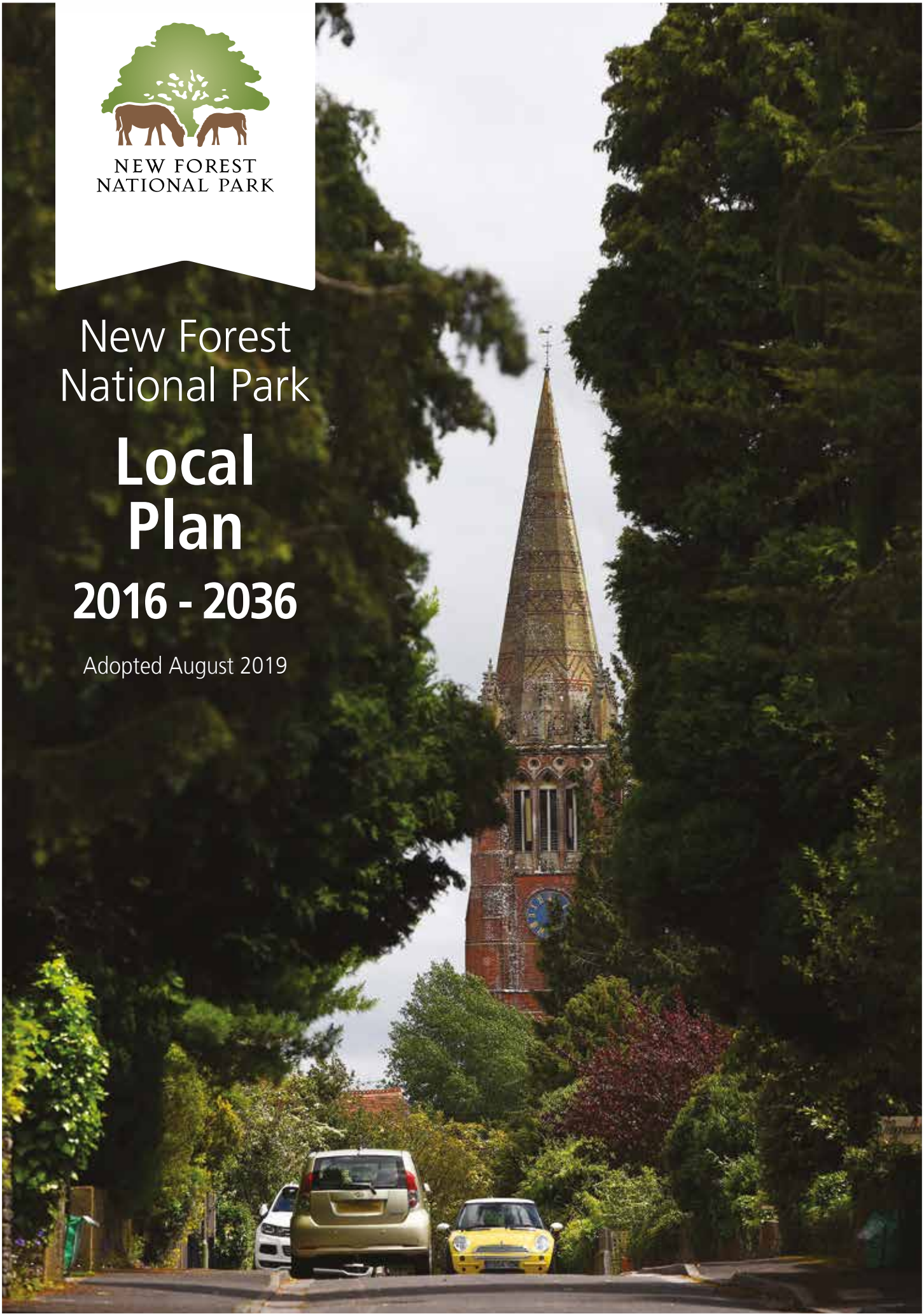
NEW FOREST
NATIONAL PARK

New Forest National Park

Local Plan

2016 - 2036

Adopted August 2019



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Front cover: St Michaels and All Angels church, Lyndhurst.
Below: Thatched cottage, Lyndhurst.

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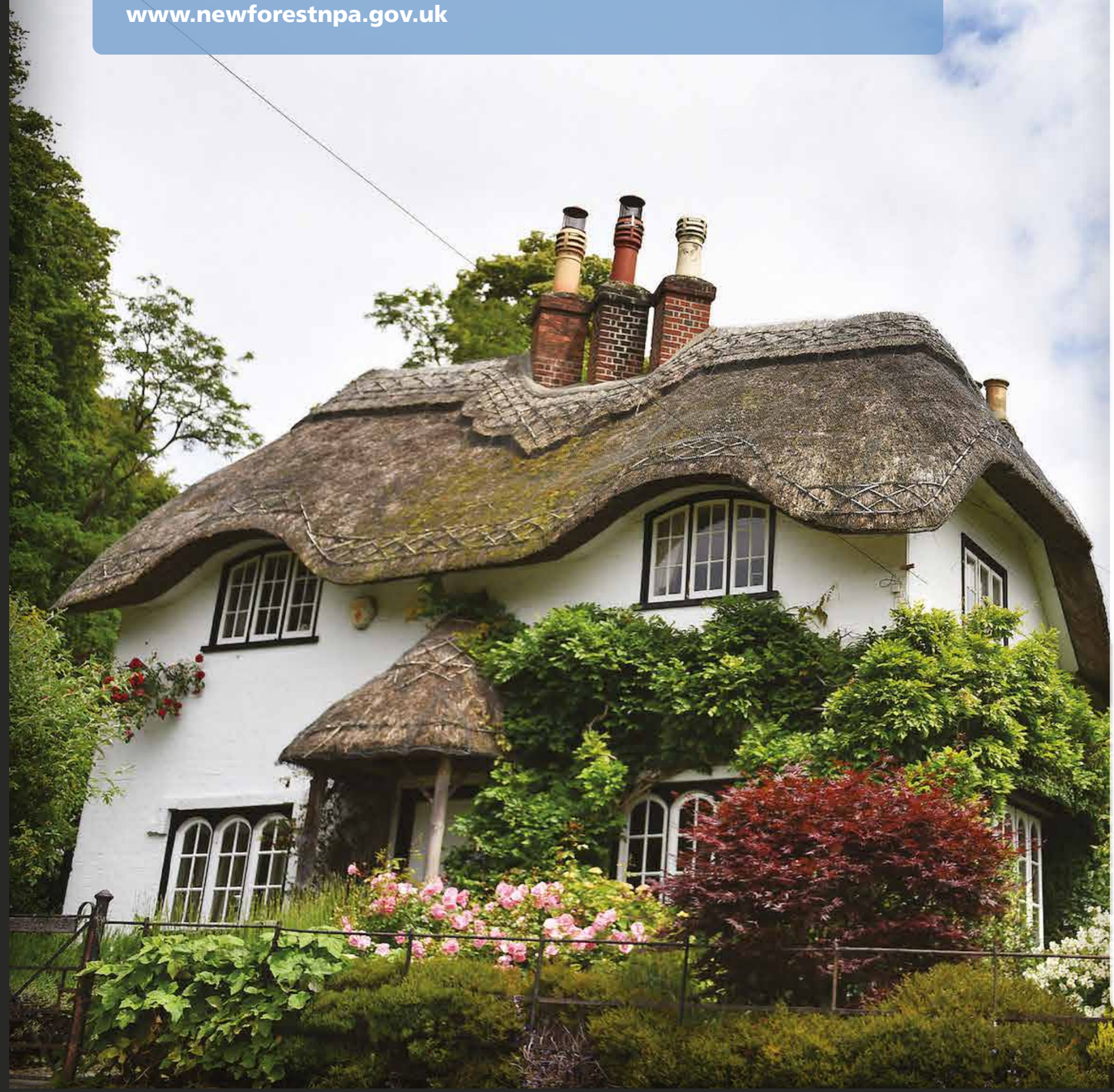


Foreword

The New Forest National Park 2016-2036 is the result of four years of public consultation, cooperation with neighbouring authorities and other partners, evidence-gathering and independent assessment. The adopted Local Plan forms a key part of the statutory 'development plan' for the area and is the basis for planning decisions made within the National Park.

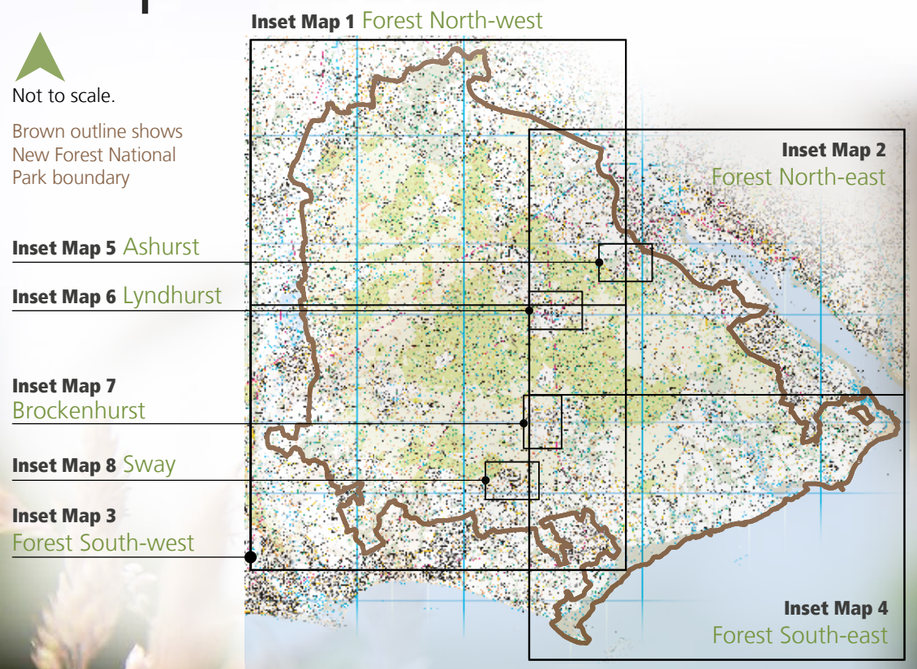
The vision, strategic objectives and planning policies within the Plan are framed around the two National Park purposes and associated socio-economic duty established in the 'National Parks & Access to the Countryside Act 1949'. The Local Plan sets out what sustainable development means within the context of a nationally protected landscape.

The Local Plan contains a succinct suite of policies to conserve and enhance the rich natural and built environment of the New Forest and its nationally protected landscape; and to retain the local distinctiveness of the area. The focus of new development is on catering for the needs of local communities within the National Park, including providing affordable housing for local people and support for a sustainable economy.

I would like to thank everyone who engaged in the Plan-making process. The comments received from a wide range of statutory consultees, stakeholder groups, local businesses and residents have helped to strengthen the policies in this Local Plan and ultimately provide an up-to-date policy framework for the National Park.

Oliver Crosthwaite-Eyre
New Forest National Park
Authority Chairman

Maps



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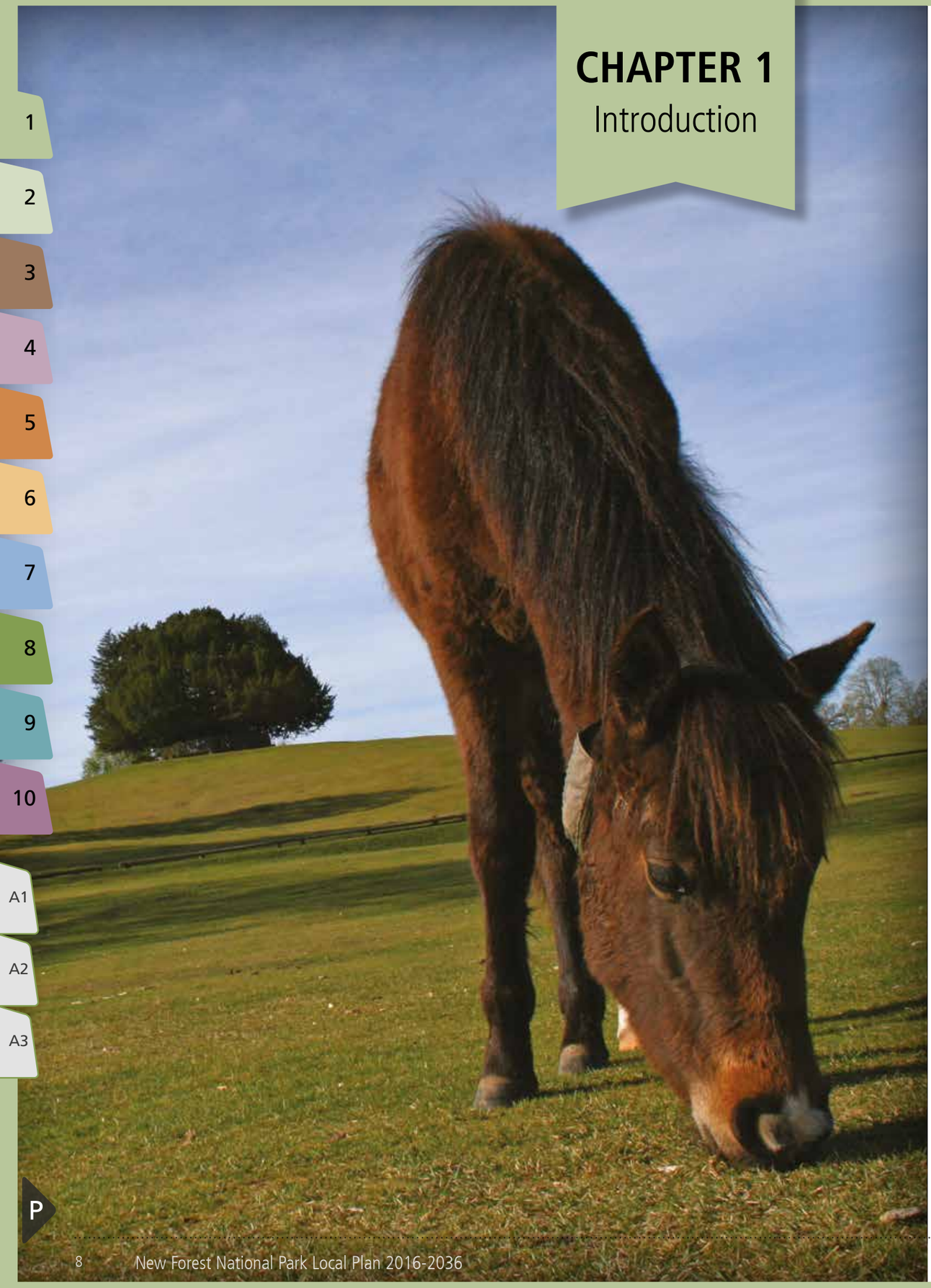
Coastal path, Lepe

CHAPTER 1
Introduction



Pony at Boltons Bench, Lyndhurst

The New Forest National Park

1.1 The New Forest National Park was designated in 2005 and covers an area of 220 square miles within the counties of Hampshire and Wiltshire. The National Park operates within a detailed planning policy and legislative framework which is set out below. National parks have two statutory purposes that set out the main reasons for their designation and describe the overall focus for their management. The two National Park purposes as set out in primary legislation are:

- to conserve and enhance the natural beauty, wildlife and cultural heritage of the New Forest; and
- to promote opportunities for the understanding and enjoyment of the special qualities of the New Forest by the public.

1.2 National park authorities also have a duty under Section 62(1) of the Environment Act 1995 in taking forward the two National Park purposes to seek to foster the economic and social wellbeing of local communities within the National Park. The New Forest is a living working area, home to 2,500 local businesses and 35,000 residents. More detail is set out in Chapter 2 – the profile of the New Forest National Park. All relevant authorities are required to take the two purposes into account in any work that may affect the area and make every effort to reconcile any conflict between the two. If such efforts fail, then only as a measure of last resort should the first purpose take precedence.

1.3 These statutory purposes and related duty form the golden threads running through this Local Plan. The vision for the National Park and strategic objectives (Chapter 3) are drawn from these purposes and duty.

1.4 The planning system plays a key role in keeping our national parks special and ensuring they remain living, working landscapes. It is for this reason that the Government has made national park authorities the sole planning authorities for their respective areas. As part of its statutory planning role, the New Forest National Park Authority is required to prepare, monitor and review a Local Plan for the National Park. Once adopted, the Local Plan forms part of the statutory 'development plan' (alongside any Neighbourhood Plans and the separate Minerals and Waste Local Plan) for the New Forest and is the principal guide for planning decisions within the National Park. The Local Plan focuses on the area within the National Park boundary and it is the responsibilities of New Forest District Council, Wiltshire Council and Test Valley Borough Council to prepare the development plans for their respective areas outside the National Park.

Links to other plans and strategies

1.5 The Local Plan aims to deliver the long-term planning vision for the New Forest National Park and forms a key part of the statutory 'development plan' for the area. National policy contained within the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) also form material considerations when preparing the Local Plan.

1.6 The Environment Act 1995 also requires each National Park Authority to prepare a National Park Management Plan. The Management Plan is the overarching strategic document for the National Park and is intended to guide the work of all organisations within the National Park (not just the Authority). Although Management Plans do not form part of the statutory development plan, they should be taken into account in preparing Local Plans and may also be material considerations in assessing planning applications. In 2015 the New Forest National Park Management Plan was updated by the Partnership Plan which sets out a series of actions to be taken forward over the following five years.

1.7 In addition to these statutory documents, the Authority can prepare Supplementary Planning Documents which provide more detail on planning policies, as well as specific strategies to guide the delivery of the two statutory National Park purposes, including the Recreation Management Strategy and the Landscape Action Plan. These latter documents are not formal planning documents but provide detailed guidance on important issues within the National Park.

1.8 Since the adoption of the first set of consistent National Park-wide planning policies in 2010 there have been significant changes in national planning policy – most notably the publication of the NPPF in 2012. National planning policy confirms that national parks continue to have the highest level of protection in relation to landscape and scenic beauty. In addition, the statutory National Park purposes originally established through the National Parks & Access to the Countryside Act 1949 remain and are supplemented by the Environment Act 1995.

1.9 This Local Plan has been prepared following extensive public consultation and evidence gathering that started in 2015. The Local Plan has been informed by a wide range of evidence base studies, including a Strategic Flood Risk Assessment; Whole-Plan Viability Assessment; Business Needs Survey; and an objective assessment of housing needs arising within the National Park. The policies set out in the Local Plan have been tested against a number of environmental, economic and social indicators as part of a Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA).

Cross-boundary planning issues

1.10 The Localism Act 2011 introduced a legal requirement for planning authorities – including national park authorities - to cooperate on strategic cross boundary planning matters. The 'duty to cooperate' aims to ensure that neighbouring authorities continue to engage with each other constructively.

1.11 The New Forest National Park Authority is well placed to fulfil its duty to cooperate duties due to:

- its coordinating role in the preparation and adoption of the National Park Management Plan. The updated version of this Plan, the Partnership Plan (2015-2020), was overseen by a group of statutory bodies working alongside the National Park Authority and this has helped establish good working arrangements between the respective authorities
- the National Park Authority is the statutory planning authority for the National Park, but the constituent authorities have retained their responsibilities for housing, economic development, environmental health, highways and education in the New Forest. The National Park Authority has therefore always worked closely with its constituent authorities on these matters
- the membership of the National Park Authority is drawn from constituent local authorities and town and parish councils across the National Park, thereby ensuring good links across the tiers of local government.

1.12 Following meetings with surrounding local authorities, it has been agreed that the main areas of strategic cross-boundary planning interest are:

- habitat protection – over half of the New Forest National Park is designated as being of international importance for nature conservation. Consequently, there is a shared need to ensure that the planned level of development within the National Park and surrounding areas does not adversely impact on the integrity of the New Forest's protected habitats
- housing provision – there is a significant housing need within the New Forest and surrounding areas. The Government recognises that national parks are not appropriate locations for major development and unrestricted housing and is clear that unmet needs should be considered under the 'duty to cooperate'.

1.13 The Authority has worked closely with its neighbouring planning authorities during the production of this Local Plan, including on the joint commissioning of evidence base studies. More detail can be found in the accompanying 'Duty to Cooperate Statement'.

Public consultation in progress

National policy and guidance

1.14 The NPPF (2012) and Planning Practice Guidance (NPPG, first issued in 2014) set out the Government's planning policies relevant to the work of all planning authorities. They constitute guidance for planning authorities and decision-takers in drawing up plans and are a material consideration in determining applications. The development plan remains the starting point for determining applications, and planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

Affordable housing, Anderwood

1.15 The NPPF states that Local Plans should set out the strategic priorities for the area. This should include policies to deliver the homes and jobs needed in the area and conservation and enhancement of the environment, including landscape. National parks are identified as areas where development should be restricted and the NPPF confirms that national parks have the highest status of protection in relation to landscape and scenic beauty.

1.16 The UK Government National Parks Vision and Circular (2010) provides policy guidance specifically for the English National Parks and for all those whose decisions or actions might affect them. The Circular calls for a renewed focus on achieving the two national park purposes and for the fostering of vibrant, healthy and productive living and working communities.

1.17 In March 2016 the Government published a policy paper 'National Parks: 8-point plan for England (2016 to 2020)' which sets out how the Government intends to protect, promote and enhance the National Parks in England from now until 2020. The paper reaffirms the Government's commitment to the English National Parks, recognising them as '… national treasures at the heart of our national identity'.

1.18 In January 2018 the Government published 'A Green Future: Our 25 Year Plan to Improve the Environment'. The Environment Plan sets out the Government's goals for improving the environment, within a generation. It details how the Government will work with local communities and businesses to do this. The Plan includes the commitment to continue to conserve and enhance the natural beauty of national parks, while recognising that they are living landscapes that support rural communities.

1.19 The NPPF, National Parks Circular, NPPG and the 8-point plan have been taken into account in the preparation of this Local Plan.

Minerals and waste planning framework

1.20 The New Forest National Park Authority is the minerals and waste planning authority for the whole of the National Park. This statutory role includes the preparation and adoption of the planning policy framework for minerals and waste development within the National Park. The Authority works in partnership with the other minerals and waste planning authorities in Hampshire and has adopted the following planning policy documents:

- Hampshire Minerals & Waste Plan (adopted 2013) – forms part of the statutory development plan for the National Park;
- Oil & Gas Development in Hampshire SPD (adopted 2016); and
- Minerals & Waste Safeguarding in Hampshire (adopted 2016).

1.21 With this up-to-date policy framework in place for minerals and waste development in the National Park, this Local Plan does not include any coverage of minerals and waste planning matters.

