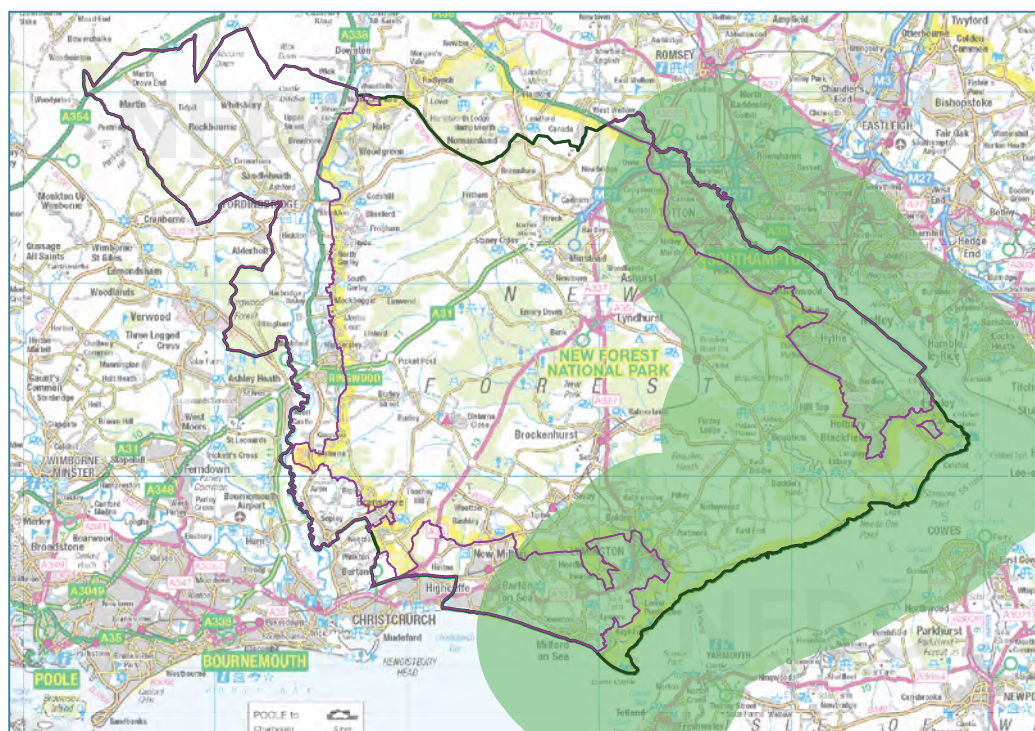
31 [www.newforest.gov.uk/article/14288/](http://www.newforest.gov.uk/article/14288/)

- 5.20 The design, management and maintenance of recreational mitigation areas is important to ensure that they are, and remain, safe and attractive areas for recreational walking and dog exercising. Working with Natural England the Council has established design guidelines and parameters for recreational mitigation land, to ensure it provides effective mitigation by creating attractive recreational walking and dog-walking routes and spaces. The design guidelines are set out in the **Mitigation for Recreational Impacts SPD**, and suitable arrangements are illustrated in the **Strategic Site Allocation Policy** concept master plans, forming part of an integrated approach that will also meet Local Plan objectives to provide net gains for biodiversity and for landscape protection and enhancement (**Policy STR1: Achieving sustainable development; Policy ENV4: Landscape character and quality**).
- 5.21 To be effective and used, recreational mitigation land must also be safe and appear safe to use. Woodland areas may be acceptable if under a high level of management, but densely wooded areas may not be attractive to users concerned about their personal safety.
- 5.22 It will not generally be appropriate to use for recreational mitigation purposes land that has existing species or habitat value, unless it can be demonstrated that its existing habitat value would not be compromised by increased public and dog access.
- 5.23 In some instances it will not be possible to provide recreational mitigation land on or adjoining sites of 50 or more homes, for example on redevelopment sites in existing built-up areas. In these circumstances the developer should put forward the required eight hectares per 1,000 population of land for recreational mitigation in an alternative location that will provide equivalent benefits to the settlement where the site is located, preferably in close proximity to the site.
- 5.24 In all circumstances developers may put forward their own, alternative mitigation measures, provided that they fulfil the requirements of the Habitat Regulations, and are demonstrated to be sufficient by supporting evidence and justification including a project level Appropriate Assessment. Alternative proposals and supporting evidence must be submitted as part of the planning application to inform its determination, setting out enforceable delivery and in-perpetuity maintenance arrangements. Prior consultation with the Council and Natural England is recommended.




### Bird Aware Solent

- 5.25 Bird Aware Solent is the 'brand' name of the Solent Recreation Mitigation Partnership, which comprises fifteen Solent local authorities including New Forest District, the New Forest National Park Authority, Natural England, the Royal Society for the Protection of Birds, the Hampshire and Isle of Wight Wildlife Trust, and the

Chichester Harbour Conservancy. The strategy aims to manage disturbance of birds over-wintering in the Solent from increasing coastal recreational activities. It seeks to do this through a series of projects and management measures including a ranger service which actively encourage all coastal visitors to enjoy their visits in a responsible manner. To fund this work, contributions are required from new dwellings within 5.6km of the Solent SPA as shown in Figure 5.1. Details are set out in the **Solent Recreation Mitigation Strategy (2017)**<sup>32</sup>.



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-  New Forest District boundary
-  Plan Area
-  Solent Mitigation Area

**Figure 5.1 Map of the Solent Recreation Mitigation Strategy 5.6km area**

5.26 The Solent and Southampton Water SPA and Ramsar is designated to protect a range of wading and migratory birds, species which also rely on areas outside the SPA boundary.

32 [https://solent.birdaware.org/media/29372/Bird-Aware-Solent-Strategy/pdf/Solent\\_Recreation\\_Mitigation\\_Strategy.pdf](https://solent.birdaware.org/media/29372/Bird-Aware-Solent-Strategy/pdf/Solent_Recreation_Mitigation_Strategy.pdf)

- 5.27 There is potential for new development on land adjacent to or in close proximity to Solent waders and Brent Goose sites to impact on the ecological function of the Solent and Southampton Water SPA network. Proposals for development on terrestrial waders and Brent Goose sites located on land identified in the **Solent Waders and Brent Goose Strategy**<sup>33</sup> should have due regard to the mitigation measures set out in that strategy.

## Water quality and the mitigation of nutrient enrichment

### The River Avon

- 5.28 Phosphorus concentrations in the River Avon have reached a level where adverse effects upon the integrity of the River Avon SAC cannot be ruled out. Natural England and the Environment Agency advice is that new development should therefore be phosphorus neutral to the River Avon, until a long-term solution is identified, for example through the OFWAT 2024 price review for water and wastewater service providers.
- 5.29 The Planning Authorities in the River Avon catchment working with Wessex Water, Natural England and the Environment Agency will identify suitable mitigation or off-setting measures to enable development proposals to achieve phosphate neutrality, including an update of measures set out in the **River Avon Nutrient Management Plan**<sup>34</sup>.

### The River Itchen and the Solent

- 5.30 Evidence<sup>35</sup> suggests uncertainty as to whether or not housing development in southern Hampshire in the later part of the Plan period would be likely to have a significant adverse effect on the River Itchen and the Solent due to nutrient enrichment. Applying the precautionary principle, subsequent Natural England advice is that harmful effects cannot be ruled out from the development of additional dwellings, visitor or institutional overnight accommodation. In the longer term the situation may be resolved by future arrangements for water supply and wastewater treatment in south Hampshire, which have their own regulatory processes. Until any such arrangements are operational, new development in the Solent must achieve nitrate neutrality for both foul drainage and surface water run-off by other appropriate means, on- or off-site.
- 5.31 The Council will support the Environment Agency, Natural England, water companies and surrounding authorities in the development and implementation of solutions to achieve nitrate neutral development and projects which reduce

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33 <https://solentwbgs.wordpress.com/>

34 [www.gov.uk/government/publications/nutrient-management-plan-hampshire-avon](http://www.gov.uk/government/publications/nutrient-management-plan-hampshire-avon) (2015)

35 The Integrated Water Management Study (2018) prepared for the Partnership for Urban South Hampshire (including NFDC)

nutrient inputs to the Solent designated sites from wastewater discharges. Where necessary based on evidence of harmful impacts or by application of the precautionary principle, additional mitigation measures may be applied to developments that directly or indirectly discharge wastewater into the Solent.

### Air Quality in the New Forest

- 5.32 Modelling of traffic emissions from cumulative traffic growth over the Plan period has identified potential for significant adverse effects of parts of the New Forest SPA and SAC from nitrogen deposition and ammonia, particularly near main road corridors through the New Forest in areas lacking screening woodlands.
- 5.33 There are uncertainties in the data, but the precautionary principle applies requiring a modest financial contribution from development to ongoing monitoring of the effects of traffic emissions on sensitive locations, to trigger management or mitigation measures and developer contributions to implement them if harmful effects are confirmed in the future.
- 5.34 If future air quality monitoring identifies that significant adverse effects are occurring or likely, legal agreements or other appropriate mechanisms will be put in place to ensure that homes subsequently permitted would be required to make reasonable and proportionate developer contributions for air quality management or mitigation.