Planning enforcement

1.22 To support the protection afforded to the New Forest as a nationally designated landscape, the Authority has a dedicated planning enforcement team to ensure unauthorised development is not harmful to the National Park, its special qualities and to protect the amenities of residents. In accordance with the NPPF the Authority has adopted a Local Enforcement Plan (adopted 2013) that sets out the policy and procedures for enforcing planning control in the National Park.

Minstead village green

CHAPTER 2

Profile of the New Forest National Park

2.1 The New Forest is a place of outstanding natural beauty. First created around 1079 as a royal hunting forest, it has survived for over 900 years to become a highly valued part of the national heritage. It is a unique mixture of ancient woodland, heather covered heath, wide lawns, boggy mires, rivers and streams, picturesque villages and unspoilt coastline. The National Park extends from the wooded slopes of Wiltshire in the north across the central New Forest plateau to the open coastline of the Solent in the south. It has been formed through the close relationship between the land and its people over many thousands of years. A wealth of archaeological and historic features have been preserved and much of the area is still managed by traditional agriculture and a system of commoning.

Left: Beaulieu

2.2 The local communities within the National Park are continually changing and adapting to modern life, but remarkably the Forest has largely escaped the effects brought about elsewhere by large scale development and intensive agriculture. The villages retain their local character and distinctiveness and the medieval landscape of the 'Nova Foresta' – William the Conqueror's royal hunting forest – is still clearly apparent. Today the National Park attracts large numbers of visitors each year, who come to enjoy the peace and quiet, natural beauty and wildlife of one of the last ancient, unspoilt and open landscapes in England.

Area and population

2.3 The National Park covers 567 square kilometres (220 square miles). In 2015 the National Park had a population of 35,260 people[1] and with around 62 people per square kilometre it is the second most densely populated national park after the South Downs. The housing stock within the National Park amounts to 15,582 dwellings (based on 2011 Census data), of which an estimated 6% are second homes or holiday lets. The main settlements of Ashurst, Brockenhurst, Burley, Cadnam, Landford, Lyndhurst and Sway have between 1,000 and 3,500 residents. Average house prices in the New Forest National Park are significantly higher than surrounding areas, with an average property price around 15 times higher than average annual earnings. This means the New Forest has the highest average house price of any of the UK's National Parks.

1 New Forest National Park mid-2015 Population Estimates. Office National Statistics (ONS)

Landscape character

2.4 The New Forest Landscape Character Assessment (2015) describes 19 character areas in the National Park. A Landscape Action Plan for the National Park extends the landscape assessment work and provides guidance for individuals and organisations wanting to help enhance and conserve the special landscape character of the New Forest. At the heart of the New Forest is an extensive area of unenclosed woodland, grassland and heath which is of international nature conservation importance and is maintained largely by the grazing of commoners' stock. Recent figures show that 12,044 animals are depastured on the Open Forest by 771 practising commoners[2]. This historic form of land management faces threats from the high land and property costs.

Nature conservation

2.5 In total 56% of the New Forest National Park is designated of international value for nature conservation – the highest proportion of land in any planning authority area in the country. The New Forest Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar sites cover more than 300 square kilometres in the core of the New Forest, including the most extensive area of heathland and valley mire in lowland Europe. Much of the coastline is similarly designated, principally for the populations of wintering wildfowl and waders and a framework is in place along the Solent (including the National Park) to ensure the impacts of new residential development on the coast are mitigated.

2 Verderers of the New Forest data 2016

New Forest ponies grazing

© Peter Hunt, Flickr
Southern damselfly

Cultural heritage

2.6 The National Park contains a wealth of designated and non-designated heritage assets. There are more than 340 Bronze Age barrows, a number of fine Iron Age hill forts, and numerous remnants of medieval and later buildings, enclosures and other earthworks associated with the royal forest. The main rivers supported a boat and shipbuilding industry and the coastal salt workings were among the most important in the country during the 18th Century. The National Park has 214 scheduled ancient monuments, 624 listed buildings and 17 designated conservation areas, plus three which straddle the National Park boundary with New Forest District. In addition to the nationally listed buildings, there are a significant number of non-designated heritage assets. There are also seven registered historic parks and gardens, four of which are grade II*. The cultural heritage of the National Park extends beyond its rich built environment and includes the long history of commoning in the New Forest. Commoning has helped shape the mosaic of landscapes, biodiversity and character of the National Park.

Access and recreation

2.7 The New Forest has 42 kilometres of coastline, 325 kilometres of Public Rights of Way (PROW), and over 30,000 hectares of accessible land (more than 50% of the area of the National Park). The major attractions, including Buckler's Hard, Lepe Country Park, Calshot Activities Centre, the National Motor Museum in Beaulieu, Paulton's Park, and the villages of Lyndhurst, Brockenhurst, Beaulieu and Burley, attract people throughout the year.

2.8 Research by Tourism South East (2005) indicated that there were 13.5 million visitor days spent per annum in the National Park. 15 million people live within a 90-minute drive of the National Park. Research commissioned by the Authority, New Forest District Council, Natural England and Forestry England[3] estimated that housing development in the period 2006-2026 within 50 kilometres of the New Forest will result in an additional 1.05 million visits per annum by 2026 – an increase of 8% over the period.

3 Changing patterns of visitor numbers within the New Forest National Park, with particular reference to the New Forest SPA', Footprint Ecology, 2008

Communities and Settlement Pattern

2.9 There are 37 parish and town councils wholly or partly within the National Park. The Local Plan retains the current settlement hierarchy within the National Park with Ashurst, Brockenhurst, Lyndhurst and Sway identified as 'Defined Villages' due to their character, population and the range of facilities and services they provide.

2.10 Other smaller settlements with a basic range of local services within the National Park include Beaulieu, Burley, Cadnam, East Boldre, Landford, Netley Marsh and Woodgreen. The surrounding urban areas of Southampton, Bournemouth and Salisbury are easily reached by rail or road from the National Park and provide a wide range of housing, shops, leisure facilities and employment opportunities. The towns of Lymington, New Milton, Ringwood, Totton and the Waterside are important local employment centres and provide services to meet most of the needs of National Park residents.

Economy

2.11 While the National Park is predominantly rural in nature, the economy is diverse and is highly integrated with its surrounding areas. In 2015 there were 2,540 businesses in the National Park, reflecting a very broad range and types of businesses, with the largest sector, in terms of the numbers of individual businesses, being professional, scientific and technical services. Residents of the National Park are employed in a wide range of businesses and services, with the health sector; tourism; wholesale and retail; professional and technical services; and education all being particularly important employers. Only a small proportion of employment is now found in traditional rural land-based activities such as farming, forestry and commoning, but these activities remain vital in maintaining the land use management practices that help conserve the landscape character of the National Park. Unemployment within the National Park has remained at lower levels than in the South East and the UK as a whole over the last decade and currently stands at 0.5%. Looking forward, a decline in the working age population is forecast.

2.12 In delivering the two statutory National Park purposes, the Authority has an important duty to foster the socio-economic wellbeing of the communities within the National Park. The English National Parks and the Broads UK Government Vision and Circular (2010) confirms that national park authorities should continue to focus their expenditure on the delivery of their statutory purposes, while seeking to maximise the socio-economic benefits available from such activity. Experience to date has shown that by harnessing the economy to environmental ends, tangible economic benefits can be delivered through the statutory purposes whilst at the same time achieving those purposes[4].

4 Paragraph 66, English National Parks and the Broads UK Government Vision and Circular, 2010

Local business, Bramshaw

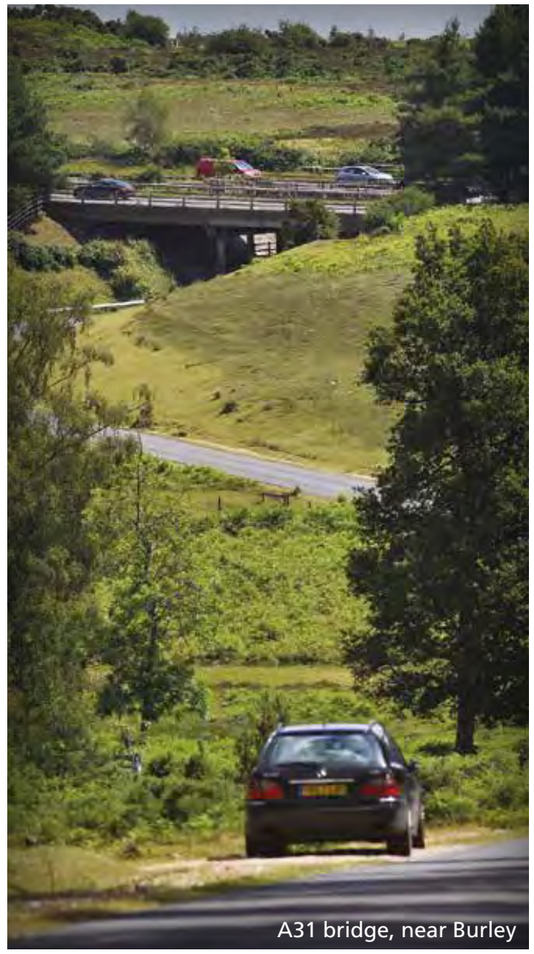
Transport

2.13 The National Park is crossed by several major routes which carry high volumes of traffic. The A31, linking South West England with Southampton and the wider South East, is the most heavily used road in the National Park, carrying up to 77,000 vehicles daily and effectively cuts the area in two. The National Park is well-served for long-distance rail travel, with connections at Ashurst, Beaulieu Road, Brockenhurst and Sway. Lymington – located just outside the National Park - also has two train stations which link with the Isle of Wight ferry. There are a number of regular scheduled public bus services through the National Park, including a regular service between Southampton and Lymington, via Lyndhurst and Brockenhurst. However, many of the rural settlements are less well-served and here public transport is not a practical option for the majority of residents.

2.14 During the summer months the New Forest Tour bus operates three interlinked routes across the National Park and is aimed at both visitors and residents.

2.15 Southampton and Bournemouth Airports are located within close proximity to the National Park. Plans for the expansion of both airports are set out in the respective Airport Masterplans, with combined annual aircraft movements predicted to increase from circa 80,000 in 2016 to 146,000 in 2030. The scale of the impact of this increase of passenger aircraft flights will depend on future flight paths and the extent of improvements in aircraft engine technology.

2.16 Southampton is a major international gateway port with significant global and economic importance. Land at Dibden Bay, adjoining the National Park, has been identified as the only area of land physically capable of accommodating significant expansion of the port in the draft Port of Southampton Masterplan 2016-2035. Any future development proposals for Dibden Bay must have regard to the Government's National Policy Statement on Ports; potential impacts on the adjacent New Forest National Park (as required by Section 62(2) of the Environment Act 1995); national planning policy on major development in national parks; and the legal requirements of the Habitats Regulations.


A31 bridge, near Burley

CHAPTER 3
Vision and objectives

3.1 The Local Plan aims to deliver sustainable development within the context of a nationally protected landscape, in conformity with the statutory Park purposes; the objectives of national planning policy; and the ambitions in the New Forest National Park Partnership Plan 2015-2020. The vision and objectives for the Local Plan set out how the New Forest will look at the end of the Plan period in 2036.

3.2 The vision has been informed by the 'Special Qualities' of the National Park. The special qualities of the New Forest are those qualities that define it, make it unique and immediately recognisable and, when taken together, distinguish it from all other parts of the country. These qualities are fundamental to the two purposes of the National Park and are the underlying reason for its designation. The special qualities of the New Forest were identified through public consultation and are set out in Annex 1 of this Local Plan.

In 2036 the New Forest's outstanding natural beauty has been safeguarded and enhanced. Sites of international, national and local importance for nature conservation and the National Park as a whole continue to host a variety of wildlife and habitats. The New Forest remains an area with a unique and immediately recognisable sense of place, with a mosaic of distinctive landscapes and habitats including lowland heath, mire, ancient woodland, the Solent coastline and farmed landscapes. Tranquillity and a feeling of naturalness pervade large parts of the National Park.

At the same time it is a place where people can enjoy the wonderful opportunities for quiet recreation, learning and discovery. Recreation and visitor pressures have been successfully managed through a shared understanding of the issues. Traditional land management practices, particularly commoning, are supported and continue to thrive and shape the Forest's landscape and cultural identity. The impacts of climate change are better understood and are being actively addressed through adaptation and change but without compromising the special qualities of the New Forest. People live and work sustainably, and everyone contributes in appropriate ways to keeping the New Forest a special place for present and future generations.

The limited development that has taken place within the National Park has been focused on catering for the socio-economic needs of local people rather than meeting external demand. Small scale housing development on allocated sites and within the Defined Villages of Ashurst, Brockenhurst, Lyndhurst and Sway has provided a mix of appropriate new housing to meet local needs arising within the National Park. Rural exception schemes and new dwellings focused on the needs of New Forest Commoners and Estate workers have helped deliver appropriate housing in the rest of the National Park.

The cultural heritage and historic environment is better understood and appreciated through its continued protection and enhancement. The inherent characteristics and local distinctiveness of the individual villages have been retained and enhanced through the highest standards of design that respect the natural and built heritage of the Park. The rural economy has been supported by small scale employment development that does not conflict with the special qualities of the National Park.

The communities within the National Park continue to look to adjoining areas, including the urban areas in South Hampshire, South East Dorset and South Wiltshire for a range of services. The relationship with adjoining areas has been managed to the mutual benefit of all areas, including a shared approach to mitigating the impacts of new development on the National Park.

Left: cottages, Emery Down

1 2 3 4 5 6 7 8 9 10 A1 A2 A3 P

Key challenges for the Local Plan

3.3 The Local Plan has a key role in addressing the planning challenges likely to affect the New Forest National Park over the next 20 years, including:

- **conserving and enhancing the nationally protected landscape of the New Forest** – the outstanding natural beauty of the New Forest's landscape is the primary reason for its designation as a National Park and has the highest status of protection in the NPPF
- **ensuring the impacts of new development on the nationally and internationally protected habitats of the New Forest are avoided or fully mitigated** – over half of the National Park is designated as being of international importance for nature conservation and new development must not impact on the integrity of the New Forest and its coastal habitats
- **developing a positive strategy for the conservation and enhancement of local distinctiveness and heritage assets within the New Forest's built environment** – the New Forest has a rich built and cultural heritage and its conservation is key to the delivery of the first statutory National Park purpose
- **delivering new housing to help address local needs while at the same time ensuring development does not compromise the delivery of the two statutory National Park purposes** – national planning policy recognises that national park authorities have an important role to play in delivering housing for local people within the context of a nationally protected landscape
- **sustaining a diverse local economy** – in delivering the two statutory National Park purposes, the Authority has an important duty to foster the socio-economic wellbeing of the 35,000 people living within the National Park
- **supporting sustainable tourism and recreation within the National Park** – the New Forest attracts millions of visitors each year and the Authority has a statutory purpose to promote the understanding and enjoyment of the National Park's special qualities.

Strategic objectives

3.4 The vision and the key challenges facing the New Forest over the next twenty years have been translated into nine strategic objectives, which are consistent with those in the New Forest National Park Partnership Plan 2015 – 2020 and reflect the Authority's overarching remit in delivering the two statutory purposes and the related socio-economic duty, namely:

1. to conserve and enhance the natural beauty, wildlife and cultural heritage of the New Forest; and
2. to promote opportunities for the understanding and enjoyment of the special qualities of the New Forest by the public.

The Authority also has a duty under Section 62(1) of the Environment Act 1995 in taking forward the two Park purposes to seek to foster the economic and social well-being of local communities within the National Park.

3.5 The policies within the Local Plan will contribute towards meeting the vision and strategic objectives and will also help deliver a range of priority actions identified in the New Forest National Park Partnership Plan.

Strategic objective	Link to National Park purposes and duty (see p22)	Relevant policies
1. Protect and enhance the natural environment of the National Park, including the natural beauty of the landscape and the range of habitats and species.	First purpose	SP4, SP5, SP6, SP7, DP8, SP9, DP13, SP15
2. Conserve and enhance the cultural heritage and historic environment of the National Park, especially the wealth of individual characteristics that contribute to its local distinctiveness.	First purpose	DP2, SP16, SP17, DP18
3. Plan for the likely impacts of climate change on the special qualities of the New Forest.	First purpose	SP11, DP12, DP13, SP14
4. Strengthen the well-being, identity and sustainability of rural communities and the pride of local people in their area.	Socio-economic duty	DP10, DP34, DP35, DP36, DP37, SP38, SP39, DP40, DP41
5. Promote appropriate housing to meet local needs and maintain the vibrant communities of the National Park.	Socio-economic duty	SP19, SP20, SP21, SP22, SP23, SP24, SP25, SP26, SP27, SP28, SP29, SP30, DP31, DP32, SP33
6. Develop a diverse and sustainable economy that contributes to the well-being of local communities throughout the National Park.	Socio-economic duty	SP42, SP43, SP44, DP45
7. Encourage land management that sustains the special qualities of the National Park.	First and second purposes and socio-economic duty	SP48, DP49, DP50, DP51, DP52, DP53
8. Support development which encourages sustainable tourism and recreation, and provides opportunities for enjoying the National Park's special qualities.	Second purpose	SP46, DP47
9. Reduce the impacts of traffic on the special qualities of the National Park and support a range of sustainable transport alternatives within the Park.	Second purpose and socio-economic duty	SP54, SP55

Forest cottages

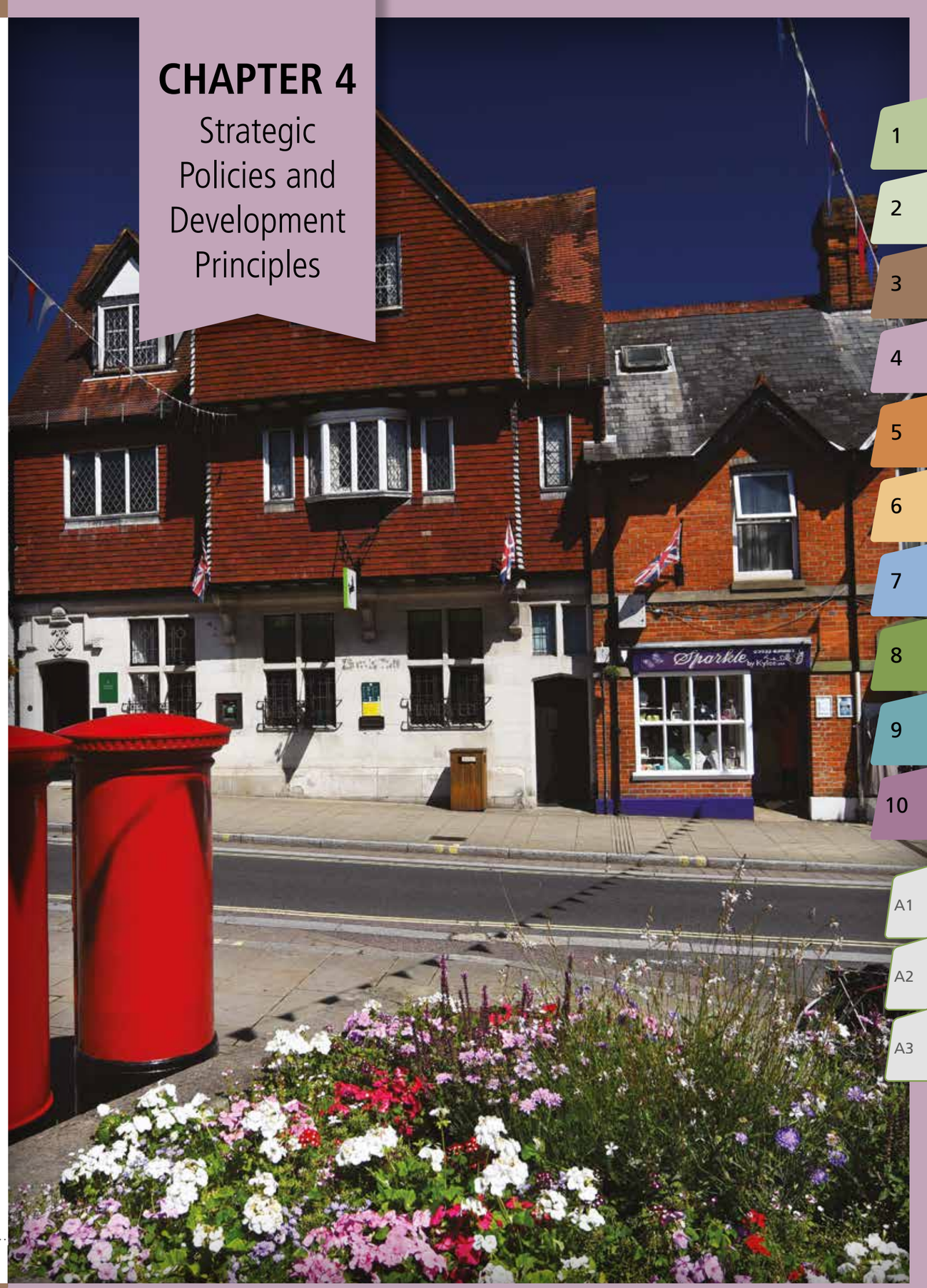
Local Plan policies

3.6 Section 38(6) of the Planning & Compulsory Purchase Act 2004 sets out the role of the 'development plan' in the planning system. This Local Plan forms a key part of the statutory development plan for the New Forest National Park. The policies in the Local Plan include both strategic policies (prefixed with 'SP') and more detailed development management policies (prefixed with 'DP'). This Local Plan policy numbering enables local communities to understand which are the strategic planning policies that they should be in general conformity with in preparing Neighbourhood Development Plans. It should also be emphasised that all of the policies contained within the Local Plan have equal 'development plan' status within the British Plan-led planning system.

Nomansland

Right: Lyndhurst high street

CHAPTER 4
Strategic Policies and Development Principles



Supporting sustainable development

4.1 The NPPF states that Local Plans should contribute to the achievement of sustainable development. It sets out a presumption in favour of sustainable development, which should run through both plan making and decision taking. In addition, the National Parks Circular (2010) states that the national park authorities' primary responsibility is to deliver their statutory purposes and in doing so, they should ensure they are exemplars in achieving sustainable development.

4.2 There are three dimensions to sustainability:

- a social role – supporting strong, vibrant and healthy communities, through the supply of housing, accessible local services and by creating a high-quality built and natural environment
- an environmental role – protection and enhancement of the natural, built and historic environment and adapting to climate change
- an economic role – contributing to a strong, responsive and competitive economy, by supporting local businesses and land managers.

4.3 The National Park's statutory purposes, together with the duty, broadly reflect the three dimensions of sustainable development in the NPPF. Policy SP1 takes a positive approach to sustainable development in accordance with the NPPF, recognising the protection afforded to national parks in national planning policy and having full regard to the statutory National Park purposes and related duty.

4.4 There is also increasing recognition of the wider sustainability benefits that national parks offer to society. These benefits are commonly referred to as 'ecosystem services' and cover the services provided by the landscape and habitats of national parks. These include improving air and water quality; controlling water flow downstream; regulating pollution; and the benefits of national parks to the public's well-being through their enjoyment of the special qualities. The sustainable development policy reflects the contribution these ecosystem services make to society.

Village stores, Woodgreen

Solar panels, Lyndhurst

Policy SP1: Supporting sustainable development

The National Park Authority will support sustainable development proposals that will conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park and its special qualities; promote opportunities for their understanding and enjoyment by the public, and when doing so, will foster the social and economic well-being of local communities. Where there is an irreconcilable conflict between the statutory purposes, greater weight will be attached to the conservation and enhancement of the National Park (in line with Section 62(2) of the Environment Act 1995[5]).

Sustainable development in the National Park is considered to be that which:

a) makes the National Park a high-quality place to live, work and visit – including appropriate new housing to address local needs; accessibility to local employment opportunities; improved public transport links; local infrastructure provision; and enhanced community and recreational facilities;

b) has a positive impact on the ability of the natural environment to positively contribute to society through the provision of food and water, regulation of floods, prevention of soil erosion and disease outbreaks, and non-material benefits such as recreation;

c) enhances the landscape of the New Forest through high quality design and responding to the local distinctiveness of the area;

d) contributes positively to the built and historic environment of the New Forest;

e) does not impact on the integrity of the protected habitats of the New Forest, including its coastline;

f) is resilient and responsive to the impacts of climate change through improved energy efficiency and making appropriate use of small-scale renewable energy; and

g) makes use of sustainable building techniques, local materials and minimises energy use and waste.

5 The relationship between the two Park purposes is commonly referred to as the Sandford Principle. Every effort should be made to reconcile any conflict between the two purposes, but if such efforts fail, the first purpose takes precedence.

4.5 This approach is consistent with the NPPF which sets out a presumption in favour of sustainable development and indicates where development should be restricted. National policy is clear that objectively assessed needs should be met unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. Specific policies indicating where development should be restricted include those relating to sites protected under the Habitats Directive, Sites of Special Scientific Interest (SSSI); and land within a national park.

4.6 The Authority will encourage and support the use of natural sustainable materials in the design of new development. To support the delivery of sustainable development in the New Forest, local sources of such materials should be sought wherever possible. The use of locally sourced materials also benefits the local economy and supports land managers in the National Park.

4.7 In line with the requirements of national policy, policy SP1 sets out the Authority's overarching policy approach to the delivery of sustainable development within the context of a nationally protected landscape. This strategic policy is supported by a more detailed policy on general development principles that the Authority expects all development within the National Park to be considered against.

Policy DP2: General development principles

All new development and uses of land within the New Forest National Park must uphold and promote the principles of sustainable development. New development proposals must demonstrate high quality design and construction which enhances local character and distinctiveness. This includes, but is not restricted to, ensuring:

a) development is appropriate and sympathetic in terms of scale, appearance, form, siting and layout;

b) development respects the natural, built and historic environment, landscape character and biodiversity;

c) development takes opportunities to protect and enhance the setting of groups and individual trees, hedges and hedgerows and to include new planting of native trees and hedges where appropriate;

d) materials and boundary treatments are appropriate to the site and its setting;

e) development would not result in unacceptable adverse impacts on amenity in terms of additional impacts, visual intrusion, overlooking or shading; and

f) development would not result in unacceptable adverse impacts associated with traffic or pollution (including air, soil, water, noise and light pollution).

New development must also comply with required standards for:

g) car parking (see Annex 2);

h) open space (as set out in Policy DP10).

Major development in the New Forest National Park

4.8 National planning policy dating back many decades has contained a clear presumption against major new development in national parks because of the harm it would cause to the long-term national interest in conserving these landscapes. Major development is therefore only permitted within protected landscapes in exceptional circumstances and where it can be demonstrated that it is in the public interest, as outlined in the NPPF.

4.9 The NPPG states that it will be a matter for the relevant decision taker as to whether a proposed development within the National Park should be treated as major development, taking into account the proposal in question and the local context. For the purposes of the policy, the phrase 'major development' will not be restricted to the definition of major development in the Town & Country Planning (Development Management Procedure) (England) Order 2015 or to proposals that raise issues of national significance.

4.10 Major development is development of more than local significance (i.e. it would exceed the local-scale development needed to address the socio-economic needs of the New Forest's 35,000 residents) which would have a long-term impact on the landscape, wildlife or cultural heritage of the National Park because of its scale and form. This can include major residential and commercial development, significant infrastructure projects and power generation. Major development can have a significant impact on the special qualities of the New Forest and the reasons why the National Park was designated – relating to its outstanding natural beauty; the variety of landscapes and habitats; and the opportunities provided for the public to enjoy the Forest.

Policy SP3: Major development in the National Park

In the context of the New Forest National Park, major development is defined as development which has the potential to have a significant impact on the National Park and its special qualities due to its scale, character and nature.

Planning permission will only be granted for major development within the New Forest National Park in exceptional circumstances and where it can be demonstrated to be in the public interest. Consideration of such applications should include an assessment of:

a) the need for the development, including in terms of any national considerations, and the impact of permitted it, or refusing it, upon the local economy;

b) the cost of, and scope for, developing outside the New Forest National Park, or meeting the need for it in some other way;

c) any detrimental effect on the environment, the landscape and recreational opportunities and the extent to which that could be moderated;

d) any detrimental impact on the special qualities of the New Forest National Park and whether they can be mitigated; and

e) the cumulative impact of the development when viewed with other proposals.

Dibden Bay

4.11 Land at Dibden Bay, adjoining the National Park, is identified in the draft Port of Southampton Masterplan 2016-2035 as the only area of land physically capable of accommodating significant expansion of the port. The site is a designated SSSI and the foreshore is designated as a Special Protection Area (SPA) and Ramsar site.

4.12 Prior to the designation of the New Forest National Park in 2005, the Secretary of State refused a previous proposal for major port development at Dibden Bay, primarily on the basis that the environmental harm outweighed the predicted economic benefits.

4.13 Any future application for port use at Dibden Bay would likely be of a scale that would qualify as a Nationally Significant Infrastructure Project (NSIP) under the 2008 Planning Act. Consequently, the Authority would be invited to submit a Local Impact Report setting out the potential impacts of the development on the adjacent National Park, but would be a consultee rather than a decision maker. It would be the Planning Inspectorate who would consider and make a recommendation to the Secretary of State on whether a Development Consent Order should be issued. The Secretary of State would make the final decision.

4.14 As a strategic site located immediately adjacent to the National Park, it is appropriate for the Authority's Local Plan to set out the range of factors to be considered should the site come forward for development. These include:

- any future proposals for Dibden Bay that include major development within the New Forest National Park would need to satisfy the national planning policy tests for major development in the National Park set out in the NPPF and the tests in Policy SP3 on major development
- section 62(2) of the Environment Act 1995 confirms that development proposals that could affect the New Forest National Park, including those located outside the Park that could impact on it, must have regard to the two statutory National Park purposes - namely the conservation and enhancement of the Forest's landscape, wildlife and scenic beauty; and the understanding and enjoyment of the National Park's special qualities
- meeting the legal requirements of the Conservation of Habitats and Species Regulations 2010 in terms of the likely effects on the internationally designated Natura 2000 sites in the area, including the Solent and Southampton Water Ramsar Site and SPA; the Solent Maritime SAC; and the New Forest SPA and SAC.

Spatial Strategy

4.15 Planning in the New Forest National Park is underpinned by the delivery of the two statutory Park purposes and the related socio-economic duty. These purposes and duty apply across the whole of the designated National Park. The emphasis of new development will be on small-scale proposals that reflect the area's character and address the needs of local communities in the National Park, rather than catering for external demand.

4.16 The New Forest is a rural area with small, dispersed settlements that generally have a limited range of facilities. None of the villages within the National Park have populations greater than 3,500 people and higher order services are normally provided in the larger towns and urban areas that fringe the National Park. The Local Plan sets out where new development will take place in line with the principles of sustainable development and the statutory framework of the National Park purposes. National planning policy confirms that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable. The 'New Forest National Park Partnership Plan 2015-2020' includes a priority action to improve the connectivity of routes between settlements in the New Forest. Sustainable development in rural areas should be promoted by focusing development where it will enhance or maintain the vitality of rural communities and sustain the settlements over the long term.

4.17 The Spatial Strategy sets out the basic settlement hierarchy, with the villages of Ashurst, Brockenhurst, Lyndhurst and Sway identified as 'Defined Villages'. Together these villages provide homes for around one third of all National Park residents and appropriate employment and housing development will be supported within the Defined Villages. In line with national policy, future development in the National Park is likely to be modest, but it will be important to ensure that the main villages continue to prosper. These Defined Villages are considered to be the most sustainable settlements in the National Park as they have the broadest range of community facilities, local employment opportunities, transport links and a good range of other services for residents and visitors. The strategic approach for the Defined Villages seeks to:

- sustain and enhance the local services in the villages;
- support the important role of the villages in the local tourism economy;
- support the provision of appropriate housing, employment, retail and community facilities; and
- conserve the distinctive character and heritage of the villages.

4.18 The remaining settlements in the National Park are smaller and have a more limited range of services, facilities and transport accessibility. The relatively small and scattered nature of these rural settlements means that the level of development will be more limited, but it is important that local communities across the National Park continue to thrive. The Spatial Strategy therefore supports the provision of affordable housing for local people in and adjoining these smaller settlements through the rural exception policy to help to address local housing needs. It also enables the delivery of housing specifically for New Forest commoners, Estate workers and dwellings tied to the rural economy, for example agricultural and forestry workers' housing. In addition, the Local Plan supports the provision of employment opportunities and essential local community facilities to support the sustainability of local communities.

4.19 Provision is also made in the Local Plan for development in the National Park to support the redevelopment of the brownfield former Fawley Power Station site. This allocation has been informed by consideration of the Government's major development test.

4.20 The Spatial Strategy also reflects the proximity of the National Park to surrounding urban areas which provide a range of services.

New Forest National Park Spatial Strategy

Larger towns and settlements outside the National Park	Downton, Fordingbridge, Ringwood, New Milton, Lymington, Hythe & Dibden, Totton & Eling, Romsey	Provide a wide range of services, facilities and employment opportunities for National Park residents
Defined Villages in the National Park	Ashurst, Brockenhurst, Lyndhurst, Sway	The focus for appropriate new community facilities, employment, retail and housing development to meet local needs
Rural settlements in the National Park	Numerous smaller, dispersed settlements throughout the National Park	Affordable housing delivered through rural exception sites, retention of employment sites and provision of essential community facilities

Policy SP4: Spatial strategy

The following villages within the New Forest National Park have defined settlement boundaries:

- Ashurst
- Brockenhurst
- Lyndhurst
- Sway

The principle of development within the 'Defined Villages' settlement boundaries as defined on the Policies Map will be supported, provided that it complies with the other relevant policies and is of a scale and nature appropriate to the character and function of the settlement.

In addition to these Defined Villages, land use allocations are also made in other parts of the National Park to contribute towards meeting local community needs across the New Forest.

Development proposals will only be permitted outside the Defined Village boundaries and allocated development sites where:

a. it is in accordance with Policy SP28 on Rural Exception Sites; or

b. it is in accordance with Policy DP44 on employment sites; or

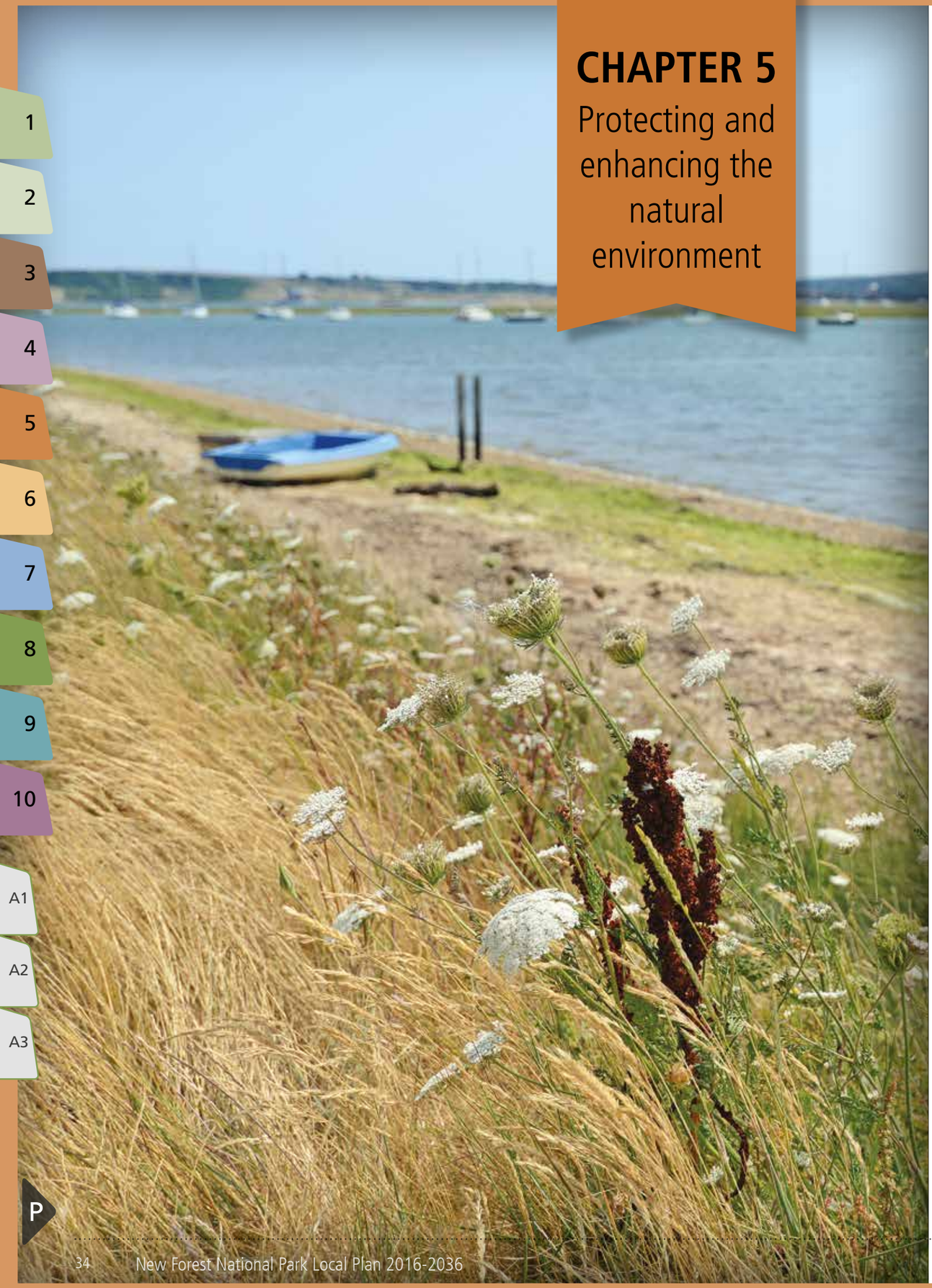
c. there is an essential need for a countryside location, or

d. it meets the specific locational needs for commoners, Estate Workers or agricultural dwellings; or

e. it is an appropriate reuse or redevelopment of an existing building(s) in accordance with Policy DP49.

4.21 The Policies Map shows the boundaries of the Defined Villages which have been reviewed as part of the Local Plan process. It is essential that any new development within the Defined Villages safeguards their character. Any proposals for development within the Defined Villages will be considered against all of the planning policies in this Plan, including those relating to local distinctiveness and design quality.

Entrance sign to Ashurst



CHAPTER 5
Protecting and enhancing the natural environment

5.1 This chapter sets out the strategic objectives for protecting and enhancing the natural environment of the National Park. The natural environment of the New Forest supports a variety of habitats and wildlife and also provides multiple economic and social benefits. Protection of the natural environment can help tackle a wide range of challenges, including supporting biodiversity, improving public health, creating sustainable business, making better use of renewable resources and addressing climate change.

5.2 The New Forest is one of the last remaining extensive areas of unspoilt natural beauty with rare habitats and wildlife in lowland Britain. The heart of the Forest, with its mosaic of ancient pasture woodland, lowland heath, lawns and wetlands and river systems, are intimately connected to the small-holdings and farms of the surrounding countryside. The National Park extends from the wooded slopes of Wiltshire in the north across the central New Forest plateau to the open coastline of the Solent in the south. It has been formed through the close relationship between the land and its people over hundreds of years and much of the area is still managed by traditional agriculture and the historic system of commoning.

5.3 The New Forest National Park is a nationally protected landscape, which has the highest status of planning protection in the NPPF in relation to landscape and scenic beauty. National planning policy also confirms that great weight in decisions must be given to the conservation of wildlife and cultural heritage.

5.4 In addition, over half of the National Park is further protected by international nature conservation designations. The New Forest is home to a wide variety of important and often rare wildlife, habitats and species. The importance of these means that large areas of land in the National Park and its coastline have been designated as Special Areas of Conservation (SAC), Special Protection Areas (SPA), and Ramsar sites and they benefit from a high level of protection under international nature conservation directives. The NPPF also confirms that the presumption in favour of sustainable development does not apply where development could affect the integrity of these areas.

5.5 The New Forest National Park has a higher proportion of its land covered by international nature conservation designations than any other planning area in England, including all other English national parks. The National Park is also under intense pressure from development.

5.6 The New Forest's natural environment is further protected by extensive areas designated as Sites of Special Scientific Interest (SSSI), reflecting their national nature conservation importance. National policies establish duties to both conserve and enhance these sites and avoid development having an adverse effect on them. These sites are complemented and supported by a landscape rich in regionally important habitats and species of principle importance for biodiversity, exemplified by the designation of around 400 local wildlife sites.

5.7 The sense of naturalness, peace and quiet and feeling of remoteness and tranquillity found within the National Park contrasts dramatically with the intensively developed residential and industrial environments close to its boundaries. Indeed, the Parliamentary Order[6] which established the New Forest as a National Park recognised that over the years the Forest has come under increasing development pressure from surrounding urban areas and that there has also been pressure from heavy and growing recreational use. It highlighted that these national, regional and local pressures are threatening its future and the very qualities that make it special[7]. In the face of these pressures it is essential that the reasons for the designation of the New Forest as a nationally important landscape are retained and enhanced, whilst at the same time facilitating the enjoyment of the Park's special qualities.

6 Explanatory Memorandum to the New Forest National Park Authority (establishment) Order 2005

7 The special qualities of the National Park are highlighted in the New Forest National Park Management Plan and are set out in Annex 1 to the Local Plan

Left: coast at Keyhaven

Heathland, Deadman Hill

5.8 The condition of the National Park's SSSI area has been gradually improving over the last decade, but currently about 43% is in unfavourable but recovering condition[8] and only 22% of monitored watercourses are achieving good ecological status[9]. Trends in a variety of key species, such as the curlew, appear to show declines which reflect a variety of pressures and the densities of several protected birds, including nightjar, woodlark and Dartford warbler are relatively low compared with other lowland heathland sites. The Government White Paper, 'The Natural Choice: Securing the Value of Nature (2011)' recognises the need for decisions to reverse such declines and to undertake action to deliver ecological networks that are coherent and resilient. This requires activity to retain existing components of the ecological network, improve their quality and scale, provide buffers in the surrounding landscape, and stepping stones and corridors to ensure habitats are joined up. In doing so the ecosystem services that the natural environment provides will be enhanced and there will be concurrent benefits for society.

5.9 Measures to help the area adapt to and mitigate the impacts of climate change are also set out below, and include supporting small scale renewable energy generation, consideration of flood risks, and the provision of open space.

Strategic Objective for protecting the Forest's natural environment:

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

Protection of internationally important nature conservation sites

5.10 Internationally designated nature conservation sites in the National Park are Special Protection Areas (SPA), Special Areas of Conservation (SAC) and Ramsar Sites (Wetlands of International Importance) and are shown on the Policies Map. These designated areas are large and incorporate more than 30,000 hectares. These cover much of the core of the Forest and the coastal areas, and in most areas are also protected by the national designation as Sites of Special Scientific Interest (SSSI). In accordance with the Conservation of Habitats and Species Regulations 2017 (as amended), these internationally designated sites enjoy the highest level of statutory and government policy protection. Specific and stringent tests within the Habitats Regulations are set to ensure that no development will harm the integrity of these areas, other than in exceptional circumstances.

5.11 A Habitats Regulations Assessment (HRA) has been completed to test whether developments in this Local Plan would affect the integrity of the National Park's internationally designated sites. It assessed a range of potential impacts on the designated sites including the recreational impacts from new households and visitor accommodation, and 'urban edge' impacts such as cat predation and the effects on habitats adjacent to developments. Policy SP5 reflects the conclusions of this HRA and ensures that development complies with the Habitats Regulations. The main conclusions and resulting requirements of the HRA are:

- prior to mitigation, the HRA cannot rule out the recreational impacts of any new residential and visitor accommodation throughout the National Park having a likely significant in combination effect on the New Forest SPA and SAC sites. The HRA also supports the evidence from the Solent Recreation Mitigation Partnership (SRMP) that recreational impacts cannot be ruled out for any residential development within 5.6 kilometres of the Solent SPA, SAC and Ramsar sites that cover the coast. Consequently, mitigation is required for all proposals of these types of development for the recreational impacts on both the New Forest and the Solent coastal designated sites
- due to the expected small scale and wide distribution of individual windfall developments it is judged that these are not likely to give rise to significant urban edge effects on the New Forest SAC or SPA.

Policy SP5: Nature conservation sites of international importance

All development must comply with the Conservation of Habitats and Species Regulations 2017 (as amended). Development which may affect the integrity of an internationally important site for nature conservation will not be permitted unless there are imperative reasons of overriding public interest for the development, and there are no alternatives. If this is the case, the Authority will require compensatory measures to ensure the overall coherence of the designated site.