### The South West Hampshire Green Belt

- 5.35 The extent of the Green Belt in the Plan Area is shown on the Policies Map. It covers areas outside defined settlement boundaries in all of the South Coastal Towns sub-area, and all of the Avon Valley and Downlands sub-area to the south of Ringwood. It adjoins more extensive Green Belt areas in Dorset that preserve the openness of countryside around the Christchurch, Bournemouth and Poole conurbation.
- 5.36 National policy<sup>36</sup> identifies that the Green Belt serves five purposes:
- to check the unrestricted sprawl of large built-up areas
  - to prevent neighbouring towns merging into one another
  - to assist in safeguarding the countryside from encroachment
  - to preserve the setting and special character of historic towns
  - to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

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36 NPPF 2012 paragraph 80, NPPF 2019 paragraph 134

- 5.37 With new development focused on the edge of existing towns and villages, the spatial strategy also seeks to maintain the distinct identity of settlements. Continuing to maintain the Green Belt and gaps between settlements therefore forms part of the spatial strategy.
- 5.38 The designation of Green Belt in the New Forest area first received ministerial support in 1960, although the South West Hampshire Green Belt was first formally designated by the Hampshire Structure Plan in 1983. The Hampshire Structure Plan Review (2000) removed from Green Belt areas that would become part of the then pending New Forest National Park, retaining the remaining Green Belt and re-stating its purposes as follows in the context of the establishment of the New Forest National Park:
- “A Green Belt will be maintained in South West Hampshire south of Ringwood between the county boundary; coast and New Forest Heritage Area. Proposals for development within it will be subject to policies to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another and assist in safeguarding the countryside from encroachment.”<sup>37</sup>
- 5.39 This Local Plan Review included the first full review<sup>38</sup> in 2016 of the South West Hampshire Green Belt since the formation of the New Forest National Park, in recognition that there was unlikely to be sufficient, suitable development land to meet development needs unless the release of Green Belt land for development was considered. The 2016 review concluded that most of the Green Belt continues to serve the purposes of the Green Belt very well, but also identified some areas that made a weaker contribution to Green Belt purposes. Those areas making a weaker contribution that were also in appropriate locations for strategic housing development have been removed from the Green Belt.

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37 Policy G4 of the Hampshire Structure Plan Review 2000

38 New Forest District Green Belt Study, LUC 2016

- 5.45 Most of the Local Plan Strategic Site Allocations are on the countryside edge of towns and villages. A significant proportion of the site allocations will bring developed areas closer to the edge of the New Forest National Park, and closer to areas of identified ecological significance. These are locations where over-intensive or urbanised development forms are unlikely to be suitable or contextually appropriate, and where poorly designed development would have the potential to cause significant harm. National policy is that 'planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions'<sup>40</sup>.
- 5.46 Whilst the primary focus of the Local Plan is on delivering housing, the principles of this policy are equally applicable to other forms of development.

### **Policy ENV3: Design quality and local distinctiveness**

**All development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality by creating buildings, streets, places and spaces that are:**

- **Functional: well connected to surrounding uses, and logically laid out so that different elements work well together in a manner that is safe to access, easy to navigate, convenient to use and that makes effective use of both developed land and open spaces;**
- **Appropriate: sympathetic to its environment and context, respecting and enhancing local distinctiveness, character and identity; and**
- **Attractive: visually appealing and enjoyable to be in.**

**New development will be required to:**

- i. **Create buildings, streets and spaces which are sympathetic to the environment and their context in terms of layout, landscape, scale, height, appearance and density and in relationship to adjoining buildings, spaces and landscape features;**
- ii. **Avoid unacceptable effects by reason of visual intrusion or overbearing impact, overlooking, shading, noise and light pollution or other adverse impacts on local character or residential amenity;**
- iii. **Create buildings, streets and spaces which are accessible to those with disabilities or of reduced mobility, that are safe and easy to navigate, and that minimise opportunities for anti-social and criminal behaviour or other public threats;**
- iv. **Integrate sufficient car and cycle parking spaces so that realistic needs are met in a manner that is not prejudicial to the character and quality of the street, highway safety, emergency or service access or to pedestrian convenience and comfort;**

40 NPPF 2012 paragraph 64, NPPF 2019 paragraph 130

- v. **Incorporate design measures that improve resource efficiency and climate change resilience and reduce environmental impacts wherever they are appropriate and capable of being effective, such as greywater recycling and natural heating and cooling, and the use of Sustainable Drainage Systems (SuDS);**
- vi. **Provide appropriately designed green spaces including sufficient planting, and where applicable: provision for play, sports and natural green spaces for recreational mitigation; and**
- vii. **Enhance the sense of place by ensuring that buildings, streets and spaces are attractive to look at through good architecture, landscape and street design.**

## Supporting text

- 5.47 The Council has published a number of Design Statements, Local Distinctiveness Guides and Conservation Area Appraisals<sup>41</sup> which will assist in identifying the features and characteristics of the Plan Area that are valued by local communities.
- 5.48 For residential developments, further guidance is provided in the **Strategic Site Allocation Policies**.
- 5.49 The use of **Design and Access Statements** as a means of securing good quality design is strongly encouraged.

## Landscape character and quality

- 5.50 Where development takes place the character of the landscape or townscape will inevitably change, especially if the land is currently countryside. The key to the achievement of a net environmental gain in landscape terms is to ensure that the change arising from development is as positive as it can be. By retaining and augmenting key landscape and townscape features, as part of creating a strong landscape framework for new development, the place created can have its own distinctive landscape character and quality whilst also relating well to its landscape context.

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41 [www.newforest.gov.uk/article/14288/](http://www.newforest.gov.uk/article/14288/)



### **Policy ENV4: Landscape character and quality**

**Where development is proposed there is a requirement to retain and/or enhance the following landscape features and characteristics through sensitive design, mitigation and enhancement measures, to successfully integrate new development into the local landscape context:**

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

### Supporting text

5.51 The creation of a robust Green Infrastructure framework of spaces, trees, planted features, links, watercourses and corridors will be of fundamental importance to the character, quality and sustainability of new developments that take place in the Plan Area. The first step towards achieving this is to analyse and document the landscape qualities of the site within its wider setting using a recognised methodology, to underpin the design and masterplanning process.

5.52 The Policies Map identifies some features of local landscape value<sup>42</sup> relevant to the application of **Policy ENV4** that were identified by **Saved Policy DW-E12** of the **New Forest District Local Plan First Alteration (2005)**.

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<sup>42</sup> The identified features are not an exhaustive list and may be supplemented by further features that may be identified in Part Two of the Local Plan Review, by Neighbourhood Plans, by other future Supplementary Planning Documents, or by landscape assessments prepared in support of planning applications

## Saved Policies

5.53 The following Saved Policies may also be relevant:

- New Forest District Local Plan First Alteration (2005)
  - Saved Policy DW-E12: Protection of Landscape features
- New Forest District (outside the National Park) Core Strategy (2009)
  - Saved Policy CS7: Open spaces, sport and recreation
- New Forest District (outside the National Park) Local Plan Part 2: Sites and Development Management (2014)
  - Saved Policy DM1: Heritage and Conservation
  - Saved Policy DM2: Nature conservation, biodiversity and geodiversity
  - Saved Policy DM8: Protection of public open space, private recreation land and school playing fields
  - Saved Policy DM9: Green Infrastructure linkages

## 6. Housing

- 6.1 **Policy STR5: Meeting our housing needs** together with the **Strategic Site Policies** set out how and where the objectively assessed housing need for 10,420 homes will be provided in the Plan period. The policies of this chapter provide guidance on the types of homes to be provided to meet identified community needs, including for parts of the community with particular needs.
- 6.2 For policies on householder development and other non-strategic housing policy matters see also the Saved Policies (listed at Appendix A) and the relevant Supplementary Planning Documents and other published guidance.<sup>43</sup>

### Housing type, size, tenure and choice

- 6.3 To sustain a mixed and balanced community requires the provision of a variety of housing to rent and to buy, to meet the different needs of the community. In addition to responding to market demand, this will include providing homes that are affordable for households on moderate and lower incomes, homes for families with children, couples, single person households and homes designed to meet the needs of older people and people with disabilities.

- Entry level and other lower cost forms of market housing, including flats and smaller houses, to buy or for private rent

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43 <https://www.newforest.gov.uk/article/1168/Planning-Policy-Guidance>

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#### **Policy HOU1: Housing type, size, tenure and choice**

**The strategy is to ensure that all residential development helps to address the diversity of housing needs of local people at all stages of life by providing a mix and choice of homes by type, size, tenure and cost.**

**The policy objectives are to improve the diversity of housing choice, and to achieve an overall balance of housing provision in general accordance with housing needs evidence. Each development should contribute appropriately to improving housing diversity wherever possible, taking into account the location, size and characteristics of the site, the form of development proposed and the viability of the scheme.**

### Supporting text

- 6.4 **Policy HOU1** seeks the provision of a greater range and quantity of the following types and tenures in appropriate locations:
- Entry level and other lower cost forms of market housing, including flats and smaller houses, to buy or for private rent

43 [www.newforest.gov.uk/article/14288/](http://www.newforest.gov.uk/article/14288/)

- Accommodation suitable for households requiring enhanced accessibility standards
- Homes which provide specialised care on-site including sheltered and extra care housing
- Homes attractive to active older households and down-sizers, including bungalows and smaller homes with higher accessibility and space standards
- Plots for self- and custom-build housing, including for travellers
- Affordable housing in accordance with **Policy HOU2**

6.5 Evidence of housing need in the Plan Area will be updated over time and development proposals will be assessed in light of the most robust and up-to-date information. Current evidence<sup>44</sup> summarised in Figure 6.1 suggests a need for a greater proportion of new stock to be smaller-to-medium-sized homes. Larger homes continue to form part of future new home supply, but the existing housing stock of the Plan Area is predominantly 3 and 4-bedroom homes, and turnover within the existing stock will continue to be the main source of supply for meeting future demand for larger homes.

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

**Figure 6.1: Indicative need for different sizes and tenures of home<sup>45</sup>**

6.6 Provision of more, smaller homes will help to meet the needs of newly forming households, including those not eligible for affordable housing. Smaller homes should be designed to be affordable and to meet the needs of newly forming households, or to be attractive to ‘down-sizers’ when they no longer need their family home (see **Policy HOU3: Residential accommodation for older people**). Provision of smaller homes could also include homes designed for private rent in appropriate locations, as private rented homes play an important role in meeting needs for lower cost market housing for lower income residents who are unlikely to qualify for affordable housing and are unable to purchase a home<sup>46</sup>.

44 SHMA 2014, Objectively Assessed Housing Need (JGC 2017)

45 Source: Housing Affordability, JGC 2017, figure 4.9, updating and broadly consistent with the New Forest Strategic Housing Market Assessment 2014 (Table 2)

46 Housing Affordability (JGC 2017 Fig 3.5 - Fig 3.7)

- 6.7 Based on demographic evidence there is an element of need for one-bedroom homes. One-bedroom homes are considered more likely to meet both need and occupier preferences where they are provided either as private rental accommodation, or as low-cost or affordable extra-care accommodation<sup>47</sup>. For home buyers and providers of affordable housing, two-bedroom homes offer much more flexibility for changing needs.
- 6.8 Strategic housing site allocations are large enough to accommodate areas of different character and density within them, and are expected to include a broad mix of new homes more closely corresponding to Figure 6.1. Large new developments of predominantly 3-4 bedroom homes would not meet the requirements of this policy.
- 6.9 The viability of housing sites of 100 or more homes has been tested on the basis that the requirement for housing diversification would be met alongside and in addition to the provision of affordable housing<sup>48</sup>. Viability testing included that around 5% of the market housing would be provided in the form of a modest 2-bedroom entry level or starter homes offered at a 20-25% discount to open market value.
- 6.10 Viability testing also included the provision of smaller bungalows. On the rural edge of settlements where lower densities may be necessary for reasons of contextual appropriateness or landscape sensitivity, bungalows and self-build plots are a form of development that may be especially suitable.
- 6.11 There is an element of demand<sup>49</sup> for self and custom-build housing opportunities in the Plan Area. This is a form of housing provision national policy seeks to encourage to help diversify housing supply. However, the challenges in meeting the general housing needs of the local population are such that the Local Plan cannot respond to all self-build aspirations and the development industry already offers home buyers some scope for home customisation or custom build. The particular aim of this part of the policy is therefore to address the lack of supply of moderately priced, serviced land parcels sufficient for local people wishing to build an average family home, either by self-build or by contracting their own independent builder.
- 6.12 Where serviced self-build plots are provided, legal agreements or other appropriate mechanisms will be put in place to ensure that for a reasonable period, the first opportunity to purchase is offered to persons already on the **New Forest District**

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47 To help meet the needs of an expected increase in single older person households (SHMA 2014 para 8.14)

48 New Forest District Council Economic Viability Assessment 2018 - Whole Plan Review Viability Assessment (Three Dragons)

49 New Forest District (outside the National Park) Self-Build and Custom Housebuilding Register

**Self-Build and Custom Housebuilding Register**<sup>50</sup> who can demonstrate a local connection to New Forest District (including the New Forest National Park).

## Affordable housing

- 6.13. Market housing is less affordable in the Plan Area than in surrounding districts and a high proportion of the total identified need for housing is for affordable housing: 361 homes per annum representing 69% of the total annual housing requirement<sup>51</sup>.
- 6.14 To address the housing needs of those unable to afford market housing, including workers providing essential community services, a significant proportion of the housing built will need to be affordable housing. Under current <sup>52</sup>Government funding arrangements, most of the affordable housing that will be provided in the future will be built by developers as part of a market housing development without external funding support. The Council has therefore considered the economic viability of development<sup>53</sup> in setting the affordable housing target. The analysis takes into account the policy requirements of this Local Plan including habitat mitigation, and the developer contributions that are necessary to provide sufficient community facilities and infrastructure, whilst also providing a reasonable financial return to both land owners and developers. The need to ensure that housing development is viable means that not all affordable or specialised housing needs can be met.
- 6.15 The provision of social rented affordable housing is a high Council priority, and the Council will continue to be a significant provider of social rented housing. Around 30% of households cannot afford to pay more than 'social rents', a social housing tenure which plays an important role for households, including families on single low incomes that are unable to afford the higher 'affordable rents'<sup>54</sup>.
- 6.16 As at 2018 National Planning Policy states that developments below certain size thresholds are not required to provide affordable housing.

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50 [www.newforest.gov.uk/article/16869/Self-Build-and-Custom-Housebuilding-Register](http://www.newforest.gov.uk/article/16869/Self-Build-and-Custom-Housebuilding-Register)

51 New Forest Objectively Assessed Housing Need, JGC 2017, figure 2

52 As at 2018

53 New Forest District Council Economic Viability Assessment 2018 - Whole Plan Review Viability Assessment (Three Dragons); Fawley Waterside Viability Appraisal, NCS 2017

54 Housing Affordability, JGC 2017, figures 3.4-3.8

## Policy HOU2: Affordable housing

**There is a requirement for all new developments of 11 or more dwellings, or of more than 1,000 sqm gross internal area of residential floorspace, to provide affordable housing as follows:**

- i. In Totton and the Waterside area, the target is for 35% of new homes to be affordable housing.**
- ii. In the rest of the Plan Area, the target is for 50% of new homes to be affordable housing.**
- iii. The tenure mix target is to provide 70% of affordable homes for rent, split equally between social and affordable rent, and 30% intermediate or affordable home ownership tenures including shared ownership.**
- iv. Affordable housing provided should be indistinguishable in appearance from the market housing on site, and distributed evenly across the site.**

**The viability of development will be taken into account in applying this policy as set out in [Policy IMPL1: Developer contributions](#).**

## Supporting text

- 6.17 Where there is a particular local need social rented housing will be sought in the form of family housing, with commensurate adjustments to the size, tenures and mix of other forms of affordable housing to be provided, to achieve equivalent development viability.
- 6.18 It is anticipated that most intermediate/affordable home ownership products will be in the form of shared ownership housing, especially in higher value areas. Discounted or low-cost home ownership products will be accepted as affordable housing if a lower quartile income household could afford to purchase the home at the offered price with a 10% deposit and a mortgage of four times household income. 'Starter homes' at a discount to market value are unlikely to qualify as affordable housing<sup>55</sup>, but can assist in meeting demand for entry level market housing.
- 6.19 Affordable housing tenure mix flexibility will also be applied where a development is primarily providing a specialised form of housing such as build-for-rent or certain forms of older persons housing, where the provision of some forms or tenures of affordable housing would be incompatible with the nature or purpose of the development.

<sup>55</sup> Housing Affordability, JGC 2017, paragraph 42: for a 2-bedroom home a market price discount of 44% is estimated as being necessary to make the home as affordable as the private rental housing equivalent



- 6.20 Whilst the affordable housing target will be viable in most circumstances, especially on previously undeveloped land, variations to the affordable housing tenure mix or affordable housing target will be supported where it is demonstrated to be necessary.
- 6.21 Variations are more likely to be demonstrably justifiable on previously developed land, and in some circumstances on smaller greenfield sites in lower value areas. It is also recognised that the estimated costs of necessary infrastructure or facilities may change or, exceptionally, unforeseen circumstances may arise which make delivery of the full affordable housing requirement unviable. Where there are no other mechanisms available to improve the viability of a housing development to a fair profit level, the Council will consider varying the affordable housing tenure mix, and if necessary the timing of delivery, before considering whether a reduced level of affordable housing provision would be acceptable. In exceptional circumstances, consideration may be given to alternative mechanisms to secure the equivalent delivery of affordable housing off-site.
- 6.22 In such circumstances it will be for the developer to clearly demonstrate why any exception from the policy is necessary, and to provide this information as part of the planning application to inform its determination. This will be tested using an economic viability assessment toolkit which will examine specific site viability, based on 'open book' information relating to the costs and values of that particular development that explains and justifies any departures from standard development costs. Further guidance is provided in [Policy IMPL1: Developer contributions](#).