Development may satisfy the Conservation of Habitats and Species Regulations if sufficient and effective measures are put in place to avoid or fully mitigate any likely significant adverse effects of the proposal (either individually or in combination with other plans and projects) through its lifetime on the designated sites. A contribution to the Authority's Habitat Mitigation Scheme and/or the Solent Recreation Mitigation Partnership's Scheme will enable developers to ensure that mitigation measures are secured for the recreational impacts of their development. The type of development and situations where recreational impacts can be mitigated are described in the Authority's Habitat Mitigation Scheme and the Solent Recreation Mitigation Strategy Explanatory Note.

Avoidance or mitigation may not be possible in some cases due to the impacts, scale, type, or proximity of the proposed development in relation to the designated site, and so the Authority will assess each case on its merits.

5.12 For development to comply with the Habitats Regulations, the Authority will need to be certain that there will be no adverse impacts on the integrity of any of the designated sites. To achieve this, the Authority will need to be satisfied that sufficient and effective measures to avoid or fully mitigate any likely significant adverse effects from a proposed development (either individually or in combination with other plans and projects) will be put in place.

8 State of the Park Report 2016 and Hampshire Biodiversity Information Centre Annual Biodiversity Monitoring Reports
9 Protected Landscapes Monitoring Framework 2017, Environment Agency

5.13 The Authority has devised a Mitigation Scheme which will fully mitigate the lifetime recreational impacts of certain development on the New Forest designated sites. Therefore, to ensure their proposals comply with the Habitats Regulations, developers can make a financial contribution to the Authority's Habitat Mitigation Scheme in relation to the land based designated sites, and to the Solent Recreation Mitigation Partnership's (SRMP) Scheme for development within 5.6 kilometres of the Solent based coastal designated sites. These contributions from developments will be used by the Authority and the SRMP (also known as Bird Aware, Solent) to implement a range of measures that will mitigate the recreational impacts of new development on the designated sites, and help protect and maintain these sites. The HRA of the Local Plan concludes that the National Park Authority's Habitat Mitigation Scheme and the SRMP's Scheme will adequately mitigate potential recreation pressures from development within the New Forest National Park.

5.14 However, due to the scale, type, or proximity of the proposed development in relation to the designated site, avoidance or mitigation and the use of financial contributions may not be possible in all cases. For example, if a larger number of windfall dwellings were to come forward on a single site, or a closely related cluster of sites, within 400 metres of the New Forest SAC and SPA, then the Authority will require the applicant to supply sufficient evidence for an appropriate assessment[10] of the urban edge effects, as outlined in the HRA of the Local Plan.

5.15 Details of the mitigation measures can be found in the Authority's Habitat Mitigation Scheme and those for the Solent Recreation Mitigation Partnership Scheme can be found in the Solent Recreation Mitigation Strategy Explanatory Note[11]. The Authority's Scheme is based on the evidence in the HRA that all residential and visitor accommodation throughout the National Park is likely to impact on the integrity of the designated sites if appropriate mitigation is not provided. The SRMP's Strategy is based on evidence that residential development within 5.6 kilometres of the coast will require mitigation.

5.16 Applicants are not precluded from assessing the potential impact of their proposals on the designated sites and devising their own appropriate mitigation measures. When considering these measures, the evidence presented will need to allow the Authority to be certain that there will be no likely significant adverse effects from the proposed development throughout its lifetime on the designated sites. Applicants will need to provide sufficiently detailed information about the potential impacts of their proposed development on the designated features, species and habitats of all the internationally protected sites and affect their proposed mitigation measures to demonstrate conclusively to the Authority that it will comply with the Habitat Regulations and there will be no likely significant adverse effects on the designated sites. This will need to take into consideration the conclusions of the Habitats Regulations Assessment for the Local Plan and the proposal's potential impacts in combination with all other planned development in the National Park and its surrounding areas. Under a precautionary principle, if the applicant does not demonstrate with certainty that the development, including any proposed mitigation, will not impact the integrity of the site, permission will be refused.

5.17 Developments covered by prior approval and permitted development, contained in the Town and Country Planning (General Permitted Development) (England) Order, are granted permission by central government and therefore a planning application is not required. These developments, however, must still comply with the Habitats Regulations and therefore must adhere to the principles set out in Policy SP5. Where mitigation and/or avoidance measures are required, these can either be provided by the applicant to the satisfaction of the Authority, or where appropriate, a financial contribution can be made to the schemes set out above.

5.18 Terrestrial waders and Brent goose sites located on land outside the boundaries of the Solent SPAs can support these birds, and details are outlined in the Solent Waders and Brent Goose strategy.

Protecting, maintaining and enhancing nationally and locally important sites and features of the natural environment

5.19 There are many nationally, regionally and locally important sites and features that characterise the New Forest and these should be protected, conserved and enhanced, together with the coherence of its ecological network. This includes development proposals that would affect Sites of Special Scientific Interest (SSSI), Sites of Importance for Nature Conservation (SINCs) in Hampshire, County Wildlife Sites in Wiltshire, Local Nature Reserves (LNRs), irreplaceable habitats such as ancient woodlands, species and habitats of principal importance and trees and hedgerows.

Policy SP6: The natural environment

Proposals should protect, maintain and enhance nationally, regionally and locally important sites and features of the natural environment, including habitats and species of biodiversity importance, geological features and the water environment.

Development which is likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other developments) will not be permitted. Only where the benefits of the development clearly outweigh both the impacts on the special interest features of the SSSI and on the broader national network of SSSIs will an exception be considered.

Development proposals which adversely affect locally designated sites, priority habitats and species populations, protected species or those identified of importance by national or local biodiversity plans will be refused unless the Authority is satisfied that:

a) it has been demonstrated that suitable measures for mitigating adverse effects will be provided and maintained in order to achieve a net gain in biodiversity value; and

b) there are no alternative solutions; and

c) there are overriding reasons which outweigh the harm.

In cases where it is not possible to fully avoid or mitigate for the loss of biodiversity interests resulting from a development, appropriate compensation will be secured for any residual losses via on or off-site compensation measures. The latter may include the provision of compensatory habitats elsewhere.

In addition, opportunities to enhance ecological or geological assets and the water environment should be maximised, particularly in line with the Authority's 'Action for Biodiversity'[12]. Applicants will be required to demonstrate the impacts of their proposal on biodiversity, and for certain types of development[13] by submission of an Ecological Appraisal, which should outline the mitigation and enhancement measures needed to achieve a net gain in biodiversity.

5.20 National planning policies also support the protection and enhancement of geological conservation and recognise the wider benefits of ecosystem services. They require that impacts on biodiversity should be minimised, net gains in biodiversity provided where possible, and coherent ecological networks should be established that are more resilient to current and future pressures. Development applications need to be accompanied by an appropriate level of biodiversity information to allow an assessment

10 The applicant will need to provide sufficient evidence for an appropriate assessment (that is informed by the HRA of the Local Plan) that will allow the Authority to be certain that there will be no likely significant adverse urban edge effects from the proposed development throughout its lifetime on the integrity of the designated sites, and, therefore, will comply with the Habitats Regulations. Please contact the Authority to discuss the requirements.

11 www.newforestnpa.gov.uk/planning/development-standards/

12 'Nature in the New Forest: Action for Biodiversity' – New Forest National Park Authority

13 In particular, for greenfield development, replacement dwellings, extensions affecting roof structures and those affecting identified biodiversity interests. The Authority's biodiversity checklist provides guidance.

of impacts, and the efficacy of any proposed mitigation or compensation. It is recommended that applicants seek pre-application advice to establish what information is required.

5.21 Trees and hedges provide very important habitats for wildlife. Trees help to improve air quality, reduce the effect of heavy rain, provide shelter and are integral to the character of the New Forest. Trees also play a significant role in the sustainability of new developments and by retaining existing trees and carefully planting new trees in a well-designed layout, new developments can be successfully integrated as outlined in Policy DP2. The Authority's Tree Guidance Leaflet[14] provides advice on how this can be achieved.

5.22 Older mature trees, especially oak and beech, are a particular characteristic of the New Forest. They are a feature not only of the ancient woodlands of the Open Forest, but of the villages and other settlements that have developed over time as an integral part of the Forest landscape. The New Forest is recognised to be one of the most important sites in North-West Europe for ancient and veteran trees. The Authority will seek to conserve and protect mature trees in order to maintain the local landscape character, cultural history and wildlife value of the area.

5.23 All trees, regardless of their protected status, are deemed a material consideration in planning applications. The Authority can make Tree Preservation Orders (TPOs) when considering planning applications to either prevent the removal of significant trees, or to protect significant trees from damage.

5.24 Hedgerows provide corridors for wildlife and link together the patchwork of the many habitats that make up the countryside. They also protect soil and water, add beauty and character to the landscape, and provide a significant contribution to the local heritage and distinctiveness of the area. Hedgerows are of particular importance for the conservation of farmland and woodland birds and for mammals, but over recent years field and domestic boundaries in the New Forest have been changing. Creating links between habitats through a better network of hedgerows is an identified action of the Partnership Plan and the landscape and biodiversity value of hedges is outlined in the Authority's Design Guide[15] , which, together with the New Forest Land Advice Hedgerow guide[16] provide guidance on how to establish a hedge and what native species can be used. Opportunities to include new hedges in developments will be encouraged through Policy DP2. Hedgerows are protected by the Hedgerows Regulations[17] and many require permission from the Authority if removal is being considered.

14 www.newforestnpa.gov.uk/planning/submit-tree-work-application/

Conserving and enhancing the landscape

5.25 The diverse landscape of the New Forest, including the ancient woodlands, mature trees and hedgerows, heathlands, unspoilt coastline, farmed landscapes and rural villages, are special qualities integral to the designation as a national park.

5.26 National planning policies are particularly important in the New Forest as they provide the highest status of protection to landscape and scenic beauty in national parks. The conservation of wildlife and cultural heritage are also given great weight when assessing planning applications. The whole of the New Forest National Park is designated as a nationally protected landscape and therefore all applicants will need to take account of this level of protection in any development proposal. The Authority will seek to ensure that the high quality, diverse, historic and distinct landscapes and seascapes of the New Forest National Park will be conserved and enhanced.

5.27 The National Parks Circular (2010) also recognises the significance of the living, working landscapes that have been created through history by local land management practices and, in the case of the New Forest, the ancient practice of commoning. Seeking opportunities to enhance large-scale landscapes and habitats that are characteristic of the New Forest is also one of the priority actions of the Partnership Plan (2015). Proposals include the restoration of land to lowland heathland and measures to improve the condition of Sites of Special Scientific Interest, such as wetland restoration. Restoration of landscapes where features have been lost or degraded will be supported by the Authority, where it contributes positively to landscape character.

15 www.newforestnpa.gov.uk/planning/design-guidance/
16 www.newforestnpa.gov.uk/conservation/landscape-partnership/projects/better-boundaries/
17 www.newforestnpa.gov.uk/planning/hedgerows/

5.28 Consideration of the landscape character of local areas throughout the National Park should inform planning applications. The New Forest National Park Landscape Character Assessment 2015 (LCA) provides an evaluation of the different areas and types of landscape character in the New Forest. It divides the New Forest landscape into a number of character areas which help to identify key attributes, differing pressures, trends and opportunities. It identifies those landscape features, such as variations in the natural environment, condition of the landscape, settlement pattern and land uses, that give a locality its 'sense of place' and pinpoints what makes it different from neighbouring areas. It also acts as a landscape framework to inform decisions regarding the location and design of development and the capacity of the landscape to absorb potential changes.

5.29 The New Forest's unique landscape character is, however, under pressure from a number of trends and factors that are likely to affect the National Park over time. The Landscape Action Plan (LAP) details those issues and pressures and sets out objectives, management guidelines and actions for the next 20 years. It offers practical advice and guidance, aimed at both organisations and individuals, to help maintain the special character of the New Forest.

5.30 An important aspect of national policy is its recognition that planning should recognise the 'intrinsic' character and beauty of the countryside. Landscape character cannot be solely determined by what is visible from a publicly accessible location. It is the combination of all the various elements and features of the landscape described in the LCA that make the National Park's landscape character special.

5.31 The following policy seeks to ensure that development avoids detrimental impacts on the intrinsic landscape character and its key features.

Policy SP7: Landscape character

Great weight in planning decisions will be given to conserving the landscape and scenic beauty of the National Park and to its wildlife and cultural heritage. Development proposals will be permitted if they conserve and enhance the character of the New Forest's landscapes and seascapes by demonstrating that:

a) they are informed by New Forest National Park Landscape Character Assessment and are compatible with the distinct features and type of landscape in which the development is located;

b) the design, layout, massing and scale of proposals conserve and enhance existing landscape and seascape character and do not detract from the natural beauty of the National Park;

c) the character of largely open and undeveloped landscapes between and within settlements will not be eroded or have their setting harmed; and

d) landscape schemes reinforce local landscape or seascape character. Where planting is appropriate, it is consistent with local character and native species are used.

5.32 Proposals which are considered to be significant in terms of scale and/or impact should provide a professional landscape and visual impact assessment (LVIA) as part of the application submission.

Water resources

5.33 The Environment Agency (EA) monitor the water quality of rivers in the National Park, based on both ecological and chemical status. Of the total river length of 482 km, about 280 km are covered by Water Framework Directive monitoring stations. About one quarter of the rivers in the New Forest that are monitored are of good ecological status, but the majority are moderate, while a significant proportion are poor. There has been a decline in the length of rivers with 'poor' and 'good' ecological status between 2011 and 2014, and a rise in those in 'moderate' condition. The Environment Agency objective is to achieve high or good ecological status for 70% of the monitored rivers in the New Forest by 2027.

5.34 The New Forest Catchment Partnership was established in 2012. The Authority will continue to facilitate its work and seek to deliver collaborative projects that are in accordance with the partnerships aims. The Partnership complements the work of the Environment Agency by undertaking more widespread monitoring of waterbodies in the National Park, including standing water bodies which are often of national and international importance. This work highlights the need to address diffuse pollution which is preventing waterbodies across the National Park reaching their potential and delivering ecosystem services such as biodiversity quality. The Partnership's Water Environment Improvement Plan identifies priorities for strategic action and localised project delivery.

5.35 The issues and pressures affecting the long-term quality of the region's water resources include abstraction, pesticides, phosphates, nitrates, physical modification and transport pollution[18]. Opportunities will be sought to support diffuse pollution reductions and appropriate proposals to mitigate impacts and provide clean water environments (such as new pond complexes) will be supported. The Authority will also support the Environment Agency, Natural England, water companies and surrounding authorities in the development of any strategic solution to reducing nutrient inputs to the Solent and River Avon internationally designated nature conservation sites from wastewater discharges. Developments that could affect these sites will be considered under Policy SP5.

5.36 The EA have also defined Source Protection Zones (SPZs)[19] for groundwater sources used for public drinking water supply. These zones show the risk of contamination from any activities that might cause pollution in the area, and the closer the activity to the source, the greater the risk of pollution.

5.37 National planning policy emphasises that sustainable drainage systems (SuDS) should be provided in new developments wherever appropriate. This particularly applies to new development in areas at risk of flooding and to planning applications for major development – developments of 10 dwellings or more, or equivalent non-residential or mixed development – unless it is demonstrated to be inappropriate or unnecessary.

5.38 Sustainable Drainage Systems (SuDS) are designed to mimic the natural drainage of surface water, typically managing rainfall close to where it falls. Surface water flows are then slowed down and discharged at a controlled rate before entering a watercourse. The Habitats Regulations Assessment for this Plan identifies that more specific mitigation may be necessary to ensure that contaminated surface run-off is not likely to have significant effects on any designated nature conservation sites.

5.39 In 2013 the Environment Agency[20] looked at the current and future water usage against climate change scenarios to provide an indicative stress situation for each water company. The Southern Water area is identified as being in both current and future water stress. The South Hampshire area of Southern Water's operating area takes approximately two-thirds of its water from the Rivers Test and Itchen. Southern Water's Water Resource Management Plan 2015-2040 sets out a number of initiatives to reduce water usage and improve efficiency in supply.

5.40 In addition to measures being put in place by water companies, new development should manage demand for water and make efficient use of this resource. All new homes currently have to meet the Building Regulations standard of 125 litres per person per day. However, given that part of the National Park water supply is classed as being water stressed, requiring the tighter optional Building Regulations requirement of 110 litres per person per day will help to manage water demand and make efficient use of this resource. Together with the potential for water abstraction impacts on nature conservation interests, the highest standards of water efficiency need to be adopted. There is more guidance on the implementation of this standard in the Government's Approved Document G (Sanitation, hot water safety and water efficiency).

Policy DP8: Safeguarding and improving water resources

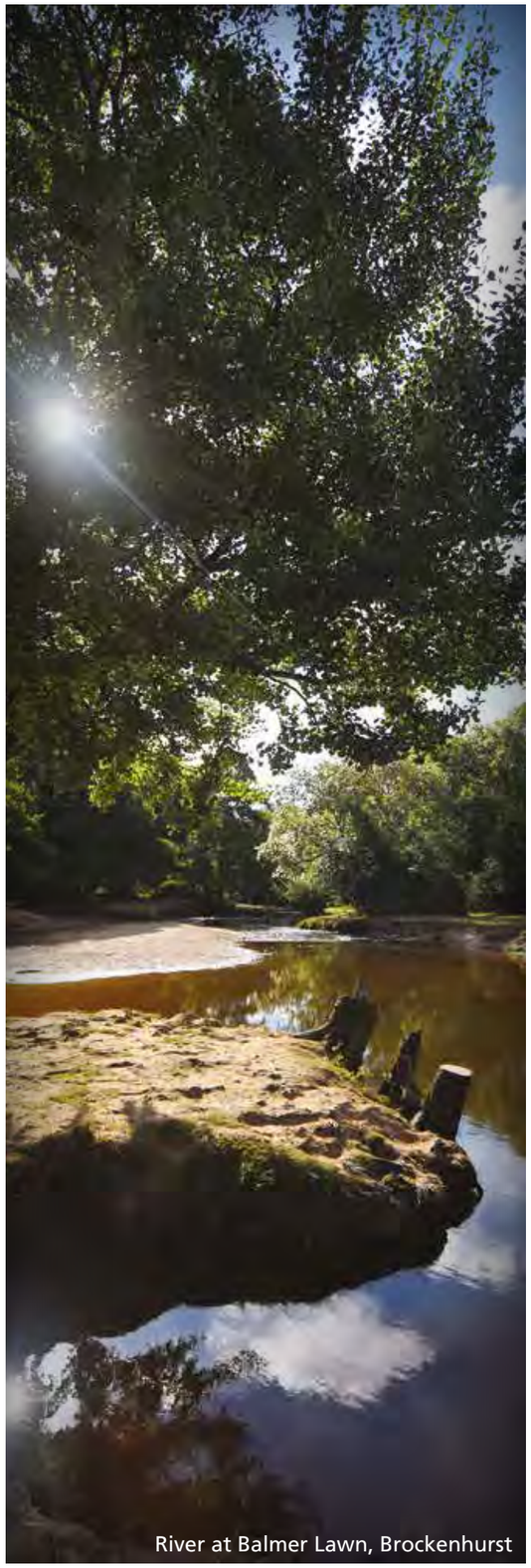
Development will not be permitted if it would risk harm to the quality and yield of water resources, including abstraction sites, groundwater, rivers, streams, still and coastal waters.

In addition, all new residential development within the National Park should be designed to achieve a required level of 110 litres maximum daily allowable usage per person, in line with the Government's Housing Optional Technical Standard for water efficiency.

To reduce the risk that pollutants likely to be contained in surface water run-off will enter watercourses new development must either:

a) implement appropriate Sustainable Drainage Systems (SuDS); or

b) demonstrate that surface water run-off from the development will not adversely affect any designated nature conservation sites.



River at Balmer Lawn, Brockenhurst

18 Environment Agency, South East River Basin – Significant Water Management Issues 2008

19 www.apps.environment-agency.gov.uk/wiyby/37833.aspx

20 Water stressed areas – final classification', Environment Agency, 2013

Green infrastructure and open space

5.41 Green infrastructure can be defined as a planned and managed network of open spaces that perform a number of functions. It can bring a wide range of benefits to both communities and the natural environment, and particularly has a role to play in providing recreational opportunities, maintaining a good quality of life for local communities, and encouraging a healthy lifestyle. Green infrastructure includes such areas as parks and gardens, green corridors, amenity greenspace and allotments.

5.42 A study of accessible greenspace in the South East identified that the National Park has around 30,769 hectares of accessible natural greenspace, amounting to 54% of the area of the National Park[21]. Furthermore, it concluded that all households in the Park had access to natural greenspace using the definitions of the Accessible Natural Greenspace Standard (ANGSt). However, this does not take account of any effects from the high level of visitors to the Park.

5.43 The New Forest Open Space Study[22] acknowledges the importance of open space and recreational facilities within, and close to, the National Park in protecting the National Park through potentially relieving some of the recreational pressures on it by directing recreation away from such areas and the provision of alternative greenspace in more suitable and robust locations.

5.44 Within the National Park, the Authority will continue to work with partners and communities to support opportunities to create or enhance green infrastructure. In recent years the Authority has supported a range of open space enhancements, including the provision of new equipment at open spaces in the main villages and the creation of new wildplay sites. Green infrastructure can provide additional opportunities for local communities to access open space and provides for healthy recreation. Provision or improvement of alternative greenspaces may also be considered along with a range of other measures[23] to mitigate the recreational effects of development within the National Park on the internationally important nature conservation designations. Suitable Alternative Natural Greenspaces (SANGs) are usually large greenspaces designed to provide mitigation for housing development. SANGs are typically part of the strategic mitigation package for larger scale residential development and therefore, are unlikely to be appropriate for the scale of development envisaged in the National Park.

5.45 To deliver its first purpose, the Authority believes that it is important to consider landscapes on a wider scale. The Authority is delivering, together with 10 partner organisations, the Our Past, Our Future Partnership scheme for the New Forest, which undertakes projects to restore lost habitats. The Authority has also brought together public, private and third sector organisations into the Green Halo Partnership to recognise the economic and social value of the natural environment – its natural capital and the ecosystem services it provides – and ensure this guides decisions about how we manage or develop our area. This will include exploring opportunities for new green infrastructure. For example, green infrastructure will be delivered as part of the Green Infrastructure Strategy for the South Hampshire sub-region that will be implemented by the Partnership for South Hampshire (PfSH).

21 An analysis of accessible natural greenspace provision in the South East, (McKernan & Grose, 2007)

22 New Forest Open Space Study, commissioned by the National Park Authority and New Forest District Council (2007)

23 The Authority will decide what measures are acceptable for a development to comply with the Habitats Regulations – see Policy SP5 and accompanying text.