## Residential accommodation for older people

- 6.23 The resident population of the Plan Area is ageing and living longer, and the number of people aged 75 and over is projected to increase by 65% (12,800) in the Plan period, and by 2036 almost half the Plan Area population is projected to be aged 55 and over<sup>56</sup>. The majority of older residents will continue to live in mainstream housing. Many will prefer to remain in their existing homes and to live independently for as long as they are able to. New technologies and in-home care may help them to do so.
- 6.24 Whilst turnover in and renewal of the existing stock of specialist older persons accommodation will help to meet some future needs, there remains a significant need to provide new specialist accommodation during the Local Plan period, especially for the very elderly. Based on national prevalence rates of health and other factors affecting the ability of local residents to live independently<sup>57</sup>, homes

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56 NFDC Demographic Projections, JGC 2017, Appendix 2 (projection 2)

57 Housing LIN

designed to be suitable for the changing needs of older people, including sheltered and extra care housing may need to comprise around a fifth of the new homes provided in the Plan period. Whilst this figure is best treated as indicative, such provision can help local people to continue to live independently in more suitable accommodation if they wish to, freeing up existing family houses for others. Some homes designed to meet the needs of older people are also likely to be suitable for households with impaired mobility or some other specialist care needs.

6.25 There are around 1,600 care home bed spaces in the Plan Area, sufficient in quantitative terms to meet the needs of the current population, and to accommodate needs in the first five years of the Plan period (based on national prevalence rates). However, the current models of care home service provision and funding appear likely to change in the near future. Accordingly, in the first five years of the Plan period the highest priorities in providing specialist accommodation for older people are:

- to increase the level of self-contained extra care housing units that provide a higher level of support to enable continued independent living; and
- to encourage the renewal or replacement of general residential care home stock to better serve more specialised and intensive support needs, such as providing dementia care or end-of-life hospices.

6.26 In the medium to longer term the growth in population aged 75+, and in particular aged 85+, will generate need for additional care home bed spaces including specialised nursing homes<sup>58</sup> that address specific local needs not met by existing facilities.

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58 Ibid

### **Policy HOU3: Residential accommodation for older people**

**The strategy is to enable older people to continue to live independently by:**

- **Taking a positive and flexible approach to the adaption of homes where it would enable the occupier to continue to live independently, or for the occupier to accommodate a friend or family member requiring care;**
- **Ensuring that new homes are built to standards that are capable of adaption to meet the future needs of older people and others with care needs; and**
- **Ensuring that new housing provision includes housing types designed to be suitable for older people.**

**Care homes (Use Class C2) for older people and others will be supported on sites in existing care home use, and in other locations suitable for residential use provided that there is an identifiable local need for registered care provision that cannot reasonably be met by existing care home facilities in the Local Plan sub-area.**

### **Supporting text**

- 6.27 Where specialist self-contained accommodation for older people is provided, it will be important to ensure that residents benefit from a high level of amenity and shared community spaces to encourage companionship and social activities whilst enabling residents to live independently as far as possible. For example, by ensuring the development is located close to local facilities and services and includes information technology such as high speed broadband to enable remote access to support and services. Specialist older persons' accommodation should also include features such as level access without steps, increased storage including for mobility vehicles, a ground floor bath/shower room, a guest bedroom for visiting family, stairwells that can accommodate a stair lift and low maintenance garden areas with outdoor seating. See **Policy IMPL2: Development standards** for accessibility requirements.
- 6.28 On-site provision of affordable housing will be sought on sheltered and extra care housing schemes, also in the form of sheltered and extra care housing, having regard to the viability implications of any communal or care facilities and services provided.

#### **Care homes (Use Class C2)**

- 6.29 Given the limited supply of land suitable for residential use in the Plan Area, it is not appropriate to accommodate wider market demand for commercial care home development if it does not specifically address a local need not met by existing facilities in the Plan Area. Where care home development is proposed based on

meeting specific local needs, an operator commitment to provide residential care to clients referred by the District Council or Hampshire County Council will be given positive weight.

- 6.30 Exceptions will be made where primarily self-contained retirement housing developments, include an element of residential care accommodation to provide full care to residents who may need it on a short-term basis before returning to independent living, or to ease the transition to more specialised forms of care when appropriate.
- 6.31 Affordable housing contributions will not be sought for residential care homes that fall within Use Class C2.

## Gypsies, travellers and travelling showpeople

- 6.32 There are historic links between gypsies and the New Forest area. Gypsies and travellers make up a small but higher-than-average proportion of the Plan Area population. National policy<sup>59</sup> is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life while respecting the interests of the settled community.
- 6.33 The **Hampshire Consortium Gypsy, Traveller and Travelling Showpeople Accommodation Assessment** (GTAA, May 2017) indicates a confirmed need in the Plan Area as follows:
- One additional permanent pitch for gypsies and travellers, arising after 2031;
  - Current need for four plots for travelling showpeople; and that
  - Some additional needs may arise from traveller households that did not participate in the assessment survey.

<sup>59</sup> Planning policy for traveller sites, DCLG 2015 <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

## 9. Implementation

### Developer contributions

- 9.1 New development often creates a need for new or improved infrastructure and community facilities without which the development could have a detrimental impact upon amenity, safety or the environment. Development can also help to achieve the objectives of the plan, for example by providing affordable housing, a coherent footpath and cycleway network and improvements to the environment.
- 9.2 **Policy STR8: Community services, infrastructure and facilities** sets out the strategy to secure or enable provision of the infrastructure and community services and facilities that are needed in the Plan Area. This policy sets out the mechanisms for securing appropriate contributions from developers to meet the needs arising from their developments, or to mitigate its impact on existing infrastructure, facilities and services.
- 9.3 It is important to understand the limitations of the planning system in relation to infrastructure provision. National policy is that planning obligations, such as to require developer contributions for infrastructure, should only be placed on developers where they are necessary to make the development acceptable in planning terms, and they must also be directly related to the development, and fair and reasonable in scale and kind. For a development impact to be 'acceptable in planning terms' does not mean that the current situation must be improved upon or made no worse, and it is not the role of developer contributions to make up historic deficiencies - these are the responsibility of the infrastructure provider and beyond the scope of the planning system.

### **Policy IMPL1: Developer contributions**

**All developments must provide, or contribute proportionately to the provision of, any on-site and off-site infrastructure, facilities, affordable housing, public open space and habitat mitigation measures that are necessary and reasonably required to support the development and mitigate its impacts to achieve a sustainable development.**

**Where the development is part of a larger site, the developer will be expected to demonstrate how the provision of infrastructure and services for the application area forms a coherent part of a comprehensive solution for the site as a whole, and how the proposal can be delivered without prejudicing the development of the site as a whole.**

**In exceptional circumstances where it is demonstrated in a robust and independently tested viability study that there are previously unidentified cost considerations that render development unviable, the Council will work with the applicant to explore options to restore viability in the following order of preference. The starting position is that there will be a proportionate reduction in returns to the developer and land owner for any reduction in developer contributions agreed, within acceptable margins of profitability<sup>79</sup> relative to development risk.**

- i. Varying the development proposal if development costs could be reduced without unacceptably compromising design quality or sustainability.**
- ii. Where it is possible, phase or defer the required contributions in whole or part, including by the use of Grampian planning conditions.**
- iii. Vary, reduce or remove contributions that would have the least impact on the achievement of sustainable development.**

**As last resort development that would be unsustainable without the inclusion of necessary but unfunded infrastructure, facilities, affordable housing, public open space or recreational mitigation, will be refused planning permission.**

### **Supporting text**

- 9.4 The mechanism to secure developer contributions will depend on the type of infrastructure and the site circumstances, as set out within the Infrastructure Delivery Plan for requirements currently identified to be needed.
- 9.5 The methods for collecting contributions from developers include the Community Infrastructure Levy (CIL) (or future equivalent), Section 106 and Section 278 legal agreements. The Council will prepare an Infrastructure Funding Statement annually to set out how infrastructure projects will be funded in accordance with the CIL Regulations 2010 (as amended) or future equivalent.

<sup>79</sup> See PPGV paragraph 018 Reference ID 10-0178-20190509

- 9.6 Where Section 106 Legal agreements are used, they will be drafted by the Council (Section 278 agreements are drafted by Hampshire County Council as Highway Authority). The developer will be responsible for the costs resulting from administering the agreement. For developments that appear likely to take place over an extended period or to evolve over time, planning agreements will include formulae or other appropriate mechanisms to ensure flexibility for changing circumstances, so that the appropriate contribution will be made when the details of the development are finalised without the need to re-negotiate the agreement.
- 9.7 A CIL or Section 106 contribution may be made 'in kind', by the direct provision of the necessary facilities or project by the developer. Where the contributions required are published as standard charges, reasonable allowance will be made for any on- or off-site provision in kind that will be made by the developer, and for any existing infrastructure capacity.
- 9.8 In some circumstances larger sites may be owned or developed by more than one developer, or brought forward in more than one planning application. Where this is the case for a Strategic Site Allocation, the various developers will be expected to collaborate on the provision of the infrastructure and facilities which are needed to serve them all, preferably through equalisation agreements where their proportionate impacts and costs are fairly reconciled in advance of making planning applications.
- 9.9 Equalisation agreements may also be needed where several land parcels in a larger site all rely on infrastructure that will be provided off-site, or will be provided on one of the land parcels towards which the other land parcels will need to contribute.
- 9.10 The Council will have regard to the viability of development. It is expected that policy requirements and related costs arising from the Local Plan and its supporting documents will already have been taken into account in land transactions, which should not therefore be based on unreasonable or over-optimistic assumptions regarding the type and density of development or the extent of planning obligations. The relevant supporting documents include (but are not limited to) the **Infrastructure Delivery Plan**, Supplementary Planning Documents including the **Mitigation for Recreational Impacts SPD** the **Community Infrastructure Levy** or future equivalent, and forthcoming guidance on developer contributions. Viability testing has demonstrated that housing development is likely to be viable in the Plan Area taking into account the known or likely costs of meeting the policy requirements of this Local Plan and its supporting documents. This work has included discussions with infrastructure and service providers to establish the likely development costs that would be borne by the Strategic Site Allocations, as set out in the **Infrastructure Delivery Plan**.

## Development standards

- 9.11 National Building Regulations now address many aspects of the efficiency, sustainability and quality of development previously addressed by the planning system. There remain particular areas where higher standards can and should be applied where they are justified.
- 9.12 As set out in **Policy HOU3: Residential accommodation for older people**, the population aged 75+ is projected to grow 65% (12,800) in the Plan period, and by 2036 almost half the Plan Area population is projected to be aged 55 and over<sup>80</sup>. The number of residents with a long-term disability or mobility limiting medical condition will increase commensurately. Suitably designed accommodation of the appropriate accessibility standards will be required to meet their needs.
- 9.13 The Plan Area is within a wider area designated by the Environment Agency as being under serious water stress, where demand for water must be effectively managed. Parts of the Plan Area are also in a **Clean Air Zone** and traffic emissions affect both human health and International Nature Conservation sites.

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80 NFDC Demographic Projections, JGC 2017, Appendix 2 (projection 2)

81 Or their successors if updated or replaced



## Development standards

- 9.11 National Building Regulations now address many aspects of the efficiency, sustainability and quality of development previously addressed by the planning system. There remain particular areas where higher standards can and should be applied where they are justified.
- 9.12 As set out in **Policy HOU3: Residential accommodation for older people**, the population aged 75+ is projected to grow 65% (12,800) in the Plan period, and by 2036 almost half the Plan Area population is projected to be aged 55 and over<sup>80</sup>. The number of residents with a long-term disability or mobility limiting medical condition will increase commensurately. Suitably designed accommodation of the appropriate accessibility standards will be required to meet their needs.
- 9.13 The Plan Area is within a wider area designated by the Environment Agency as being under serious water stress, where demand for water must be effectively managed. Parts of the Plan Area are also in a **Clean Air Zone** and traffic emissions affect both human health and International Nature Conservation sites.

### Policy IMPL2: Development standards

**New development will meet or exceed the following standards and requirements<sup>81</sup> to help minimise their environmental impact and/or to be adaptable to the future needs of occupiers over their lifetime.**

- i. Visitable Dwellings standards of Part M4(1) of the Building Regulations except for Sheltered and Extra Care homes which should be built to the Wheelchair Adaptable Dwelling standard of Part M4(3)2a of the Building Regulations.**
- ii. The higher water use efficiency standard in accordance with Part 36(2) (b) of the Building Regulations, currently a maximum use of 110 litres per person per day.**
- iii. New commercial developments of 250 - 999 sqm gross internal area (GIA) are required to achieve Building Research Establishment Environmental Assessment Method (BREEAM) excellent standard in the water consumption criterion. Commercial development of 1,000 sqm or more GIA is also required to achieve BREEAM excellent standard overall.**
- v. Provision of a high speed fibre broadband connection to the property threshold.**
- vi. Provision to enable the convenient installation of charging points for electric vehicles in residential properties and in residential, employee and visitor parking areas.**

80 NFDC Demographic Projections, JGC 2017, Appendix 2 (projection 2)

81 Or their successors if updated or replaced

## Supporting Text

### Visitable dwellings

- 9.14 New development must comply with the latest mandatory national standards for access. As at spring 2020, these are the Visitable Dwelling standard as set out in the Building Regulations **Approved Document M: Volume 1- Dwellings** part M4(1).<sup>82</sup>
- 9.15 For sheltered and extra care housing, the requirements of M4(3)2a of the Building Regulations should be provided in all circumstances.

### Water efficiency standards

- 9.16 The higher water use efficiency Building Regulations standard is applied to all residential development in the Plan Area. Further efficiencies are encouraged, and Southern Water seeks<sup>83</sup> to achieve a higher efficiency standard of 100 litres per person per day by 2040 to manage demand in Hampshire (affecting the Totton and the Waterside sub-area). For commercial buildings the national BREEAM standard<sup>84</sup> provides an equivalent mechanism for water efficiency, and a wider benchmark including other measures of environmental performance and sustainable construction.
- 9.17 The Council is also adopting the most efficient water use standard partly due to the potential risk of adverse impacts from water abstraction for the River Itchen SAC, and to reduce wastewater discharge that may adversely affect the River Avon SAC by increasing phosphorus levels or concentrations.

### Telecommunications

- 9.18 Development should provide digital communications infrastructure, including superfast broadband, as an integral requirement for new homes and business premises. The Government recognises that reliable broadband internet access is essential for homes throughout the country to benefit from online services, including future opportunities to provide remote social, health and care services that may help to support independent living, as well as potentially reducing the need to travel for employment purposes (with air quality benefits). Appropriate, universal and future-proofed infrastructure should be installed and utilised. The Building Regulations already address telecommunications provision within new buildings, but there is a need to ensure that sites are provided with a high quality connection to an exchange with superfast broadband capacity wherever practicable.

82 [www.planningportal.co.uk/info/200135/approved\\_documents/80/part\\_m\\_access\\_to\\_and\\_use\\_of\\_buildings](http://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_access_to_and_use_of_buildings)

83 Draft Water Resource Management Plan 2018

84 BREEAM UK New Construction 2018

### Electric car charging points

- 9.19 Electric and hybrid vehicles are important emerging technologies essential to achieve the national commitment to phase out new combustion engines by 2040. The provision of electric vehicle (EV) charging points within all new developments will also support the early take up of electric vehicles in the Plan Area, helping to reduce the level of traffic emissions and their adverse effects on human health and sensitive habitats.
- 9.20 The success of electric and hybrid vehicles as technologies is partly dependent on there being a readily available supply of vehicle charging points. In accordance with national planning policy, new developments should be designed to enable the provision of plug-in charging points for electric and hybrid vehicles.
- 9.21 Within all dedicated off-street parking spaces that are within the curtilage of a dwelling, the minimum requirement is the installation within the parking space of a dedicated fast charging<sup>85</sup> unit. In new developments where communal parking areas are provided, or where private parking is separate from the premises or dwelling, an electrical supply should be installed with sufficient power capacity to enable the convenient installation of fast charging points to all parking spaces in the future, without the need for significant re-wiring, structural or subsurface works. Some charging points should be provided unless it is demonstrably unfeasible to do so.
- 9.22 With continuing development in technology, new developments should install the latest method of charging that is accepted as an industry standard and cost effective for general use.

### Monitoring the Local Plan

- 9.23 This policy sets out how the **Local Plan 2016-2036 Part One: Planning Strategy** will be monitored. Monitoring is important to ensure that the strategic objectives are being achieved, including that planned growth is being delivered in a timely manner.
- 9.24 The Council will update progress in an **Annual Monitoring Report**. If monitoring demonstrates that Local Plan targets are not being met appropriate action will be taken.

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<sup>85</sup> With at least a 32 amp single phase power supply, or any subsequent higher minimum standard adopted nationally

## 4. Achieving sustainable development

### The spatial strategy

- 4.1 The strategic policies in this chapter:
- Identify the development needs that the Local Plan seeks to meet and where they will be provided; and
  - Set out the key implementation principles that will ensure development is delivered in the right place and in a manner that achieves sustainable development that is appropriate to the sensitive environment and character of the Plan Area.
- 4.2 Taken together the policies of this chapter are the Spatial Strategy for New Forest District outside the New Forest National Park.

### Achieving sustainable development

- 4.3 The National Planning Policy Framework<sup>16</sup> sets out three overarching objectives to achieve sustainable development:
- An economic objective – to help build a strong, responsive and competitive economy;
  - A social objective – to support strong, vibrant and healthy communities; and
  - An environmental objective – to contribute to protecting and enhancing our natural, built and historic environment.
- 4.4 The Local Plan taken as a whole achieves net gains across all three sustainable development objectives, as demonstrated by the Sustainability Appraisal. Identifying sufficient, suitable land to meet development needs poses particular challenges in the Plan Area, which contains extensive areas with high value in habitat or landscape terms, as well as extensive areas subject to flooding or other safety risks. In some cases compromises have been necessary between the three sustainability objectives at the level of individual policies or site allocations, to achieve an acceptable balance for the Local Plan overall.