Policy SP9: Green infrastructure

Proposals which create, maintain and enhance green infrastructure will be supported, particularly where they:

a) encourage connectivity between different habitats and designated sites;

b) provide opportunities for local communities to access open space and provide for healthy recreation; and

c) relieve recreational pressure on internationally important nature conservation sites.

The Authority will work with other partners and adjoining authorities to develop green infrastructure, and to ensure the impacts of development both within and outside the National Park's boundary do not adversely affect the landscape character of the National Park or the internationally important nature conservation designations. However, providing new Suitable Alternative Natural Greenspace (SANG) in the nationally protected landscape of the National Park as mitigation for development outside the National Park is not appropriate, and will only be considered in exceptional circumstances where very significant benefits for the landscape, biodiversity and internationally designated sites of the National Park can be clearly demonstrated.

5.46 The Authority will also work with Natural England and other local authorities, as well as a range of relevant stakeholders, to develop a strategic approach to prevent adverse effects on internationally designated nature conservation sites in the New Forest.

5.47 With the population who live within an easy journey of the New Forest increasing rapidly, and planned development immediately surrounding the Park set to rise significantly, an increased number of visitors are likely to come to enjoy the National Park in the coming years. Clearly this will present challenges in how to balance the enjoyment of visitors with the conservation and enhancement of the special qualities of the National Park. Recreation management will be critical, and a review of the New Forest National Park Recreation Management Strategy (2010-2030) is being undertaken.

5.48 To take forward the actions within the Recreation Management Strategy (RMS) a RMS Steering Group comprising six organisations with statutory responsibilities for aspects of recreation, and an RMS Advisory Group, comprising the same six organisations plus 10 key other organisations, have adopted the following Priority Task: '…to agree an overall plan for where within and around the National Park we should encourage people to go to enjoy outdoor recreation, and how this should be achieved. The aim would be to both improve the New Forest's recreational experience and enhance the other special qualities (including its rich wildlife, tranquillity and commoning tradition) and to avoid inadvertently damaging the special qualities which people come to the New Forest to enjoy.'

5.49 National planning policy defines open space as including all open space of public value, including not just land but also areas of water which offer opportunities for sport and recreation and can act as a

Wild play site, Stanford Rise

visual amenity. It confirms the importance of access to high quality open spaces and opportunities for sport and recreation, and Policy DP10 supports this approach. The open space requirement of 3.5 hectares of open space per 1,000 population has been developed from the Open Space Study commissioned by the Authority and New Forest District Council. The standard comprises the 0.2 hectares per 1,000 population of designed play spaces for children and young people, 1.25 hectares of formal recreational space per 1,000 population and 2 hectares of informal open space per 1,000 population. Based on the open space requirement as set out above, the Authority requires 35 square metres of public open space to be provided per person.

Policy DP10: Open space

Where there is an identified need, development should either provide for the enhancement of existing open space and amenity areas, or provide on-site open space to the minimum provision standard of 3.5 hectares of public open space per 1,000 population.

Proposals that result in the loss of existing open space, sports and recreational buildings and land, including playing fields, will not be permitted unless:

a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or

b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or

c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

5.50 New housing development should incorporate open amenity areas and features, preferably within its site boundary to enhance the quality of the environment for the benefit of residents, biodiversity and the locality. The requirement to provide public open space is separate to, and in addition to, the provision of alternative greenspace for mitigation against impacts on the internationally designated nature conservation sites.

Cricket match, Cadnam

Climate change

Strategic Objective for planning for climate change:

Plan for the likely impacts of climate change on the Special Qualities of the area.

5.51 Climate change will be one of the most significant factors influencing change in all aspects of the National Park in the future. The government is now clear that climate change is happening, and it is due to human activity. The Committee on Climate Change has identified[24] six key areas of climate change risk that need to be managed as a priority:

- flooding and coastal change
- the impact of high temperatures on health and wellbeing
- risks to natural capital
- risks of future water shortages
- impacts on the global food system
- risks arising from new and emerging pests and diseases.

5.52 The main impacts from a changing climate in the National Park are expected to affect habitats, landscape, archaeology, property, human safety, recreation, land management, water resources and the rural economy.

5.53 The UK Climate Projections were published in August 2009 and estimated that by the 2080s Southern England could face an increase in average summer temperatures of between 2 and 7 degrees Celsius. There could be about a 40% decrease in average summer rainfall in parts of the far south of England. This emphasises that the UK's climate is changing and that in order to prevent the problem becoming worse, carbon emissions in the UK need to be reduced.

5.54 Through the Climate Change Act the Government has set statutory targets to reduce UK greenhouse gas emissions by 80% on 1990 levels by 2050, and to achieve at least a 34% reduction by 2020, and 57% by 2030.

5.55 The Authority aims to minimise the vulnerability and maximise resilience to the impacts of climate change on the National Park, in particular on its special qualities.

Policy SP11: Climate change

The Authority will support proposals to mitigate climate change and adapt to the impacts of climate change through:

a) avoiding development in areas at highest risk of flooding;

b) locating development so as to reduce the need to travel by car;

c) sustainable design and construction of buildings including improved water and energy efficiency[25];

d) supporting small scale renewable and low carbon energy generation; and

e) enabling wildlife and habitats to adapt to climate change.

5.56 There is some uncertainty over how individual species and habitats in the New Forest will respond to climate change, but it is likely that some habitats will change or be lost, particularly coastal habitats, together with the appearance of new species. Maintaining a network of green infrastructure can help to increase the robustness of habitats by reducing their fragmentation by creating and restoring habitat and wildlife networks.

5.57 Measures to reduce the National Park's vulnerability to climate change include sustainable transport, considering flood risks, supporting more energy efficient new development and local food production.

24 UK Climate Change Risk Assessment 2017 Synthesis report

25 Consistent with the Government's zero carbon buildings policy.

Flood risk

5.58 The Authority has no direct responsibility for flood protection or coastal defence. As the local planning authority for the coastline in the National Park, however, it is important that future strategic planning and development management decisions are consistent with the North Solent Shoreline Management Plan (2010).

5.59 Shoreline Management Plans are non-statutory plans that evaluate the known risks to people, property and the built and natural environment from the sea and coastal processes. They feature policies for each section of coast based on the findings. The coastline of the National Park is covered by the North Solent Shoreline Management Plan, and it sets out detailed policies for coastal management over the next 100 years.

5.60 Within the National Park the Shoreline Management Plan[26] proposes to 'Hold the Line' (i.e. maintain or upgrade the level of protection provided by existing coastal defences) on the coast between Hurst Spit and Elmer's Court outside Lymington, between Sowley and Saltershill, and around Calshot, but proposes 'No Active Intervention' (i.e. a decision not to invest in providing or maintaining any defences) elsewhere. It also makes allowance for landowners to maintain their own defences where these already exist, even though landowners are advised to contact the Authority before undertaking any works. The Authority will consult New Forest District Council as the Coastal Authority on planning applications where necessary. The Authority will also continue to be a member of the Solent Forum, which considers and provides advice on strategic issues for authorities involved in planning and management of the coast in the Solent area.

5.61 Flood zones have been developed by the Environment Agency and their use is outlined in the National Planning Practice Guidance (NPPG)[27]. Zone 1 is where there is little or no risk of flooding, in Zone 2 there is a low to medium risk and in Zone 3 there is a high risk. The Environment Agency publishes maps of flood risk on its website which shows the location of these zones and should be referred to as the most up to date source of information on flood risk. These maps are continually being updated and will be used in the consideration of policy DP12. The National Park is at most risk of coastal flooding, but there is also significant flooding from the Lymington River in Brockenhurst and to a lesser degree the Beaulieu River. The Cadnam area of the National Park is also affected by surface water flooding and part of the evidence base for this Local Plan includes a Level 1 Strategic Flood Risk Assessment (SFRA) commissioned jointly by the National Park Authority and New Forest District Council in 2017.

5.62 National Planning Practice Guidance sets out the 'sequential test' that will be used to assess all planning applications to direct development away from flood Zones 2 and 3 as the areas at highest risk of flooding. This will also need to take account of the broader considerations set out in the New Forest Strategic Flood Risk Assessment 2017, and consider all localised flood risk areas and all surface water flood risks. Only if there are no reasonably available suitable alternative sites can development in areas of higher risk (Flood Zones 2 and 3) be considered by applying the 'exception test' as outlined in National Planning Practice Guidance.

26 www.northsolentsmp.co.uk

27 See NPPG at www.gov.uk/government/collections/planning-practice-guidance and the Environment Agency's Flood Maps at www.apps.environment-agency.gov.uk/wiyby/cy/151263.aspx

Watersplash, Brockenhurst

Policy DP12: Flood risk

Development proposals will not be permitted if they:

a) would increase the risk of coastal, fluvial, or surface flooding, or coastal erosion;

b) do not comply with the sequential test, and, if necessary, the exception test (as outlined in National Planning Practice Guidance), or are in high flood risk areas (as defined by the Environment Agency's Flood Zones 2 and 3 categories and the New Forest Strategic Flood Risk Assessment, 2017); or

c) are not compatible with the appropriate Shoreline Management Plan and Coastal Defence Strategy.

Relevant developments will require a flood risk assessment.

5.63 It will be necessary to ensure that the main settlements are given protection through carefully designed defences which do not adversely affect the sites of European nature conservation importance or create additional flooding issues for other parts of the coast. In addition to coastal protection works, other small-scale coastal development might include coastal access works, upgrading existing coastal car parks and replacing beach huts and existing mooring facilities. The aim of this approach is to maintain the character of the undeveloped coast, protecting and enhancing its distinctive landscape.

Policy DP13: Coastal development

Small scale proposals for development on the coast will be permitted provided that they:

a) will not have adverse impacts on coastal processes;

b) are in keeping with the character of the coast;

c) will not significantly prejudice landscape interest and will have regard to the importance of seaward and landward views;

d) protect or enhance coastal habitats and species, including all designated nature conservation sites; and

e) will not lead to the consolidation of scattered development.

5.64 Policy DP13 seeks to protect the undeveloped nature of the National Park coastline. The policy ensures a level of protection consistent with the Government's Marine Policy Statement (MPS) and the emerging South Marine Plan. Once adopted, the South Marine Plan will help integrate marine and land planning, contributing to vibrant coastal communities and consideration of cultural heritage, seascape and local environmental quality. The Authority will work with the marine planning authority to ensure that the seascape quality of the New Forest coastline is maintained and enhanced.

5.65 The England Coast Path (ECP) is a new national trail being created by Natural England through the Marine and Coastal Access Act 2009, and will extend along the coast of the New Forest. It will allow people to gain access along the coast and provide opportunities to enjoy one of the special areas of the National Park. Any small-scale proposals associated with the coast path will be considered against Policy DP13 on coastal development.

Renewable energy

5.66 The NPPF supports the delivery of renewable and low carbon energy and associated infrastructure and requires local planning authorities to have a positive strategy to promote energy from renewable and low carbon sources. The NPPF places the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. In response to this requirement, the Authority has taken a positive approach to appropriate renewable energy proposals in the National Park. This includes the allocation of grant funding to support local community renewable energy projects; and the support offered through the planning system to proposals that respect their location within a nationally protected landscape.

5.67 National planning policy states that planning authorities should design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts. In addition, the NPPF clarifies that great weight should be given to conserving landscape and scenic beauty in national parks. Consequently, the potential for renewable energy generation within the National Park will need to be balanced against the potential adverse visual and amenity impacts on the landscape, including views into and out of the Park.

5.68 To avoid compromising the landscape character and beauty of the National Park, the policy emphasis is on supporting appropriate, small scale renewable energy developments that provide energy for an individual household or business use, or for a small local community facility within the National Park. Proposals will be supported in appropriate areas of the National Park outside areas designated as nature conservation sites (including Natura 2000 sites, Sites of Special Scientific Interest and National Nature Reserves), where they do not cause damage to the natural beauty, wildlife, cultural heritage, tranquillity and other special qualities of the National Park, in accordance with the statutory purposes and national policy. The New Forest is not an appropriate location for on-shore wind development due to insufficient wind speed and the impact such development would have on the landscape and statutory National Park purposes. Similarly, larger renewable energy developments to meet a wider-than-local need are not appropriate within the National Park.

Policy SP14: Renewable energy

Development proposals for, or incorporating, renewable energy generation, other than wind energy, will be permitted where they:

a) are small-scale and provide energy for individual households or businesses, or for small local community facilities;

b) are located and designed to have minimal visual impact; and

c) do not have adverse impact on the landscape character, heritage assets, natural beauty, wildlife, tranquillity or other special qualities of the National Park.

Planning permission for renewable energy developments likely to have an adverse effect on a designated nature conservation site (including Natura 2000 sites, Sites of Special Scientific Interest and National Nature Reserves) will not be granted.

5.69 All forms of small-scale energy production will be supported where these meet the criteria set out in Policy SP14. Evidence suggests, however, that the most appropriate forms of renewable energy production in the New Forest are likely to be solar and biomass.

5.70 Some small-scale renewable energy development does not require planning permission, such as the use of solar panels in a domestic setting. However, domestic scale wind turbines do require planning permission and the above policy will apply. It is recommended that applicants seek advice on their proposals from the Authority before making an application.

5.71 Proposals should take account of the need to protect the natural historic and built environment, including consideration of potential visual and noise impacts of this type of development. The Authority's Design Guide provides advice on the incorporation of energy efficiencies into the design of buildings.

Solar panels, Lyndhurst

Pollution

5.72 Lying as it does between the large urban areas of Southampton, the industrial areas along Southampton Water and the South East Dorset conurbation, the National Park is vulnerable to pollutants from industry, vehicles and many other sources which can harm human and other species' health, together with general noise and light pollution associated with urban areas.

5.73 An unpolluted environment is recognised as one of the key ingredients to a good quality of life. There is an air quality problem in Lyndhurst, where an Air Quality Management Area has been designated due to the presence of excessive transport related pollutants. The Air Quality Action Plan for Lyndhurst[28] prepared by New Forest District Council sets out traffic management measures including the restriction of HGVs using the High Street, controlling traffic lights, and reviewing signage in Lyndhurst directing visitors into Lyndhurst's main car park.

5.74 The impacts on air quality arising from the increased traffic generated by the development planned in this Local Plan has been assessed[29] to determine whether it would raise pollution levels that could affect the integrity of the internationally designated nature conservation sites in and around the New Forest. The evidence concluded that this would not be the case but highlighted that, when combined with traffic growth generated from surrounding areas, the impact of ammonia and acid deposition is uncertain and requires monitoring. Consequently, the National Park Authority will work with surrounding local authorities and other partners to monitor the in combination impacts on the protected habitats and to identify any changes that occur during the life of the Local Plan. If monitoring at any time shows that the change is likely to have a significant effect on the designated sites, the Authority will support other authorities in devising an appropriate strategic mitigation strategy.

28 www.newforest.gov.uk/airquality
29 See HRA of the Local Plan together with supporting air quality evidence documents

Tranquillity

5.75 The NPPF confirms that planning policies should aim to protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their amenity value. The tranquillity that can still be found in many parts of the New Forest National Park is cited as one of its valued 'special qualities' and therefore the Authority will seek to protect it. The National Park's Management Plan describes tranquillity as the relative peace and naturalness, combined with the open and unfenced landscape of much of the area that gives a sense of space, remoteness and freedom. This contrasts with the increasingly built up and intensively managed landscape of southern England and provides a means of release from the pressures of modern life.

5.76 Tranquillity can be damaged by intrusive sights and sounds, particularly from man-made structures such as new roads, poorly-designed lighting and overhead power lines. To help protect tranquillity the Authority has developed a map highlighting the tranquil areas of the New Forest[30]. It identifies areas in the north and south-east of the New Forest as being the most tranquil in the National Park. The key criteria used to determine the levels of tranquillity were the amounts of man-made noise and visual disturbance in the natural environment. In order to retain this special quality for future generations the potential impacts of noise and light pollution will be carefully controlled in Policy SP15. Visual intrusion and landscape character will also be protected through Policy DP2 and Policy SP7. The Authority will aim to acquire International Dark Sky Reserve status from the International Dark Sky Association.

Policy SP15: Tranquillity

New development should avoid, or provide mitigation measures, if the proposal will lead to noise, visual intrusion, nuisance and other unacceptable environmental impacts on the National Park and its special qualities.

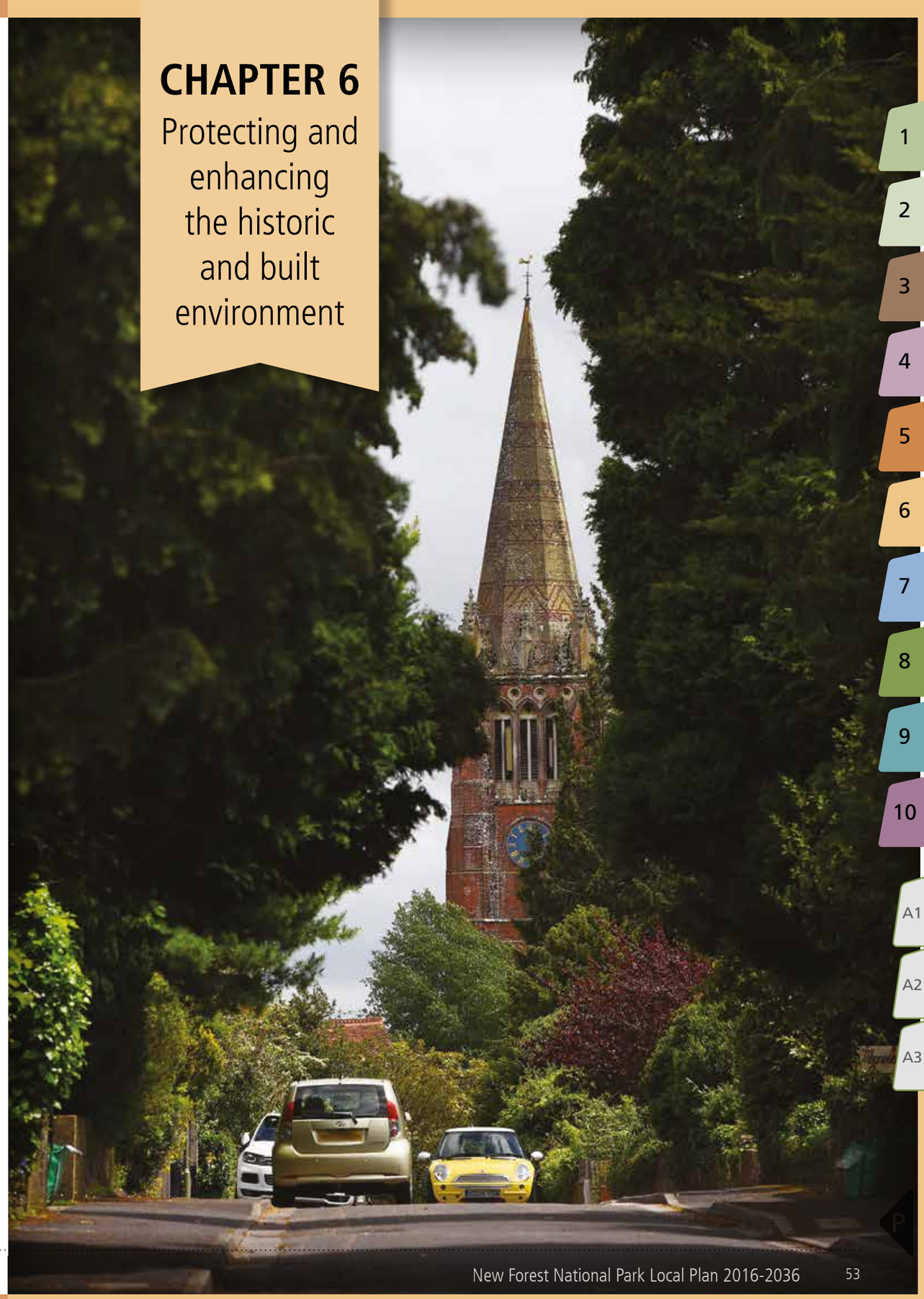
This should include reducing the impacts of light pollution on the 'dark skies' of the National Park and control of development to prevent artificial lighting from eroding rural darkness and tranquillity.

Development proposals that seek to remove visually intrusive man-made structures from the landscape will be supported.

30 www.newforestnpa.gov.uk/planning/landscape-policy-documents

Right: St Michaels and All Angels church, Lyndhurst

CHAPTER 6
Protecting and enhancing the historic and built environment



6.1 This chapter takes forward the spatial objectives for protecting and enhancing the historic and built environment of the National Park.

6.2 The New Forest has a distinctive character which is made up not only of the numerous listed buildings, conservation areas and scheduled ancient monuments, but also the many and varied locally important features. Many unlisted cob buildings, simple brick cottages, and early bungalows give parts of the New Forest their distinctive character.

6.3 There is a variety of historic landscapes within the National Park that have been shaped by past human interaction with the land. Significant components of historic landscapes include field systems (including lynchets, ridge and furrow), historic woodland management, medieval settlements, traditional farmsteads and settlements, and networks of ancient routeways.

6.4 Archaeological sites and evidence in the New Forest range from finds that date from up to 500,000 years ago to observation posts from the Cold War period. Known sites and features are recorded on the publicly available Historic Environment Record, but it is likely that many still await identification and recognition.

6.5 Small-scale changes to the local landscape, buildings, settlements and sites take place almost constantly in responses to shifting values, fashions, availability of products and new technology. Although change is inevitable it is often at the expense of those features which give the New Forest its particular character. Over time this can cause a negative impact leading to suburbanisation and loss of character.

Strategic Objective for protecting the Forest's historic and built environment:

Conserve and enhance the cultural heritage and historic environment of the National Park, especially the wealth of individual characteristics that contribute to its local distinctiveness.

Heritage assets

6.6 The NPPF defines a heritage asset as a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest. Designated heritage assets in the National Park include scheduled monuments, registered parks and gardens, listed buildings and conservation areas.

6.7 However, the New Forest also contains a wealth of locally important historic interest that are not statutorily designated as heritage assets. These include sites on the Authority's local list of buildings that contribute to the character and appearance of the National Park. There are at least 1,765 buildings that have been identified as locally important within the National Park. The Authority uses criteria set out by Historic England to determine whether a building should be included on the local list. At the moment the local list comprises buildings of local interest in conservation areas; but additional buildings of local interest have also been identified by local communities when developing Village Design Statements. The Authority intends to work with parish and town councils to identify additional buildings of local interest outside conservation areas, as well as with local groups through initiatives in the 'Our Past, Our Future' landscape scheme.