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16 NPPF 2012 paragraph 7, NPPF 2019 paragraph 8

### **Policy STR1: Achieving sustainable development**

**All new development will be expected to make a positive social, economic and environmental contribution to community and business life in the Plan Area by:**

**Meeting most development needs within settlement boundaries, in a manner that is appropriate for and proportionate to the nature and size of the settlement, and where there is or will be sufficient supporting infrastructure and services;**

- i. Ensuring that the housing needs of local communities are addressed by locating new residential development in sustainable and accessible locations, and ensuring that new development provides a mix of types of home by size, tenure and cost to help to address the full spectrum of local housing needs at all stages of life;**
- ii. Taking a context and landscape-led approach to the siting and design of development to deliver high quality design that maintains local distinctiveness, creates high quality new landscapes and townscapes, safeguards the Green Belt and AONB, sustains and enhances the heritage, scenic and amenity value of the Plan Area, and has appropriate regard to and the purposes of the adjoining New Forest National Park;**
- iii. Achieving an environmental net gain<sup>17</sup> and avoiding wherever possible or mitigating where necessary the direct and indirect impacts of development on the integrity of the New Forest, Solent, River Avon and other International Nature Conservation sites, and on other areas, species or habitats of nature conservation value;**
- iv. Ensuring development contributes to a diverse and thriving local economy providing an overall balance of uses, services and opportunities that are accessible by sustainable transport modes as well as by car, in order that reliance on the private car is minimised;**
- v. Ensuring communities and workers are safe and feel safe, and the risks to people, places and to the environment from potential hazards including pollution, flooding and climate change effects are minimised;**
- vi. Ensuring that new development is adaptable to the future needs of occupiers and future-proofed for climate change and innovations in transport and communications technology.**

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<sup>17</sup> As defined in the glossary and where applicable encompassing the national requirement for development to achieve a biodiversity net gain.

## Protection of the countryside

- 4.5 Areas of Outstanding Natural Beauty (AONBs) and National Parks are statutorily protected landscapes, recognised by Government to be of the very highest quality. The purposes of these designations are subtly different, but they share a common aim of conserving and enhancing the natural beauty of the English landscape, not just for the present, but also for future generations.
- 4.6 There is a duty to have regard to the purposes of both AONBs, under the Countryside and Rights of Way Act, 2000 (Section 85), and National Parks, under the Environment Act, 1995 (Section 62).

### **Policy STR3: The strategy for locating new development**

**The strategy is to locate and direct new development to accessible locations that help to sustain the vitality and viability of the towns and villages of the Plan Area as the focal points of commercial activity and community life, and as safe, attractive and accessible locations to use and visit.**

**Investment and development in town centres and villages that is in accordance with the settlement hierarchy will be supported on environmentally appropriate sites provided that the development achieves a high standard of design that maintains and enhances local character and amenity.**

**Beyond locations where site-specific policies apply and the built-up area boundary of settlements (as defined on the Policies Map), the primary objectives are to conserve and enhance the countryside and natural environment. Development will generally be restricted unless the development proposed is appropriate in a rural setting in accordance with [Saved Policy CS21: Rural economy](#).**

### **Supporting text**

- 4.9 Settlement boundaries include the Strategic Site Allocations set out in [Policies SS1 - SS18](#), and will be further updated through the Local Plan Review Part Two, if required to include any non-Strategic Site Allocations outside the defined built-up areas.

### **The settlement hierarchy**

- 4.10 The settlement hierarchy provides a guideline to where new development proposals of different types and scales can best be accommodated in a sustainable way, taking into account existing facilities and future potential. The towns and villages in the Plan Area have been classified into a settlement hierarchy based on the availability within the settlement, or ease of access to, the following services, potentially reducing the need to travel:
- Shops and 'high street' facilities
  - Schools, health and community facilities
  - Proximity to employment locations and main settlements
  - Public transport

### Policy STR4: The settlement hierarchy

The settlement hierarchy identifies three tiers of settlements and sets out the nature and scale of development that would be appropriate for each type of settlement. Development which is not in accordance with the settlement hierarchy will normally be resisted.

- i. **Towns:** Fordingbridge, Hythe Village, Lymington, Marchwood, New Milton, Ringwood and Totton. These centres offer access to a wider range of employment, facilities and services. They are the most sustainable locations for large-scale residential, retail, leisure, cultural and business development to improve their self-containment and to support and consolidate their local service offer.
- ii. **Main villages:** Ashford, Blackfield, Bransgore, Everton, Fawley, Hardley, Holbury, Hordle, Langley, Milford-on-Sea and Sandleheath. These villages provide a limited to moderate range of local services and in addition to **Strategic Sites** where allocated, they are appropriate locations for small to medium-scale development that sustains their current village role in a manner that is cumulatively proportionate. This includes local service and employment uses. **Strategic Site 4: the former Fawley Power Station** will be treated as equivalent to a main village.
- iii. **Small rural villages:** Breamore, Damerham, Ellingham, Harbridge, Ibsley, Martin, Rockbourne, Sopley and Whitsbury. No built-up area is defined for these small, rural villages and there is a gradual transition from settlement to countryside. These villages have limited access to facilities and workplaces. They are suitable locations for small-scale uses appropriate in a countryside setting and that help to maintain community life, including proportionate and small-scale housing development where it is specifically to meet local housing needs identified by the local community.

### Supporting text

4.11 As a general guideline:

- Large-scale development is defined as for 50 or more homes or 2,500 square metres or more floorspace of non-residential development (gross internal area)
- Medium-scale is defined as 10-49 homes or 500-2,500 square metres floorspace
- Small-scale is defined as under 10 homes or less than 500 square metres floorspace



## Meeting our housing needs

- 4.12 The identification of land to meet identified future housing needs is one of the primary purposes of this Local Plan. This policy identifies broadly when and where the objectively assessed need for housing in the Plan Area will be met. The sites and sources of supply have been assessed to ensure that they are suitable, available and likely to be deliverable for housing within the Plan period.

### Policy STR5: Meeting our housing needs

The target is to provide at least 10,420 additional homes in the Plan Area for the Plan period 2016-2036, phased as follows:

- Approximately 1,500 homes (averaging 300 homes per annum) 2016-17 to 2020-21<sup>18</sup>
- Approximately 2,000 homes (averaging 400 homes per annum) 2021-22 to 2025-26
- Approximately 7,000 homes (averaging 700 homes per annum) 2026-27 to 2035-36

Provision will comprise:

- i. At least 6,000 homes on Strategic Site Allocations set out in Figure 4.1, in accordance with [Strategic Site Allocation Policies SS1 – SS18](#).
- ii. At least 800 homes on sites of 10 or more homes to be identified within or adjoining the defined towns and large villages and allocated in the Local Plan Part Two or in Neighbourhood Plans, which may include sites of 100 or more homes provided that they are within the settlement boundary, to include:
  - a. Around 200 homes on sites to be identified in Lymington and Pennington;
  - b. Around 200 homes on sites to be identified in New Milton Neighbourhood; and
  - c. Around 400 homes on sites to be identified in other towns and large villages.
- iii. Existing commitments of approximately 2,755 homes, including saved site allocation policies<sup>19</sup> from the previous Local Plan Part 2; and
- iv. An estimated 924 homes on small developments of 1-9 homes reflecting past trends, and developments on affordable housing exception sites in suitable locations in the smaller villages to meet local need for affordable and low cost housing for local people in accordance with [Policy HOU5: Rural housing exceptions sites and community-led housing schemes](#).

<sup>18</sup> Based on actual and projected completions before Local Plan Strategic Site Allocations start to deliver

<sup>19</sup> See Appendix A for Saved Policies

## Supporting text

- 4.13 The Strategic Site Allocations of 100 or more homes, identified in Figure 4.1, address the majority of future housing needs not already being met by permitted development proposals or previously allocated sites. The identified capacity of strategic sites is in most cases a minimum target. It reflects what has been demonstrated to be deliverable through preliminary masterplanning work (carried out by the Council in consultation with site promoters), whilst meeting the requirements of other Local Plan policies including public open space requirements and housing mix guidelines, and in relation to mitigating impacts of development on International Nature Conservation sites. Subject to high-quality design and the specific housing mix proposed, it may be possible at detailed design stage that the site capacity exceeds that identified in this Local Plan.
- 4.14 Development phasing reflects the practical reality of lead-in times required to deliver a near three-fold increase in housing completions compared to the preceding Core Strategy housing target: a step change in delivery can only be achieved in steps. The overall phasing takes into account the views of the promoters of Strategic Site Allocations, and factors relevant to the timing and commencement of development including the potential extraction of minerals.
- 4.15 Additional non-strategic sites (of less than 100 homes) will be allocated in Neighbourhood Plans and the Local Plan Part Two, providing scope to respond if necessary to overall housing delivery progress before a full review of this Local Plan is due.
- 4.16 The balance of the required housing supply is expected to come forward on small unidentified ('windfall') sites of under ten homes, plus rural exception sites, reflecting established trends and informed by a review of potential small site supply.