6.8 Where proposals for new development may have an impact on a heritage asset, applicants are required to produce a heritage statement setting out the significance of the asset, and justify the development proposals in relation to the character and setting of the heritage asset, in accordance with the NPPF. The more important the asset, the greater the weight, and any harm or loss should require clear and convincing justification, as emphasised in the NPPF.

Policy SP16: The historic and built environment

Proposals should protect, maintain or enhance nationally, regionally and locally important sites and features of the historic and built environment, including local vernacular buildings, archaeological sites and designed and historic landscapes, and, where appropriate, help secure a sustainable future for those heritage assets at risk.

a) Proposals will be supported where they conserve and enhance the significance or special interest of designated or non-designated heritage assets, i.e. they:

(i) do not harm the special interest, character or appearance of a conservation area, including spaces, street patterns, views, vistas, uses and trees which contribute to that special interest, character or appearance, having regard to the relevant conservation area character appraisal and management plan; and

(ii) do not harm the significance, or result in the loss of a:

– scheduled monument (or a non-designated asset of archaeological interest of demonstrably equivalent significance); or,

– listed building, including through inappropriate siting, size, scale, height, alignment, materials, finishes (including colour and texture), design and forms; or

– registered park and garden, and particularly its layout, design, character, appearance and key views within, into and out; and

(iii) make a positive contribution to, or better reveal, or enhance the appreciation of, the significance or special interest of a heritage asset or its setting; and

(iv) help secure the long-term conservation of a heritage asset.

(b) Proposals will be resisted where they would harm the significance or special interest of a heritage asset unless any harm is outweighed by the public benefits of the proposal, proportionate to the degree of harm and significance of the asset, including securing its optimum viable use.

(c) All development proposals that affect, or have the potential to affect, the significance or special interest of a designated or non-designated heritage asset, either directly or by being within its setting, will need to be accompanied by a clearly evidenced heritage impact statement proportionate to the development and the significance or special interest of the asset, setting out the impact of the development on that significance or special interest and how any harm has been avoided or minimised through careful design and mitigation.

(d) Where proposals are likely to affect a site of known or potential archaeological interest, and appropriate desk-based assessment will also be required, including field evaluation where necessary.

6.9 National planning policy emphasises that where a proposed development will lead to substantial harm to, or loss of, a designated heritage asset the applicant must demonstrate that the harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

Listed buildings and conservation areas

6.10 Listed buildings are buildings officially defined as being of special architectural or historic interest and there are 624 listed buildings in the National Park, which range from palaces and country houses to many smaller but more typical cottages and 'hovels' built of brick, timber frame or cob.

6.11 Conservation areas are 'areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance'. There are 17 conservation areas wholly within the National Park, with a further three straddling the boundary with New Forest District Council. The boundaries of all these conservation areas are shown on the Policies Map.

6.12 In pursuance of its responsibilities under both National Park purposes and through the duty imposed by the Planning (Listed Buildings and Conservation Areas) Act, the Authority is developing a framework for the management of conservation areas in the National Park. This comprises:

- conservation area character appraisals, one for each conservation area, which identifies the special historic and architectural qualities of an area which justify its designation
- Conservation Areas Management Plan, covering all conservation areas (adopted October 2008)
- conservation area specific management plan covering individual conservation areas.

6.13 Development to listed buildings and in conservation areas, and their settings, will be carefully controlled to ensure that their character is retained. The Conservation Area Character Appraisals are important sources to refer to in making planning applications and they will be used in evaluating the appropriateness of development proposals in those areas.

6.14 On the Historic England register there are seven historic parks and gardens in the National Park[31], whilst a much longer list of locally important sites is set out on the Hampshire Register of Historic Parks and Gardens[32].

6.15 Where planning applications involve listed buildings Grade I or II*, scheduled monuments, registered parks and gardens, or a registered battlefield, Historic England must be consulted. In addition, the Authority is required to consult the National Amenity Societies[33] where the proposal would include full or partial demolition of a listed building.

31 Avon Tyrrell, Brockenhurst Park, Cadland House, Exbury House, Hale Park, Pylewell Park, Rhinefield.
32 'Hampshire's Historic Parks and Gardens', Hampshire County Council, 2007.
33 See Glossary for full list of societies.

Tree landscape at Hale House

Mile post, Burley

Archaeology

6.16 There are around 200 scheduled monuments in the National Park, but over 3,700 known non-designated sites recorded on the publicly available Historic Environment Record (HER)[34] many of which are yet to be fully understood. Some archaeological assets may not be scheduled but are still nevertheless demonstrably of equivalent significance to scheduled monuments and therefore will be subject to the policies for designated heritage assets, in accordance with the NPPF.

6.17 Historic England maintains the Heritage at Risk register that identifies sites most at risk of being lost as a result of neglect, decay or inappropriate development. On the register within the National Park there are currently 10 scheduled monuments and two buildings. The Authority will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.

6.18 As part of 'Our Past, Our Future' the Authority aims to facilitate the conservation and enhancement of the historic built environment of the National Park, through raising awareness, developing specialist building skills, encouraging sensitive management and promoting availability and access to these skills.

34 www.hants.gov.uk//historicenvironmentrecord

Breamore Mill

Local distinctiveness

6.19 The different villages and landscapes in the National Park all have a distinctive character, although they are also all recognisably part of the New Forest, linked by its particular history, economy and culture.

6.20 The first National Park purpose, together with national planning policy, recognises the importance of conserving and enhancing an area's local character. The level of development pressure within the National Park is evidenced by the level of planning applications received by the Authority each year. Since becoming a Local Planning Authority in 2006 the Authority has determined an average of just under 900 planning applications per year[35].

6.21 Whilst the vast majority of these applications entail minor development, increasing amounts of such small-scale household development can result in a creeping suburbanisation of the National Park, slowly eroding the Forest's distinctive character[36].

6.22 Many of the grass verges within the Forest are designated as Sites of Special Scientific Interest (SSSIs) and are of national importance for nature conservation. They are therefore legally protected against damage. In addition, grass verges contribute to the appearance and rural character of the National Park. Parking, driving or storing building materials on the grass verges can cause serious damage and have a harmful impact on their landscape, ecological and grazing value. Much work has been undertaken on this issue in the Western Escarpment Conservation Area, and through the work undertaken by the Verderers of the New Forest and Forestry England as part of the Higher Level Stewardship scheme.

6.23 To build a new drive or access over a SSSI verge, planning consent from the National Park Authority and approval from Natural England and the Verderers of the New Forest is required, as well as consent from Forestry England if it is on Crown Land. In most cases, the Authority will consider the use of planning conditions restricting the storage of building materials and parking of contractor's vehicles on the protected grass verges.

Policy SP17: Local distinctiveness

Built development and changes of use which would individually or cumulatively erode the Park's local character, or result in a gradual suburbanising effect within the National Park will not be permitted.

35 Development management statistics, NFNPA 2017
36 National Park Authority's Annual Monitoring Report 2016

Design principles

6.24 Development, whether of a traditional or modern design, should be sympathetic and in keeping with its context and surroundings. New buildings should have a low (or no) carbon footprint and all new development should make a positive contribution to the National Park particularly through its design, size, scale, materials and layout.

6.25 Sustainable design and construction focusing on maximising a site's natural resources and energy efficiency can include the use of passive design techniques, where this would not be inappropriate due to any impact it may have on the historic environment.

6.26 A Design Guide Supplementary Planning Document for the National Park was adopted by the Authority in 2011, which sets out more details on the characteristics of the New Forest and ways of maintaining local distinctiveness and embed the principles of good design into new development.

Policy DP18: Design principles

All new development will be required to achieve the highest standards for new design: including location, layout, size, scale, details and materials of new development within the National Park, with particular regard to:

a) enhancing the built and historic environment of the New Forest;

b) creating a safe environment where people want to live, work and visit;

c) ensuring new development is accessible where appropriate;

d) ensuring all new development incorporates sound sustainable design and construction principles and good environmental practices; and

e) ensuring development is contextually appropriate and does not harm key visual features, landscape setting or other valued components of the landscape, and enhances these where appropriate.

6.27 National planning policy emphasises that new development should create safe communities where crime and disorder, or the fear of crime do not undermine quality of life. Employing the principles of 'Secured by Design', which is a national police initiative focusing on 'designing out crime' in the design and layout of new residential and commercial development, can help address these concerns. Principles, which include places where publicly accessible spaces are overlooked and places that promote a sense of ownership and respect, should be taken into account in new development proposals.

6.28 In addition, several communities within the National Park have produced a Village Design Statement which sets out a statement of the individual character of a particular town or village. These are then adopted as Supplementary Planning Documents by the Authority and are used in assessing relevant planning applications. The Authority will continue to support parishes that wish to undertake a Village Design Statement.

Adopted Village Design Statements (as at 2018)

- Hordle Village Design Statement (2015)
- Sway Village Design Statement (2013)
- Boldre Parish Design Statement (2013)
- Ashurst & Colbury Village Design Statement (2013)
- Hyde Village Design Statement (2012)
- Landford Village Design Statement (2011)
- Wellow Village Design Statement (2011)

Sustainable design and construction

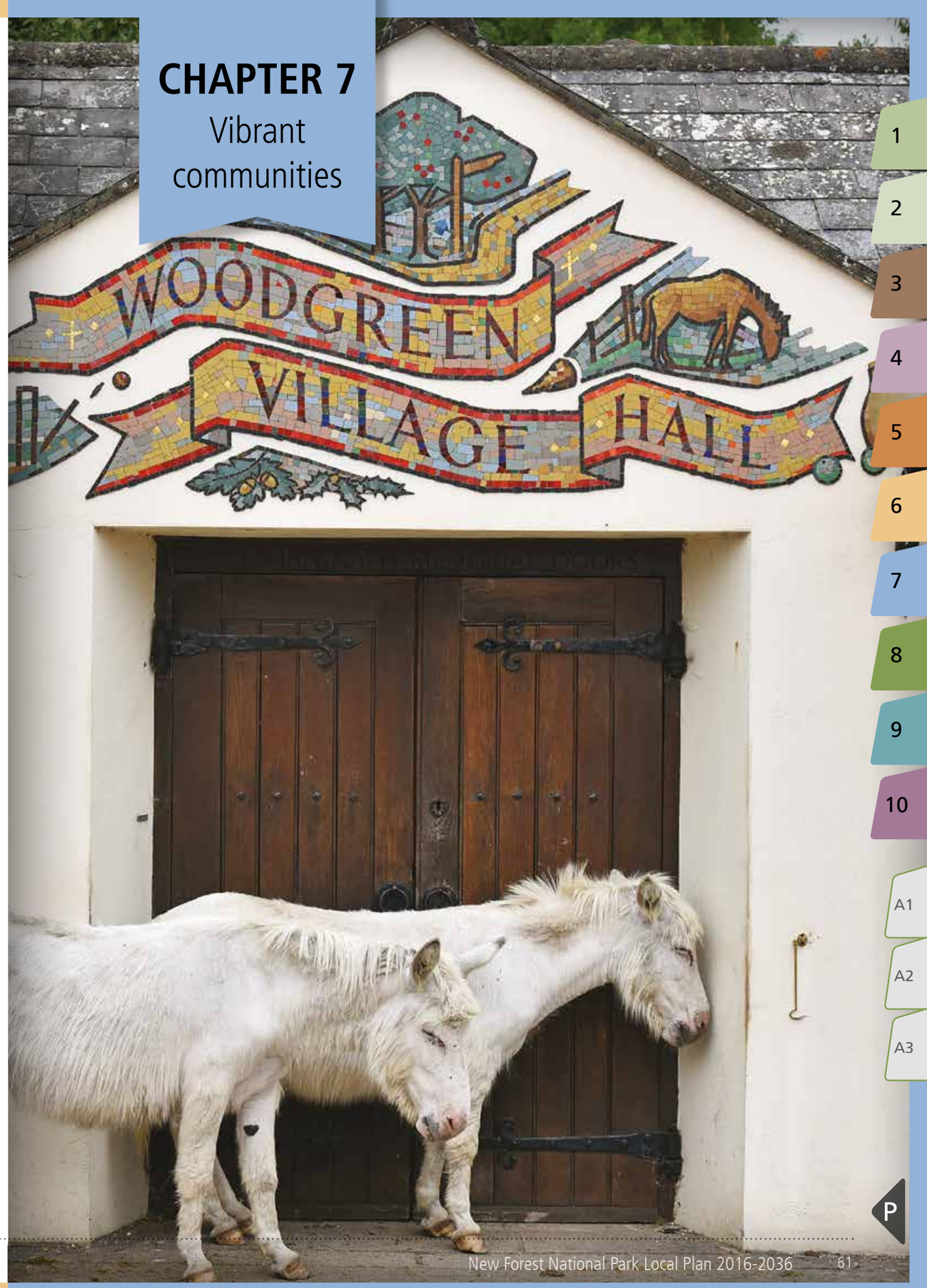
6.29 National planning policy expects all new development to adopt and incorporate sustainable construction standards and techniques.

6.30 New buildings should be designed to maximise energy efficiency and take account of landform, layout, building orientation, massing and landscaping to minimise energy use and CO^2 emissions. Innovative design and technologies, such as low carbon technology, will be encouraged, and the use of materials sourced as locally as possible will be preferred.

6.31 The National Park Design Guide Supplementary Planning Document sets out more details on how to incorporate sustainable design features into the design and layout of new development proposals.

Sustainable new-build, Lepe

CHAPTER 7
Vibrant communities



7.1 National planning policy recognises the need for small-scale, sustainably located development within national parks to support the socio-economic well-being of their communities. This includes the provision of local affordable housing and local community facilities. This chapter therefore takes forward the strategic objectives to promote affordable housing to meet local needs and to strengthen the well-being and sustainability of rural communities.

Strategic Objectives for supporting vibrant communities:

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

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

Housing

7.2 The provision of housing to meet the local needs of people living within the National Park is a key part of supporting the communities of the New Forest. The Local Plan establishes the level of new housing to be delivered in the National Park between 2016 and 2036 in a way that is consistent with the two statutory Park purposes and related duty.

National policy context

7.3 The Government's National Parks Vision and Circular (2010) – cross-referenced within the NPPF - recognises that national parks are not suitable locations for unrestricted housing. The expectation is that new housing in national parks will be focused on meeting local affordable housing needs, rather than catering for external demands. National park authorities are expected to work with local housing authorities and other agencies to ensure that the needs of local communities in the national parks are met and that affordable housing remains so in the longer term. Previous strategic and local plans for the New Forest have acknowledged the sensitivity of the New Forest and its landscape and the area has been protected from large scale new development.

7.4 The NPPF confirms that local plans should meet 'objectively assessed needs' identified for Housing Market Areas unless the adverse impacts of doing so would outweigh the benefits. Specific policies in the NPPF indicate development in national parks should be restricted. These include policies relating to national parks, sites protected under the European Birds and Habitats Directive, Sites of Special Scientific Interest, and designated heritage assets. The New Forest National Park is covered by a wide range of national and international landscape and ecological designations and therefore national planning guidance on meeting housing needs must be considered alongside the protection afforded to the New Forest's landscape and habitats in primary legislation. Within this context, and when considered against the NPPF, meeting the area's full housing need is not achievable within the National Park without having a detrimental impact on the reasons for its designation and the statutory National Park purposes.

Scaffolding around old cottage

7.5 The NPPF also states that planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups. One of the roles of a Local Plan is to identify the size, type, tenure and range of housing required.

New Forest Strategic Housing Market Assessment and objectively assessed housing needs

7.6 In line with Government policy, the process for determining the amount of housing to be delivered in the National Park starts with the identification of the 'objectively assessed need' for new housing. This should be informed by a Strategic Housing Market Assessment (SHMA), which in the case of the New Forest was jointly commissioned by the National Park Authority and New Forest District Council in 2014. This Assessment concluded that the National Park falls within three separate housing market areas centred on the Southampton, Bournemouth and Salisbury urban areas, but that there is no specific 'New Forest Housing Market Area'.

7.7 In 2017 the National Park Authority and New Forest District Council jointly commissioned an updated assessment of housing needs in the New Forest based on the latest household projections. This report[37] concluded that over the twenty year period 2016-2036, the objectively assessed housing need in the New Forest National Park is 63 dwellings per annum, or 1,260 new dwellings over the Plan period. This figure is based on anticipated changes in households in the National Park area. The Authority considers this evidence to be robust and the best available information on the 'policy off'[38] housing needs arising within the National Park. It should be noted that the New Forest National Park boundary does not align with local authority boundaries (it includes land within New Forest District, Wiltshire and Test Valley Borough) and therefore available data does not allow local housing needs to be calculated using the Government's standardised methodology.

7.8 The NPPF and NPPG are clear that the assessment of need should not take account of development constraints, such as those related to the environment or land availability. These factors will however clearly affect the potential supply of land for housing and are relevant in translating the assessments of need into policy. The objectively assessed housing need figure for the National Park therefore represents an objective, 'policy off' analysis and takes no account of land supply or development constraints within the New Forest, including its National Park status and the significant areas subject to national and international nature conservation designations.

7.9 Policy SP19 sets out the planned level of new housing (affordable housing and market housing) to be provided within the New Forest National Park over the Plan period. This figure of 800 additional dwellings in the National Park between 2016 and 2036 is an increase in the scale of development in the National Park from previous Local Plans. This figure is informed by the evidence from the New Forest Strategic Housing Market Area Assessment; evidence on constraints and the wealth of habitat designations that cover the New Forest and its coastline; an assessment of previous levels of development; a review of the Defined Village settlement boundaries; and an assessment of potential development sites through the 'Call for Sites' and 'Call for Brownfield Sites' processes. Importantly the dwelling provision takes into account national planning policy set out in the NPPF and NPPG which seeks to protect the landscape and natural beauty of national parks. Given the wide range of designations covering the New Forest National Park, it is clear that the full identified need for housing will not be

37 Justin Gardner Consulting, October 2017.

38 Assessments of housing need are required by national policy to be 'policy off', meaning that consideration is not given to the constraints and designations that cover an area in assessing needs. These considerations are, however, important in preparing a Local Plan.

met. To do so would clearly conflict with the statutory National Park purposes. Over half of the National Park is designated as being of international importance for nature conservation and the NPPF is clear that development which would impact on the integrity of such sites does not constitute sustainable development.

Policy SP19: New residential development in the National Park

An additional 800 dwellings will be delivered within the New Forest National Park between 2016 and 2036. To meet this, new residential development will be permitted within the National Park to maintain the vitality of local communities and support local services where the proposal involves:

a) the development of sites allocated for housing in the Local Plan;

b) the implementation of extant planning permissions;

c) the development of land previously unallocated or unidentified (windfall development) within the Defined Villages of the National Park (Policy SP4);

d) development that comes forward on appropriate rural exception sites (Policy SP28); and

e) housing for New Forest Commoners (Policy SP29); Estate Workers (Policy SP30) and tied agricultural dwellings (Policy DP31).

7.10 Policy SP19 indicates that 800 dwellings will be delivered up to 2036. This will be made up of the following components.

- Housing completions: Completions in the Plan period to date (between 1 April 2016 and 31 March 2019) total 63 dwellings.
- Extant planning permissions: Permissions as at 31 March 2019 total 114 dwellings.
- Site allocations: The Local Plan's five site allocations will result in approximately 300 dwellings up to 2036.
- Windfalls: Windfalls will be comprised of dwellings arising from rural exception sites, commoners' dwellings, Estate workers' dwellings and tied agricultural dwellings and other unallocated sites in Defined Villages. It is estimated that these will total 400 dwellings over the Plan period, at an average of 20 dwellings per annum.

Recent residential development, Brockenhurst

Addressing the needs of an ageing population

7.11 The New Forest Strategic Housing Area Assessment (2014) confirms that the population profile of the National Park is characterised by an older age structure than the surrounding county (Hampshire) and regional (South East) areas. The population of the National Park aged 60 and over has increased by 24% over the 2002-2012 period with most age groups up to age 59 having decreased over the same period. This trend is predicted to continue over the Plan period.

Policy SP20: Specialist housing for older people (Use Class C2)

Proposals which address an identified local need or requirement for specialist housing for older people will be permitted within the Defined Villages of Ashurst, Brockenhurst, Lyndhurst and Sway. Outside the Defined Villages, extensions to existing specialist housing for older people will be permitted providing this can be achieved in a satisfactory manner within the existing site and without having a harmful impact on the locality.

A planning obligation will be secured to ensure that the occupancy of new specialist housing for older people is confined in perpetuity to a local person (and their dependents) who has a minimum period of 5 years permanent residence within parishes in the National Park.

7.12 Within the context of National Park designation and other housing policies in this plan, it is important that opportunities should be taken to address the local need for specialist housing for older people rather than simply catering for external demand and continuing in-migration into the National Park. The provision of new specialist accommodation for older people will therefore be supported within the four Defined Villages as shown on the Policies Map where residents will have better access to the ancillary services they require. Outside the Defined Villages, new developments would generate additional activities and traffic and therefore development will be limited to extensions to existing specialist accommodation where they can be achieved in a satisfactory manner within the existing site.

7.13 Given the limited availability of sites; clear national guidance that development in national parks should not be catering for external demand; and the Authority's duty to foster the socio-economic well-being of communities within the National Park, a planning obligation will be placed on new housing for older people to ensure it meets the needs of the local communities within the National Park. This will apply to the development of Use Class C2 of the Town & Country Planning (Use Classes) Order 1987 (as amended) where affordable housing would not usually be sought. Age-restricted housing falling within Use Class C3 will be expected to provide on-site affordable housing to ensure a proportion of the development is directed towards meeting local housing needs. The local occupancy tie will ensure C2 development addresses the locally arising needs of the National Park's older residents and other vulnerable members of the community, rather than contributing to a potential increase in older households moving to the area.

Vicarage Cottages, Bransgore affordable housing

Size of new dwellings

7.14 The NPPF states that local planning authorities should plan for a mix of housing based on current and future demographic trends; and identify the size of housing that is required, reflecting local need. The housing stock in the New Forest National Park as a whole should provide a range of accommodation types, sizes and tenures to meet the needs of local communities. The Local Plan necessarily focuses on new development, which will make up a small proportion of the National Park's housing stock by 2036. Policy SP21 aims to ensure that, in terms of size, type and tenure, new housing permitted within the National Park will result in a better mix of dwellings across the National Park and a focus on meeting the identified local needs.

7.15 The existing dwelling stock in the New Forest National Park stands at around 15,000 dwellings and is heavily skewed towards larger properties, with 75% of homes having 3 or more bedrooms. The New Forest Strategic Housing Market Area Assessment (2014) identifies a clear need for smaller homes within the National Park, with the vast majority of local housing need being in the 1 – 3 bedroom dwelling categories. The Assessment concludes that in the National Park - where the level of housing development is likely to be restricted - consideration should be given to focusing delivery towards smaller properties.