<b>Strategic Site</b>	<b>Site Policy</b>	<b>Estimated minimum capacity<sup>a</sup></b>
<b>Totton and the Waterside</b>		
Land to the north of Totton	SS1	1,000 <sup>b</sup>
Land south of Bury Road, Marchwood	SS2	700 <sup>b</sup>
Land at Cork's Farm, Marchwood	SS3	150
The former Fawley Power Station	SS4	1,380 <sup>c</sup>
<b>South Coastal Towns</b>		
Land at Milford Road, Lymington	SS5	185
Land to the east of Lower Pennington Lane, Lymington	SS6	100
Land north of Manor Road, Milford on Sea	SS7	110
Land at Hordle Lane, Hordle	SS8	160
Land east of Everton Road, Hordle	SS9	100
Land to the east of Brockhills Lane, New Milton	SS10	130
Land to the south of Gore Road, New Milton	SS11	160
<b>Avon Valley and Downlands</b>		
Land to the south of Derritt Lane, Bransgore	SS12	100
Land at Moortown Lane, Ringwood	SS13	480
Land to the north of Hightown Road, Ringwood	SS14	270
Land at Snails Lane, Ringwood	SS15	100
Land to the north of Station Road, Ashford	SS16	140
Land at Whitsbury Road, Fordingbridge	SS17	330
Land at Burgate, Fordingbridge	SS18	400

- a Subject to housing mix and detailed testing at planning application stage.
- b. Around 40 additional homes will be achievable on each site if it can be demonstrated that primary school education needs can be met by expanding existing schools rather than by new school provision.
- c. Around 1,500 homes including land allocated in the New Forest National Park Local Plan 2019 (Policy SP26)

**Figure 4.1 Estimated housing capacity of Strategic Site Allocations**

## Sustainable economic growth

- 4.17 New Forest District has the highest number of active businesses of any local authority in Hampshire (7,700), a diverse mix of businesses with different and changing needs. The leading business sectors in the district are distribution, transport, accommodation and food including tourism, public administration, education and health, construction and manufacturing. Sectors such as information and communication, finance, professional, scientific and technical are under-represented when compared with rates for the wider south east and the UK.
- 4.18 At one end of the spectrum local businesses include nationally significant industrial uses such as the Fawley oil refinery complex, operating in well-established industrial areas and complexes, including some land reserves for future needs. Their primary requirements are a stable, supportive and consistent land use planning environment and good infrastructure links.
- 4.19 At the other end of the spectrum, micro-businesses typically employing fewer than 10 employees make up 89% of the total. Their business and employment needs are primarily for small and flexible workspaces to start-up in, and to grow on.
- 4.20 The Local Plan strategy therefore aims to promote sustainable economic growth that is appropriate to the environmental and locational characteristics of the Plan Area. This will be achieved by retaining and supporting existing business sectors, safeguarding opportunities for future employment and business development, supporting the marine industries sector, by encouraging a greater presence of appropriate higher value and knowledge-based businesses, and promoting the development of flexible workspace and accommodation suitable to meet the diverse needs of and support the significant number of small businesses in our area.
- 4.21 The strategy for sustainable economic growth takes into account that unemployment rates in the Plan Area are currently low, and that with an ageing population the working age population will not increase significantly in the Plan period.

## Policy STR6: Sustainable economic growth

The Council strategy for sustainable economic growth is to maintain and enable a vibrant and prosperous local economy offering a diverse range of local employment opportunities, where existing businesses continue to thrive and new businesses have sufficient and suitable opportunities to form and grow in appropriate locations. This will be achieved by:

- i. The provision of sufficient land to meet the identified need for 126,000sqm of employment floorspace. This will comprise of:
  - a. 18 hectares of employment land (for around 70,000sqm floorspace) allocated within residential-led mixed-use Strategic Site Allocations at Totton (SS1), Fawley (SS4) and Ringwood (SS14);
  - b. 10 hectares of employment land (for around 40,000sqm floorspace) allocated by Saved Policies from the Local Plan Part 2 (2014);
  - c. Around 10,000sqm of employment floorspace completions 2016-2018, and around 30,000sqm on sites with extant planning permission.
- ii. Safeguarding opportunities for future businesses by retaining employment sites and site allocations that are suitable and viable for continued employment use;
- iii. Encouraging a greater presence of higher value, knowledge-based businesses;
- iv. Supporting the Solent marine industries sector and ensuring that direct access to the coast for commercial marine uses and vessels is maintained if sites that currently provide access are redeveloped;
- v. Working with key businesses, transport authorities and other partners in the Waterside area to ensure that its transport infrastructure and capacity is resilient to planned and other potentially significant growth;
- vi. Supporting a sustainable rural economy including low environmental impact businesses and tourism;
- vii. Promoting development or programmes that provide skills or vocational training, business incubation and mentoring, flexible workspace and conference and meeting facilities, or that support flexible working.

## Supporting text

- 4.22 The Business Needs and Commercial Property Market Assessment (2017)<sup>20</sup> indicates that there is realistic potential demand for around 6,300sqm of business floorspace per annum in the Plan Area. Over the Local Plan period 2016-2036 this equates to 126,000 sqm of business floorspace or a requirement for approximately 32 hectares of employment development land.

<sup>20</sup> Commercial Property Market and Business Needs Assessment (2017)

- 4.23 The Partnership for Urban South Hampshire (PUSH) Spatial Position Statement (2016)<sup>21</sup> provides targets for employment provision within the PUSH area of New Forest District (Totton and the Waterside). Need for 32,000sqm of business floorspace is identified for the period 2011 to 2034 (equating to around eight hectares of land). Taking into account allocations in the previous Local Plan in the period 2011- 2016, there is a residual need of around five hectares of employment land within Totton and the Waterside. This figure is within and not additional to the total Plan Area requirement set out in the Commercial Property Market and Business Needs Assessment.
- 4.24 Taking into account the current availability of around 20 hectares of suitable employment land, including the remaining employment land allocations from the Local Plan Part 2 (2014), the strategy addresses identified local employment needs by the provision of around 18 hectares of new employment land as part of the following residential-led mixed use strategic allocations in accordance with the requirements set out within the **Strategic Site Allocation Policies**. These are intended to provide for a range and choice of sites in sustainable locations for a variety of business sectors, to provide jobs close to people's homes, and to enable the replacement of business premises that transition to alternative non-employment uses under permitted development rights.
- Around five hectares of employment land with Strategic Site SS1 Totton, addressing the residual PUSH target
  - Around 10 hectares of business and industrial land, including land for marine industries, and subject to demand up to 16,000sqm of B1 office space, within Strategic Site SS4 the former Fawley Power Station
  - Around three hectares of employment land at Strategic Site SS14 in Ringwood adjacent to the A31.
- 4.25 The **South Marine Plan**<sup>22</sup> and the **Marine Policy Statement**<sup>23</sup> are relevant to planning decisions for the sea, coast, estuaries and tidal waters, and for developments that impact these areas. The Solent LEP has published a register<sup>24</sup> of key waterfront employment sites, including the following in the Plan Area: Eling Wharf, Marchwood Industrial Park, Marchwood Port, Hythe Marina Village, Hythe Marine Park, Fawley oil refinery and the former Fawley Power Station.
- 4.26 The Local Plan strategy also provides a supportive approach to development proposals that would provide skills or vocational training, or business mentoring.

21 [www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/](http://www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/)

22 [www.gov.uk/government/publications/the-south-marine-plans-documents](http://www.gov.uk/government/publications/the-south-marine-plans-documents)

23 [www.gov.uk/government/publications/uk-marine-policy-statement](http://www.gov.uk/government/publications/uk-marine-policy-statement)

24 [https://solentlep.org.uk/media/1342/solent\\_waterfront\\_sites\\_final\\_report\\_register\\_-\\_169\\_15\\_.pdf](https://solentlep.org.uk/media/1342/solent_waterfront_sites_final_report_register_-_169_15_.pdf)

This will help to ensure that local people have opportunities to gain the skills needed to access the jobs and opportunities available and local employers have access to a suitably skilled local labour force.

## Strategic transport priorities

- 4.27 The Local Plan strategy for transport and access aims to promote a more integrated and sustainable local transport network, and to facilitate ease of access to local services and facilities supporting planned development and mitigating its cumulative impact on the highways network and other transport services.
- 4.28 Transport links with neighbouring areas and local accessibility are important to, and have a significant impact on, the lives of communities in the Plan Area. The unusual shape of the Plan Area and dispersed settlement pattern mean that many transport issues within the area need to be considered as part of a bigger picture for a much wider area.
- 4.29 The Strategic Transport Network Assessment (2016)<sup>25</sup> demonstrated that the cumulative impacts of the planned housing growth set out within **Policy STR5: Meeting our housing needs** are not severe and the transport impacts of planned development can be accommodated satisfactorily. Planned growth will place increased pressure on the road network at certain locations, but these impacts can be adequately addressed by specific local measures that are capable of being funded by development contributions or provided as part of site developments. The Strategic Site Allocation Policies and Infrastructure Delivery Plan provide further information.
- 4.30 However it remains important to ensure that future development takes account of land that may be required to deliver existing transport projects, or to address future needs should there be an expansion of port-related transport activity in the Waterside area.

### Policy STR7: Strategic transport priorities

**The Council will support and facilitate major projects that improve accessibility for pedestrians and cyclists, improve public transport, reduce traffic congestion and improve road safety, provided that they can be achieved without an unacceptable impact on the local environment and local communities.**

<sup>25</sup> [www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base](http://www.newforest.gov.uk/article/17031/Local-Plan-Review-supporting-documents-and-evidence-base)





New Forest District Council Local Development Framework

# Local Plan Part 2: Sites and Development Management

New Forest District outside the National Park



## Foreword by Councillor Paul Vickers

This important document sets out detailed planning policies and proposals for New Forest District outside the National Park (for which the New Forest National Park Authority is the relevant local planning authority).

The Core Strategy, which sets out the broad planning framework for the area, was adopted in October 2009. This second development plan document now sets out detailed proposals and policies by which the Council sees the aims and objectives of the Core Strategy being best achieved.

Preparation of this document involved extensive public consultation and a lengthy Examination conducted by an Inspector appointed by the Secretary of State. I would like to thank all of those who have been involved in the process which has resulted in the Council having in place this statutory development plan that best helps the District's population meet their needs while protecting and enhancing the local environment.

2.1 The Core Strategy and the Sites and Development Management document form the statutory development plan for the area (together with the County level minerals and waste development plans). National planning policy is also an important material consideration in any planning decisions.

**Policy NPPF1: National Planning Policy Framework -  
Presumption in favour of sustainable development**

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

2.2 Most of the policies needed for development management are already included in the Core Strategy and/or in national planning policy. This document sets out policies additional to the Core Strategy policies and national planning policy.

**Sustainable Development Principles, Design Quality, and  
Protecting our Special Environment (Heritage and Nature  
Conservation) [Sections 6.1, 6.2 and 6.3 of Core Strategy]**

2.3 The whole Core Strategy is directed towards achieving sustainable development, a high quality of design, and protecting the area's special environment. The first three Core Strategy policies are particularly relevant to these objectives.

- CS1: Sustainable development principles
- CS2: Design quality
- CS3: Protecting our special environment (Heritage and Nature Conservation).

2.4 To help in achieving these Core Strategy policies, the Council will have regard to relevant Supplementary Planning Documents (SPDs) and local

guidance, including Town and Village Design Statements. The Council is preparing a series of Supplementary Planning Documents on Local Distinctiveness. These SPDs aim to help increase understanding and appreciation of local character and distinctiveness and to provide design advice that will help improve the quality of the built environment. Local communities are involved in their preparation. The Local Distinctiveness SPDs for New Milton, Lymington and Ringwood have been adopted. Up to date information on the preparation of Local Distinctiveness SPDs is published on the Council's website.

2.5 The Council has concerns about inappropriate development of residential gardens where it would cause harm to the local area. Accordingly, particular regard will be had to Core Strategy Policy CS2 and relevant supplementary planning documents to safeguard the character of existing residential areas.

2.6 Also, the Council has produced a series of Conservation Area Appraisals and this is being added to over time. Up to date information on the preparation of Conservation Area Appraisals is published on the Council's website.

2.7 This document includes three policies to supplement Core Strategy Policies CS1-CS3.

## Heritage

### **Policy DM1: Heritage and Conservation**

**a.) Development proposals and other initiatives should conserve and seek to enhance the historic environment and heritage assets, with particular regard to local character, setting, management and the historic significance and context of heritage assets.**

**In particular:**

- **All heritage assets will be protected in proportion to their significance. The more significant the heritage asset, the greater the presumption in favour of its conservation.**
- **Development proposals should conserve or enhance the significance, character and appearance of heritage assets.**
- **Any development that may affect archaeological remains should demonstrate the likely impact upon the remains and where appropriate include mitigation measures to reduce that impact. Any information gained as a result of the investigation should be publicly available.**
- **Development proposals should respect historic road, street and footpath patterns that contribute to the character and quality of an area.**

**b.) In assessing the impact of a proposal on any heritage asset, account will be taken of:**

- **the impact of the proposal on the heritage asset and its significance, with regard to the nature of the significance of the**

**heritage asset and the value that it holds for this and future generations**

- the impact of the proposal on the setting of the heritage asset
- the impact of the proposal on public access to, and enjoyment and appreciation of, the heritage asset.

If there would be harm to the heritage asset, account will be taken of:

- how any conflict between climate change objectives and the conservation of the heritage asset is addressed and mitigated
- whether the public benefits of a proposal outweigh any harm caused to the heritage asset. Exceptions to the principle of safeguarding heritage assets from inappropriate development will only be considered where substantial harm is avoided and where the public benefits of a proposed development can be clearly demonstrated to outweigh the level of harm to the significance of the heritage asset.

c.) Where appropriate and necessary to secure the long term future of a heritage asset, in particular where it is in a poor condition or at risk, an exception may be made to other local plan policies, providing:

- the nature of the heritage asset means it is not suitable for all reasonable uses of the site which accord with local plan policies
- the proposal will not materially harm the significance of the heritage asset and its setting, and is sympathetic to its conservation
- any variance in, or departure from, other policies is minimised to that necessary to secure the heritage asset, and the benefits of securing the long term conservation of the heritage asset outweigh the disbenefits.

d.) The local planning authority will work with others, and in particular with local communities, to identify, record and give appropriate recognition to heritage assets not subject to a national designation, but which are of local significance.

2.8 Heritage assets include listed buildings, scheduled ancient monuments, conservation areas, historic parks and gardens, locally listed buildings, locally listed historic parks and gardens, archaeological sites, historic landscapes, and locally important historic road, street and footpath patterns, and the setting of these assets. Identified heritage assets in the Plan area are set out in Figure 3. The Archaeology and Historic Buildings Record (AHBR) is the Historic Environment Record for Hampshire County Council. The Historic Environment Record (HER) provides the evidence base.

2.9 Many heritage assets are not formally designated, for example, sites with archaeological interest may not currently be designated as ancient monuments, and locally distinct buildings valued by a local community may not be listed buildings. Local heritage assets may be identified through Local Distinctiveness SPD, Conservation Area Appraisals, and neighbourhood/community plans, and should be supported by an evidence base that records information on the significance of the heritage asset.

2.10 Historic road, street and footpath patterns can help provide local identity, links between features of historic importance and clues as to the pattern of growth and development of settlements. The Local Distinctiveness Supplementary Planning Documents and Conservation Area Appraisals will help identify historic streets and footpath patterns which are particularly important.

2.11 The Policies Maps identify conservation areas, sites of historic interest (not on the register), and burgrave plots. Listed buildings and ancient monuments are not shown on the Policies Maps.

## Identified Heritage Assets

Conservation Areas		
	Designated	Original designation
Ashlett Creek, Fawley (part)	2000	1993
Bickton	1999	1981
Breamore (part)	2000	1981
Buckland, Lymington (part)	1999	1988
Damerham	2000	1976
Eling (Totton)	2000	1979
Fordingbridge	1999	1975
Hanger Farm, Totton	2000	1986
Harbridge	1999	1993
Hazel Farm, Totton	1999	1996
Hythe	2000	1978
Ibsley	1999	1981
Lymington	1999	1977
Kings Saltern (Lymington)	2001	-
Martin	2000	1974
Milford on Sea	1999	1975
Old Milton Green, New Milton	1999	1993
Ringwood	1999	1983
Rockbourne	2000	1976
Royal Naval Armaments Depot, Marchwood	1999	1997
Sopley	1999	1976
Whitsbury	2000	1976

Listed Buildings*	
around 1000 listed buildings and structures	
English Heritage Register of Parks and Gardens	
	Map reference
Breamore Park	SU155192
Hampshire Register of Historic Parks and Gardens (not on the National Register)	
On the Hampshire Register of Historic Parks and Gardens, including the following identified on the Policies Maps:	
<b>Everton:</b> Efford House	SZ299943
<b>Fordingbridge:</b> Burgate Manor (Game Conservancy) Fryern Court	SU153146 SU143161
<b>Hinton (nr. Bransgore)</b> Hinton Park (also known as Hinton Admiral)	SZ206962
<b>Milford-on-Sea:</b> Newlands Manor	SZ286933
<b>Ringwood:</b> Somerley Park, Ringwood Forest	SU132082
<b>Sandleheath:</b> Sandle Manor	SU136148
<b>Totton:</b> Testwood House, Testwood Lane	SU360144
Burgage plots	
Nos. 2 to 24 High Street Lymington Nos. 45 to 51 High Street Lymington Nos. 55 to 58 High Street Lymington Nos. 63 to 75 High Street Lymington Nos. 124 to 131 High Street Lymington Nos. 43 to 48 St Thomas' Street Lymington	
Scheduled Ancient Monuments *	
On the National Heritage List: <a href="http://list.english-heritage.org.uk/default.aspx">list.english-heritage.org.uk/default.aspx</a>	
Notes: * Designated Heritage Asset not specifically identified on the Policies Map For further information - The Archaeology and Historic Buildings Record: Historic Environment Record (HER) for Hampshire County Council provides supplementary information: <a href="http://hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm">hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm</a>	

**New Forest District (outside the National Park) Identified Heritage Assets**