7.16 In response to the clear evidence on local needs relating to dwelling size, Policy SP21 sets out a maximum floor area on the size of new dwellings to ensure that the new housing delivered addresses the identified local housing needs as much as possible. This approach is adopted within other English national parks in response to the finite land resource for new development and the need to target new development towards meeting the identified local housing needs. The Government's Technical housing standards – nationally prescribed space standard (2015) confirms that 100 square metres equates to a 3-bed dwelling.

Policy SP21: The size of new dwellings

To ensure the dwelling stock of the New Forest as a whole is balanced, new dwellings permitted in the National Park will have a maximum total internal habitable floor area of 100 square metres. Where permission is granted for new dwellings of up to 100 square metres, a condition will be attached removing permitted development rights in respect of extensions.

This policy applies to applications resulting in net new dwellings. Proposals for replacement dwellings, commoners' dwellings, Estate Workers' dwellings and agricultural / forestry workers' dwellings will be assessed against their specific policies.

Housing site allocations

7.17 In response to the requirements of national planning policy, in updating the local planning policies for the National Park the Authority has undertaken a review of the Defined Village settlement boundaries and allocated land for new housing development in the National Park for the first time since its designation in 2005.

7.18 To inform this, the Authority undertook a 'Call for Sites' exercise and a 'Call for Brownfield Sites' exercise which assessed a wide range of potential development sites for housing, employment and gypsy and traveller use. All of the sites submitted, as well as those identified through other sources, were assessed against a range of relevant criteria, including an assessment of the services and facilities within settlements across the whole of the National Park. This was undertaken within the context of considering development within a landscape that has the highest status of protection in relation to landscape and scenic beauty due to its National Park status. In addition, the New Forest includes a wealth of internationally protected habitats and the potential impacts of the housing allocations have been considered through a Habitats Regulations Assessment.

7.19 The following section of the Local Plan sets out the housing land allocations within the National Park. The distribution of these sites is in accordance with the spatial strategy for the National Park which seeks to direct new development towards the most sustainable locations (the Defined Villages) in accordance with the Government's emphasis on sustainable development.

Public consultation at New Forest Show

Ashurst

7.20 Over the last decade the village of Ashurst (2,100 residents) has seen significantly fewer residential completions than the other Defined Villages, with less than 20 net new dwellings accommodated since the National Park was designated in 2005. The assessment of the Defined Village boundary of Ashurst concluded that development to the south of the A35 raises significant landscape concerns and land to the north of the main railway line is located within an area at risk from flooding. The south west part of the village is adjacent to the internationally protected habitats of the New Forest.

7.21 The east of the village is less constrained by flood risk and the range of national and international habitat designations that cover the Open Forest to the west of Ashurst. Consideration has also been given to the Ashurst Village Design Statement (formally adopted as a Supplementary Planning Document in June 2013) which highlights the value that residents of Ashurst place on the greenfield land around the edge of the village. The Village Design Statement expresses the desire to prevent the coalescence of the village and West Totton.

7.22 Land off Whartons Lane is well screened by mature trees which are protected through Tree Preservation Orders and therefore the development of this site would not open up adjacent fields for larger scale development or have a wider landscape impact on the National Park. The 2.5 hectare site is well located for the facilities of Ashurst and would not reduce the gap between the village and the National Park boundary to the east. There is an existing pedestrian pavement along the Whartons Lane frontage of the site that should be retained and the site is also well related to the cycle route running along Lyndhurst Road, linking the site with the services in Ashurst and Lyndhurst. The site is therefore allocated for around 60 residential dwellings, with 50% of the development to be affordable dwellings for local people in housing need in accordance with Policy SP27.

Policy SP22: Land at Whartons Lane, Ashurst

Land at Whartons Lane, Ashurst is allocated for the development of around 60 residential dwellings. Detailed proposals for the site that meet the following site-specific requirements will be permitted:

a) the provision of on-site affordable housing for local people in housing need in accordance with the target of 50% affordable housing;

b) all of the dwellings on the site will be limited to a maximum total internal habitable floor area of 100 square metres;

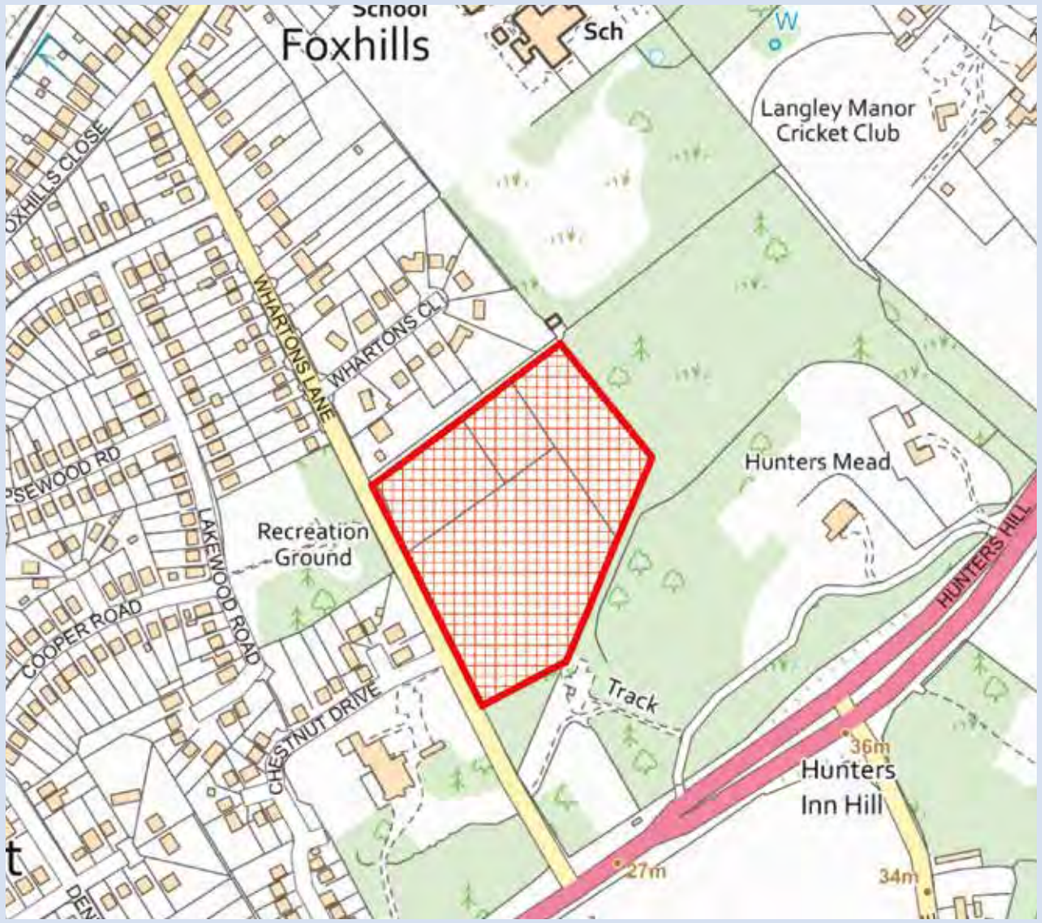
c) the site must be developed in a comprehensive manner;

d) measures must be put in place to protect the trees subject to Tree Preservation Orders that border the site;

e) contributions will be required to enhance the adjacent Whartons Lane Recreation Ground located opposite the site;

f) development proposals must provide a connection to the nearest point of adequate capacity in the sewerage network, as advised by the service provider; and

g) a site-specific flood risk assessment will be required and measures put in place to address any groundwater or surface water flooding issues identified.



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N Not to scale

Wild play site, Ashurst

Ashurst Hospital

7.23 The Ashurst Hospital site comprises previously developed land with access to a range of local services, including the train station and local shops. The site immediately adjoins the existing Defined Village boundary of Ashurst and is located within Flood Zone 1 for fluvial flooding.

7.24 Health Commissioners have confirmed that much of the existing accommodation at Ashurst Hospital is no longer fit for purpose and there is an opportunity to make a more efficient use of the site. Large parts of the site have been declared surplus to the operational healthcare requirements of the NHS and are vacant. The more modern Snowden Building at the west of the site currently contains the Birthing Centre and is to be retained. It is likely that this building will need to be extended to accommodate the future healthcare services that will continue to be delivered from the Ashurst Hospital site, and policy SP23 supports this.

7.25 Policy SP23 allocates the site for a mix of residential (C2 care home use or extra care) and retained healthcare provision. It is considered that the surplus part of this previously developed site can deliver around 30 units - although the exact number will depend on the final form of residential development, which will in turn be guided by the need to avoid impacts on the adjacent protected habitats. Viability modelling for the Local Plan indicates that the redevelopment of the Ashurst Hospital site (including site clearance costs) is unlikely to achieve the 50% affordable housing policy target.

7.26 The site allocation policy highlights the natural and built environment constraints and opportunities on the Ashurst Hospital site. The site lies adjacent to the New Forest SSSI, SAC, SPA and Ramsar sites and the Habitats Regulations Assessment for the Local Plan identifies the potential for a range of possible effects from development on these protected sites, including recreation pressure, urban edge effects including cat predation and the loss or damage to off-site supporting habitats.

7.27 Policy SP23 therefore requires development to be confined to the previously developed land to the north of the site and the strengthening of the planted boundary to the adjacent Natura 2000 site designations. Mitigation measures for potential urban edge effects could include the use of legal covenants (e.g. preventing cat or dog ownership) and arrangements for grounds maintenance. The requirement to ensure no adverse impact on the adjacent national and internationally protected habitats will also influence the form of the C2 care home or extra care residential development on site.

7.28 Elements of the existing built development on the site date back to the 1830s. The former historic workhouse building is considered to be a non-designated heritage asset due to its 19th Century origins and the degree to which the building has survived to a large extent. The Victorian chapel on the site was constructed sometime between 1869 and 1896 and the exterior remains in good condition. The former workhouse building and Victorian chapel have heritage significance and Policy SP23 confirms the chapel will be retained as part of the redevelopment of the site. The policy requires a detailed heritage assessment to be undertaken to justify proposals that would result in the loss of the former workhouse building.

Policy SP23: Land at Ashurst Hospital

Land at Ashurst Hospital is allocated for a mixed-use development comprising:

- retained (and potentially extended) healthcare provision in the western part of the site (focused on the Snowden Building) – illustrated in blue on the following map; and
- around 30 residential units (Use Class C2 care home or extra care use) on the remaining previously developed part of the site (i.e. on the footprint of the existing buildings and car park).

Detailed proposals for the site that meet the following site-specific requirements will be permitted:

a) the site must be redeveloped in a comprehensive manner and detailed proposals for residential development will need to ensure the retained healthcare uses on the site can operate efficiently;

b) built development will be confined to the previously developed land to ensure the existing green buffer remains to the south of the site and the New Forest's protected habitats;

c) the Victorian chapel will be retained as part of the redevelopment. A detailed heritage assessment and structural survey will be required to justify the loss of the former workhouse buildings;

d) redevelopment proposals must retain the protected trees on the site;

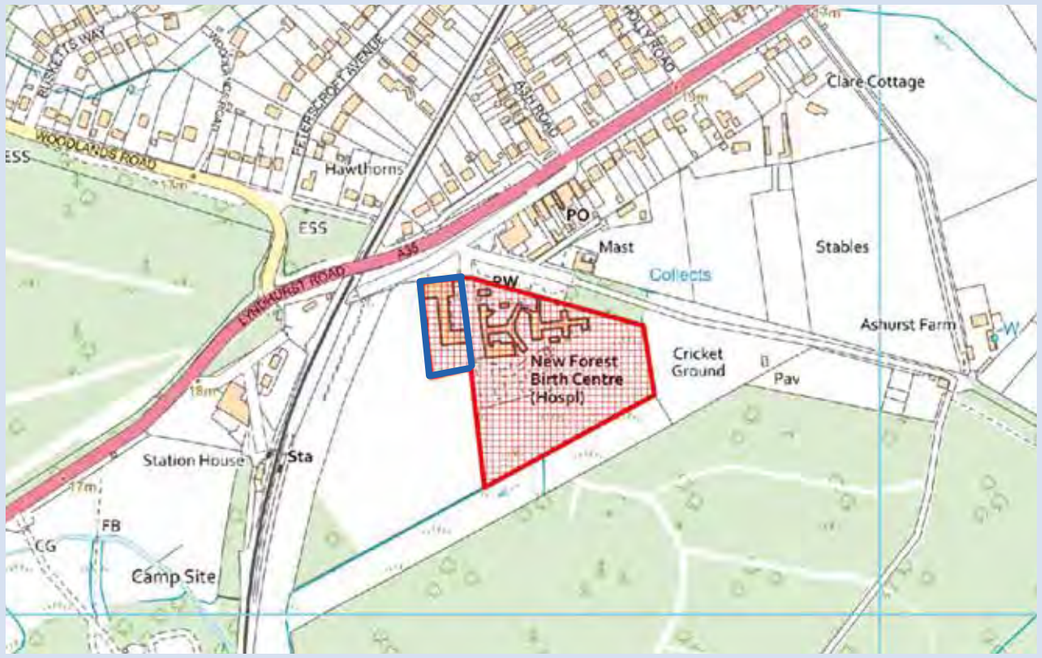
e) proposals for extra care use (that is not C2 Use) must provide on-site extra care affordable housing for local people in housing need as close to the Authority's target of 50% affordable housing as is viable. Viability will be demonstrated through an open book approach;

f) proposals for C2 care home use must be accompanied by a legal agreement requiring the occupancy to be limited to those with a local connection;

g) all of the dwellings on site will be limited to a maximum total internal floor area of 100 square metres;

h) development proposals must incorporate measures to mitigate potential significant urban edge impacts on adjacent protected habitats. The existing southern boundary between the site and the adjacent protected habitats should be retained and strengthened with the planting of native species. Proposals should seek to enhance both its role in buffering the designated sites and supporting species of principal importance for biodiversity. A detailed application for the site will be subject to a full appropriate assessment; and

i) development proposals must provide a connection to the nearest point of adequate capacity in the sewerage network, as advised by the service provider.



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N Not to scale

High Street, Lyndhurst

Lyndhurst

7.29 The village of Lyndhurst (population 3,200 people) has the widest range of services and facilities of the settlements within the New Forest National Park. The village has a strong built heritage focused on the High Street, but is also affected by traffic congestion, with the village centre covered by a designated Air Quality Management Area.

7.30 The Defined Village boundary of Lyndhurst was established in the 1980s and in response to the requirements of the NPPF a review of the Defined Village boundary has been undertaken. This review identified brownfield land at the former Lyndhurst Park Hotel as the main area with development potential. Although the site represents one of the largest brownfield sites within the National Park, its redevelopment presents a number of challenges, and future redevelopment of the site would be required to respect site specific factors:

- the site occupies a highly-prominent gateway location into the village and lies within the Lyndhurst Conservation Area, linking the High Street with the popular Bolton's Bench area
- the core of the hotel building has a historic association with Sir Arthur Conan Doyle. Historic England have confirmed that while not meeting the criteria for listing, the demolition of the hotel building would be harmful to the historic environment both in terms of the loss of the non-designated heritage asset and its adverse impact on the special interest of the Lyndhurst Conservation Area
- large parts of the site are covered in mature trees which are subject to a Tree Preservation Order and provide a natural transition from the built environment to the Open Forest at this important edge of village location
- the site is located immediately adjacent to the internationally protected New Forest Special Protection Area (SPA), Special Area of Conservation (SAC), Ramsar site and a Site of Special Scientific Interest (SSSI). The proximity of these protected habitats means the redevelopment of the site must adequately mitigate the potential urban edge impacts (including cat predation and the introduction of invasive species from fly-tipping of garden waste). Mitigation measures could include the use of legal covenants and arrangements for grounds maintenance.

Policy SP24: Land at the former Lyndhurst Park Hotel, Lyndhurst

Land at the former Lyndhurst Park Hotel is allocated for a mixed-use development. The site has potential for around 50 dwellings alongside the retention of the historic elements of the existing building and development could include tourism uses. Residential development on the site should secure the future conservation of the heritage assets on the site. Detailed proposals for the site that meet the following site-specific requirements will be permitted:

(a) the site must be redeveloped in a comprehensive manner;

(b) the historic elements of the existing hotel building must be retained and could be used for a range of uses, including tourism and residential use. A detailed heritage assessment will be required to justify any proposals which harmed their retention;

(c) the design and scale of the redevelopment of the site must conserve or enhance the character of this part of the Lyndhurst Conservation Area;

(d) redevelopment proposals must retain the important trees on the site that contribute to the open verdant setting and the site's edge-of-village location;

(e) redevelopment proposals for the site should be accompanied by a Transport Assessment, given the proximity of the site to the designated Lyndhurst Air Quality Management Area. Adequate parking provision must be made on-site;

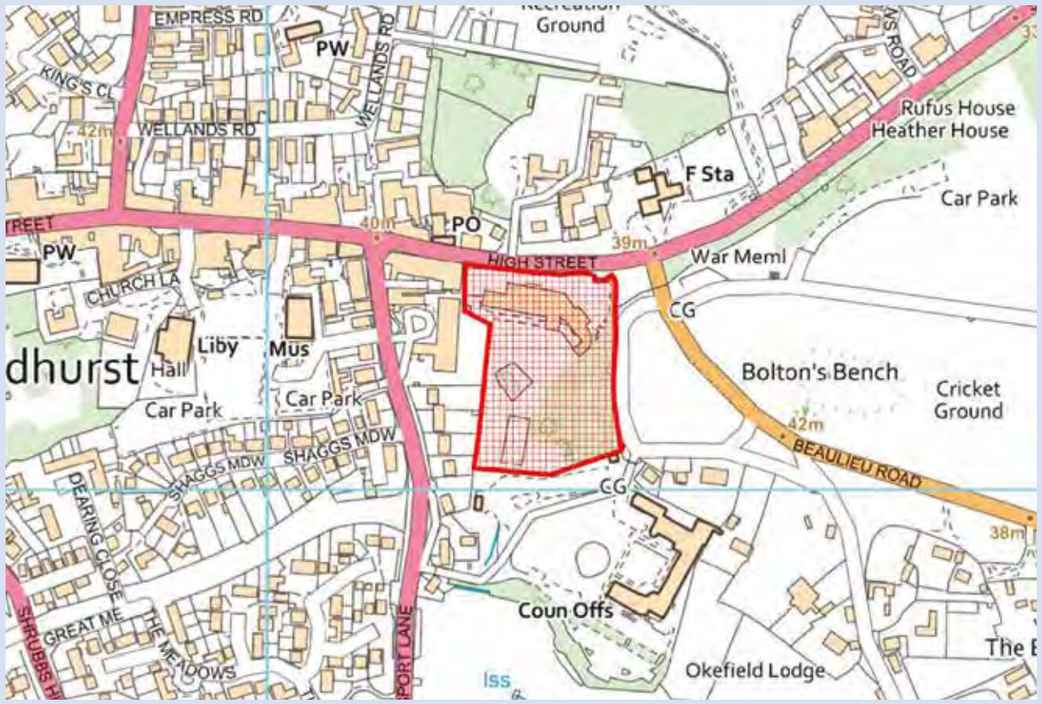
(f) proposals for C3 residential use must provide on-site affordable housing for local people in housing need as close to the Authority's target of 50% affordable housing as is viable. Viability will be demonstrated through an open book approach;

(g) all of the dwellings on site will be limited to a maximum total internal habitable floor area of 100 square metres;

(h) any proposals for C2 use (i.e. where no affordable housing for local people would be provided) must be accompanied by a legal agreement requiring the occupancy to be limited to those with a local connection;

(i) development proposals must ensure future access to existing water supply infrastructure for maintenance and upsizing purposes; and

(j) development proposals must incorporate measures to mitigate potential significant urban edge impacts on adjacent protected habitats.



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N Not to scale

Sway

7.31 The village of Sway (population 2,700) includes a station on the main railway line and a modest range of services, local shops, businesses and accommodation. A housing needs survey for the parish in 2013 identifies a significant local housing need for 98 additional dwellings arising from within the local community. Recent windfall site developments in Sway have not provided affordable housing for local people due to their modest size and rural exception sites have not been forthcoming. Therefore, a site allocation through the Local Plan provides the best route for securing affordable housing to meet the identified local community needs.

7.32 The Defined Village boundary of Sway was identified in the 1980s and has not been reviewed since. With international nature conservation designations adjoining the village boundaries to the north and the east the only area of potential is to the south and west of the village, which is also located closer to the school, services and transport links in the village centre.

7.33 Land to the south of Church Lane in Sway has been identified as suitable to make a significant contribution towards meeting the identified local housing needs arising within the parish. The site is located within a short, level walk of the existing services within the village, including the station, shops and school. The provision of a safe, off-road pedestrian link from the Jubilee Fields Sports Ground to Church Lane though the site will be supported. The site will also provide additional community benefits through the provision of 1 hectare of informal greenspace to complement the more formal recreational facilities available at the adjacent Jubilee Field.

Policy SP25: Land south of Church Lane, Sway

Land to the south of Church Lane, Sway is allocated for the development of around 40 residential dwellings. The site will also provide 1 hectare of informal greenspace provision for the local community. Detailed proposals for the site must meet the following site-specific requirements:

(a) the provision of on-site affordable housing for local people in housing need in accordance with the target of 50% affordable housing;

(b) all of the dwellings on the site will be limited to a maximum total internal habitable floor area of 100 square metres;

(c) the site must be developed in a comprehensive manner;

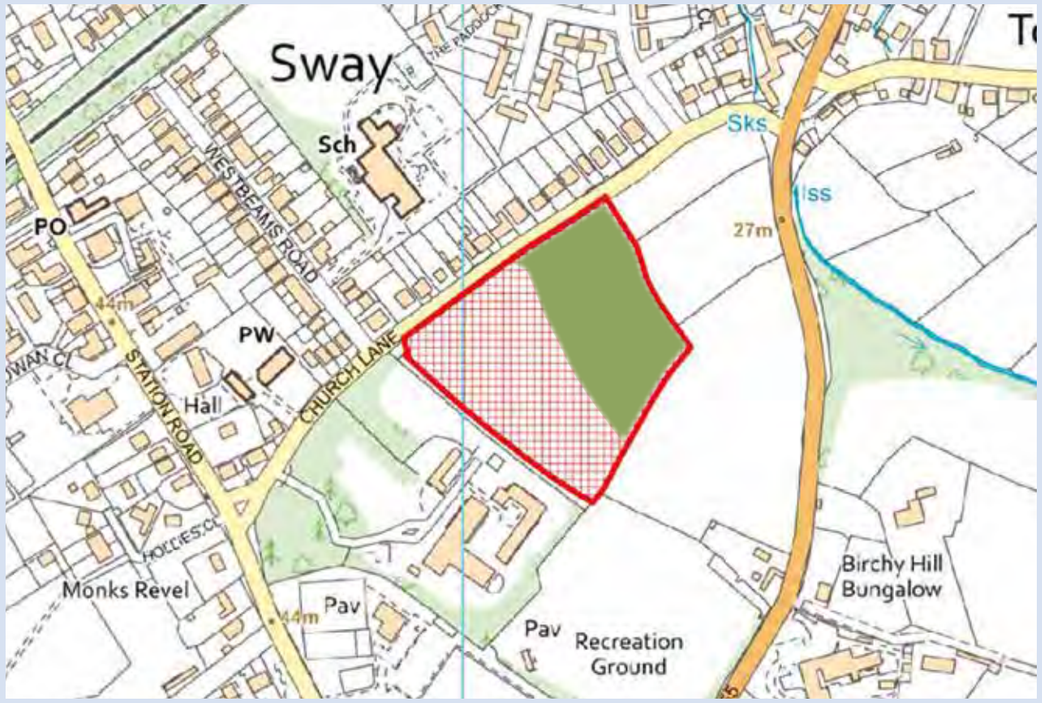
(d) residential development on the site will be limited to the part of the site that lies outside the New Forest Special Area of Conservation (SAC) and Special Protection Area (SPA) 400 metre zone (illustrated in the red shading on the following map);

(e) measures should be put in place to protect the trees that fringe the site that are protected by Tree Preservation Orders;

(f) the access to the site off Church Lane must ensure adequate visibility splays and provide safe access to the school and on foot to the village centre;

(g) the use of the remainder of the site (green shading) that lies within the New Forest SAC and SPA 400 metre zone for informal greenspace will be supported. Proposals should be accompanied by details of the proposed layout and long-term management arrangements for the greenspace provision; and

(h) development proposals must provide a connection to the nearest point of adequate capacity in the sewerage network, as advised by the service provider.



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Other settlements

7.34 As well as assessing the capacity of the Defined Villages, the Authority has considered the potential of other settlements to accommodate development. In terms of the rest of the National Park, significant parts of the New Forest are affected by flooding and over two thirds of the National Park lies within or adjacent to internationally protected habitats. These factors, allied to the landscape protection afforded to the whole of the New Forest through primary legislation, significantly restrict the potential for further housing allocations. Consequently, outside the allocation proposed adjacent to the former Fawley Power Station, the housing needs arising within the rest of the National Park will predominantly be met through appropriate rural exceptions schemes in or adjacent to settlements with basic local services.

Land to the south of Fawley Power Station

7.35 The Fawley Power Station closed in 2013. The 49-hectare brownfield site is within the New Forest District Council Local Plan area, but uniquely it is entirely enclosed by the New Forest National Park. The site is dominated by the former power station building, chimney and associated structures. Re-use of the existing structure appears unlikely to be practicable or viable so the site represents a major brownfield redevelopment opportunity. Redevelopment of the site involves a number of challenges.

- The foreshore, estuarine and coastal areas adjoining the site are internationally and nationally designated for their ecological value (Hythe to Calshot Marshes SSSI, Solent Maritime SAC, Solent & Southampton Water SPA and Ramsar).
- Parts of the site are in Zone 3 for flood risk
- The northern part of the brownfield site area (14.5 hectares) lies within the Health and Safety Executive's middle hazard consultation zone for the Fawley refinery complex and also includes National Grid infrastructure which is expected to remain operational for the next 20 years
- Land adjoining the site within the National Park is designated a Site of Importance for Nature Conservation (Chambers Copse, Tom Tiddler's Ground).

7.36 National planning policy includes a long-standing major development test for national parks. This confirms that planning permission should be refused for major developments in these areas except in exceptional circumstances and where it can be demonstrated they are in the public interest. The assessment of such proposals should include:

- the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need in some other way; and
- any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

7.37 The major development test rightly sets a very high bar and any proposals should be carefully considered against these criteria. The circumstances around the brownfield Fawley Power Station site are unique. The former Power Station buildings are vast in their scale and visually dominate the relatively flat terrain of the New Forest and the National Park coastline. The redevelopment of the site presents an opportunity to remove these dominant industrial structures and replace them with an attractive development that enhances this part of the National Park. In terms of the major development tests:

- the former Power Station buildings were removed from the boundary of the National Park during its designation process due to the visual impact they have on this part of the New Forest. Redevelopment of the site provides the opportunity to positively remove this harmful impact, which is in the public interest
- the comprehensive redevelopment of the site would deliver significant new jobs and services for the communities in the New Forest and adjacent Waterside areas. The site also provides a strategic opportunity for the marine industry
- the scope for developing outside the National Park is restricted by the Health & Safety Executive exclusion zones around Fawley Refinery and the existing National Grid sub-station. Viability work commissioned by the Authority and New Forest District Council concludes that without some limited development in the National Park, this major brownfield site could only come forward with a very high-density development on the brownfield site outside the National Park – development that in itself would have a detrimental impact on the surrounding National Park
- significant landscape, habitat and public access benefits can be delivered over and above the levels required from the development given the single land-ownership in the area. This enables any impacts to be fully mitigated.

7.38 Given these unique, site-specific circumstances, the Authority has concluded that the comprehensive development of the Power Station site to include a limited area of adjoining land within the National Park can be justified against the major development tests. As outlined above, to inform this decision the Authority and New Forest District Council jointly commissioned a detailed viability assessment of a wide range of redevelopment options for the former Power Station site, including focusing all of the built development outside the National Park. This viability assessment concluded that the redevelopment could not come forward without some development on adjacent National Park land. The viability assessment also concluded that the Authority's Local Plan policy restriction on the size of dwellings could not be met in full if the development in the National Park was to be kept to a minimum.

7.39 Consequently the Authority and New Forest District Council have worked together under the 'duty to cooperate' on aligned Local Plan policies to enable the delivery of a comprehensive and coordinated redevelopment of the former Fawley Power station brownfield site and the enhancement of the surrounding area. The comprehensive redevelopment of the site enables the largest brownfield site in the New Forest to deliver around 1,500 homes, together with a package of environmental and community benefits to mitigate or compensate for environmental impacts and achieve an overall net public benefit. These wider benefits to the National Park are, in part, deliverable due to the land ownership in the area. Policy SP26 therefore supports the production of a whole-Estate Plan to demonstrate how the major redevelopment of the Power Station site will be integrated into the wider management of the surrounding National Park in terms of habitats, landscape character and access improvements.

7.40 The respective planning policies for the Fawley Power Station site prepared by the National Park Authority and New Forest District Council have been prepared to be applied together. The District Council's Local Plan policy addresses the elements within their Plan-area (including the majority of the housing and employment elements) and the Authority's Local Plan addresses the elements within the National Park.

Fawley Power Station

Policy SP26: Land adjacent to the former Fawley Power Station

As part of a comprehensive and integrated approach to regenerating the Fawley Power Station site within the New Forest District Local Plan area, the use of land adjoining the former Power Station site within the National Park to provide habitat mitigation, supporting infrastructure and community facilities (including a primary school) that cannot reasonably be achieved within the District Council area will be supported.

Support is subject to an exceptionally high standard of design and layout being secured across the whole of the Power Station site with clear net positive public benefits being demonstrated in relation to the landscape and setting of the National Park; public access improvements; the provision of suitable greenspace for recreation; and habitat enhancements to ensure net gains in biodiversity. To further demonstrate these benefits, the Authority will require the submission and approval of a whole-Estate Plan to show how the proposals integrate with the wider area.

Proposals for new provision of Suitable Alternative Natural Greenspace (SANG) within the National Park must deliver significant benefits for the landscape character, biodiversity and internationally designated sites of the New Forest. Based on the scale of development proposed in the respective Local Plans, at least 30 hectares of new SANG provision must be provided. The Authority will also require details of how the SANG areas will be managed suitably in perpetuity, to be agreed with Natural England.

As part of the comprehensive redevelopment of the adjacent brownfield Power Station site, adjoining land to the south of the site within the National Park is allocated for around 120 dwellings. Detailed proposals for the site must meet the following site-specific requirements:

(a) the provision of on-site affordable housing for local people in housing need in accordance with the target of 50% affordable housing;

(b) at least 50% of the dwellings provided within the National Park must be smaller dwellings (less than 100 square metres) to meet the identified local housing need for smaller dwellings;

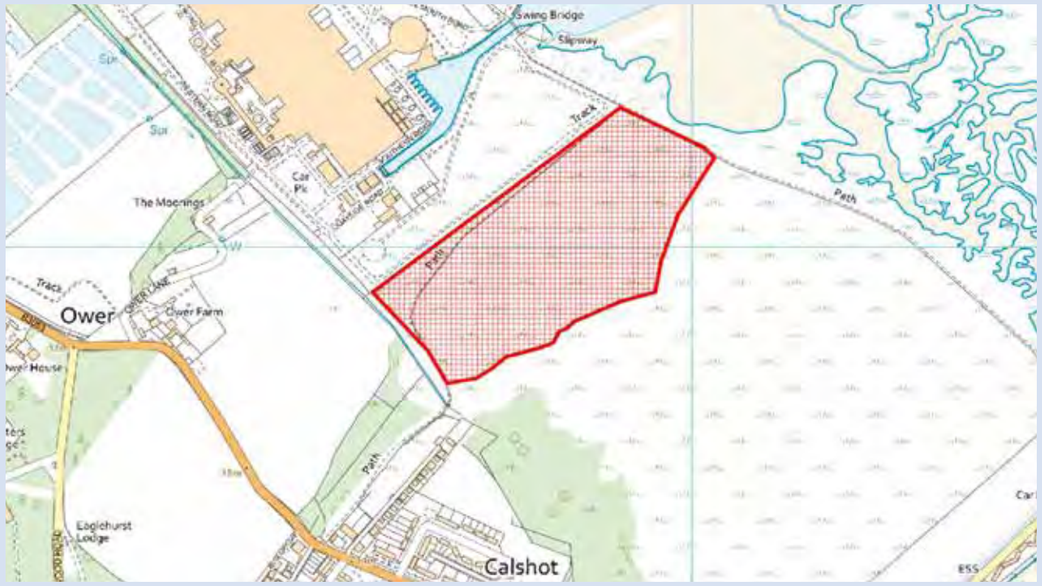
(c) proposals must be implemented as an integral and contiguous part of the redevelopment of the whole Power Station site pursuant to an approved comprehensive redevelopment master plan and an integrated transport strategy for the entire Fawley Power Station site. Housing on the land within the National Park will not be supported in isolation;

(d) any loss of the designated SINC must be kept to an essential minimum and compensated through the enhancement of the biodiversity value of the remaining habitat and the compensatory provision of alternative habitats of equivalent or higher value to achieve a net gain for biodiversity; and

(e) a site-specific flood risk assessment will be required and measures put in place to address any flooding issues identified to ensure that the development will be safe for its lifetime.

Prior to the submission of the outline planning application for the site, the applicant must undertake site-specific bird surveys to confirm the status of SPA/Ramsar species at the site (particularly merlin, hen harrier and Dartford warbler), to inform appropriate mitigation requirements as part of the site-specific development and masterplanning.

To ensure redevelopment is brought forward in a coordinated manner and fully mitigates its impacts, the promoter will prepare a master plan and supporting technical assessments for the entire Fawley Power Station site redevelopment, for submission as part of a redevelopment planning application. Future development phases will be brought forward pursuant to the approved master plan, updated as necessary.



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Windfall development

7.41 Successive local plans for the New Forest have not included specific housing allocations. Instead appropriate development proposals have been supported within the Defined Villages as 'windfall developments' (sites not specifically allocated for housing or identified in a Housing Land Availability Assessment); on rural exception sites; and through the delivery of specialist housing (e.g. commoners' dwellings, tied agricultural dwellings). In many National Park local plans housing delivery is based entirely on windfall development, with no housing land allocated.

7.42 The NPPF states that local planning authorities can make an allowance for windfall sites if they have compelling evidence that such sites have consistently become available and will continue to provide a reliable source of supply. Any windfall allowance should have regard to historic windfall rates and expected future trends and development on windfall sites will contribute towards meeting the identified housing requirement in the New Forest National Park.

7.43 Evidence from the monitoring of dwelling completions in the National Park over the last decade highlights the consistent delivery of housing on windfall sites. A total of 249 additional dwellings have been completed within the New Forest between 2006 (when the National Park Authority assumed its planning responsibilities) and 2017 on unallocated windfall sites. This equates to an annual average of just under 23 dwellings per annum and justifies the inclusion of a windfall allowance within the Local Plan.

7.44 The Local Plan includes a future figure of 20 dwellings per annum from windfall developments, including dwellings delivered through the Permitted Development route which have increased in recent years through the office-to-residential rights. The windfall allowance made within the Local Plan also reflects the new policies enabling Estate worker housing which is likely to result in new limited housing delivery on rural estates; and the policy supporting appropriated mixed-use developments on employment sites within the Defined Villages which is also likely to result in additional windfall housing development.

Affordable housing

7.45 The provision of affordable housing in the New Forest is consistently raised as one of the biggest challenges facing local communities in the National Park. The affordability of housing is a major barrier to sustainable communities in the New Forest National Park, where the average house price is around 15 times average earnings – making the New Forest the least affordable national park in the UK. As already outlined, the Government's National Parks Vision & Circular (2010) states that national park authorities have an important role to play in the delivery of affordable housing, and the Local Plan should include policies that pro-actively respond to local needs. Therefore, a strong justification exists for policies that seek to maximise the delivery of affordable housing, while at the same time upholding the purposes of national park designation.

7.46 The NPPF requires local planning authorities to identify the range of types and sizes of accommodation likely to be needed by the population in future. The objectively assessed housing needs in the New Forest Report[39] concludes that there is a need for 71 affordable dwellings per year within the National Park (it should be recognised that the affordable need outputs are not just a number in relation to new-build homes, but do include a number of households who have a home but where there is a mismatch in tenure). Based on this evidence and the current advice of New Forest District Council as the housing authority for the majority of the National Park, a strategic policy target of 25% intermediate and 75% affordable rented tenure would be appropriate. Local connection criteria will be applied to the affordable housing provided to ensure that local needs arising within the National Park are met and more detail on this is set out in Annex 3 of the Local Plan.

7.47 National planning policy also requires planning authorities to balance meeting local affordable housing needs with the economic viability of development. To ensure viability, the costs of any affordable housing requirements applied to development should provide competitive returns to a willing landowner and developer to enable the development to be deliverable. To inform the affordable housing approach taken in the Local Plan, the Authority commissioned a Local Plan Viability Assessment[40]. This assessment considered the proportion of affordable housing that could be sought on windfall and allocated development sites, as well as the approach towards rural exceptions sites within the National Park. The viability evidence demonstrates the Local Plan requirement of 50% affordable housing on allocated sites and windfall development sites within the Defined Villages can be achieved.

7.48 In addition, the viability evidence assessed the site size threshold above which it is viable to seek affordable housing to meet local needs. A large proportion of housing in the New Forest National Park is delivered on small windfall sites of fewer than 10 dwellings. National Planning Policy Guidance establishes size thresholds for the delivery of affordable housing (either through a financial contribution or on-site provision). Local planning authorities can prepare planning policies that depart from national guidance where this is robustly justified and strongly evidenced by local circumstances. The viability evidence commissioned as part of the Local Plan preparation process highlights that development remains economically viable with affordable housing provision on smaller development sites than that outlined in national policy. The Local Plan seeks to maximise the delivery of affordable housing within the main villages and on-site allocations. This applies to all development falling within Use Class C3, including any retirement or assisted living accommodation within this use class.

7.49 Developers and landowners are expected to consider the overall cost of development prior to negotiating the sale or purchase of land. The Authority will not accept a case that a site is unviable to develop in line with the requirements of the development plan because the landowner has paid too much for the site. Land purchase should take account of the likely costs of development, including adopted development plan policies. Affordable housing provision will therefore result in reduced residential land values.

39 Justin Gardner Consulting, October 2017

40 Three Dragons, November 2017

Affordable housing, Bransgore

Policy SP27: Affordable housing provision within the Defined Villages and on allocated sites

50% of net dwellings developed within the Defined Village boundaries of Ashurst, Brockenhurst, Lyndhurst and Sway and on sites allocated for residential development in the Local Plan will be provided as affordable homes to meet local needs. In practice:

a) on developments of 1 – 2 net new dwellings, no affordable housing will be sought;

b) on developments of between 3 – 10 net new dwellings, a target of 50% affordable housing will be sought on site. Exceptionally, at the discretion of the National Park Authority, financial contributions in lieu of on-site provision will be accepted on smaller sites;

c) on development sites of 11 dwellings or more, a target of 50% affordable housing will be sought on site.

The layout and design of affordable housing will be appropriately integrated into each development. Local connection criteria will be applied to affordable housing to ensure local needs are met.

The tenure (social and affordable rented, intermediate, shared ownership and other) of affordable homes will be based on up-to-date evidence of local needs. A suitable mix will be determined through liaison with the local housing authority and the starting point is to seek 75% social / affordable rented tenure and 25% shared ownership / intermediate housing.

The proportion and tenure mix of affordable housing sought will take into account evidence on viability.

Rural Exception Sites

7.50 The NPPF confirms that in rural areas, authorities should plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites. Outside the Defined Villages of the National Park and the housing site allocations, rural exception sites can provide an important source of affordable housing to meet local needs on land that would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have a connection to the area.

7.51 The NPPF allows, at the Authority's discretion, for small numbers of full market homes where it is essential to enable the delivery of significant additional affordable housing. This has been tested through the viability assessment (2017) that formed part of the evidence base for the Local Plan. The viability assessment concludes that an element of open market housing on rural exception sites is not necessary to make them deliverable in the New Forest National Park. The evidence does highlight that a degree of flexibility may be required on the tenure of affordable housing on rural exception sites to ensure they are viable, and the Local Plan therefore supports an element of shared ownership / intermediate ownership affordable housing (25%) alongside affordable rented housing (75%) on rural exception sites.

7.52 The National Park Authority is part of the Hampshire Alliance for Rural Affordable Housing (HARAH) which seeks to address the need for affordable housing in rural villages across Hampshire. The Authority will continue to work with HARAH and local communities across the National Park to identify suitable affordable housing exception sites.

Policy SP28: Rural exception sites

Small-scale affordable housing developments may be permitted as "exceptions" on sites in or adjoining villages to meet the identified needs of local people in these areas. Proposals for exception sites should:

a) meet a particular local need that cannot be accommodated in any other way;

b) be subject to a planning obligation under Section 106 of the Town and Country Planning Act (1990) to ensure that the dwellings provide for low-cost housing for local needs in perpetuity;

c) be capable of management by an appropriate body, for example a Registered Provider, the Authority, or a community land trust or similar accredited local organisation; and

d) be located where there are appropriate local services (e.g. shops, schools and public transport).

100% of the housing on rural exception sites will be affordable.

Commoners' dwellings

7.53 Providing affordable housing for commoners has long been recognised as essential for the future viability of the commoning system in the New Forest. The Authority is committed to supporting commoning through the Commoners' Dwelling Scheme (CDS), which was originally established in 1992 to provide a mechanism by which commoners could enter into an appropriate legal agreement to meet the requirement for obtaining planning permission to build dwellings from which they could common. Successive previous local plans have included planning policies in support of the CDS.

7.54 Since its inception in 1992, the CDS has delivered 20 new homes for commoners across the New Forest, and in most cases this has also included associated farm buildings to help establish viable new commoners' holdings. In order to guarantee the long-term availability of dwellings built for commoners under the CDS (which is administered by the Authority), applicants are required to enter into legal agreements and to demonstrate a long-term personal and family commitment to the exercising (or use) of common grazing rights on the New Forest.

7.55 The CDS comprises a three stage process:

(i) Stage one is the consideration of an applicant's commoning history and need for housing. This is undertaken by a Commoners' Dwelling Scheme Panel which includes representatives from the local commoning community appointed for their knowledge and understanding of commoning, as well as the National Park Authority. The Panel assesses an applicant's eligibility and makes a recommendation as to whether the application is within or without the remit of the Scheme

(ii) Stage two is the consideration of the planning application by the Authority. Applicants are encouraged to seek pre-application advice about the design, location and siting of the proposed development. Acceptance at Stage One does not necessarily mean that planning permission will be granted. All applications are reported to and determined by the Planning Committee. If the Authority is minded to grant consent, the application proceeds to stage three

(iii) Stage three is the completion of various legal agreements, obligations, transfer and leasing arrangements to ensure that the property remains available for commoning in perpetuity.

7.56 The Authority will also encourage proposals for commoners' dwellings to consider the re-use of existing buildings where appropriate and support the provision of suitable rented accommodation to better assist commoners on lower incomes.

Policy SP29: New Forest commoners' dwellings

Exceptionally dwellings to meet the specific needs for New Forest commoners may be permitted outside an existing settlement. As with other new dwellings in the National Park, the total internal habitable floorspace of the dwelling should not exceed 100 square metres.

Proposals for commoners' dwellings must fulfil the requirements of the Commoners Dwelling Scheme (CDS) and in this regard applicants must be able to demonstrate:

a) an established recent history of active commoning;

b) why they cannot common from their existing property; and

c) that they do not have access to a property from which they can carry out their commoning.

Applicants will be required to sign a legal agreement to ensure the dwelling remains in use for commoning in perpetuity.

Consideration will also be given to proposals that provide rented accommodation to assist commoners on lower incomes where such accommodation is capable of management by an appropriate body such as the New Forest Trust. Proposals for rented accommodation must have common rights of pasture and include the minimum amount of grazing land as required under the CDS. The appropriate management body will also be required to sign a legal agreement to ensure the dwellings remain in use for commoning in perpetuity.

Estate workers' dwellings

7.57 Outside the Crown Lands at the core of the New Forest, the National Park is characterised by a number of large land-owning estates including Beaulieu, Cadland, Exbury and Meyrick. These estates manage large land holdings in the New Forest and include commercial, social and environmental activities. Between them the larger Estates manage a significant area of the National Park and play an important role in the conservation of the landscape and cultural heritage of the New Forest, as well as the development of a sustainable rural economy. However, given the increasingly broad range of work undertaken by estate workers, many are ineligible for agricultural or forestry worker dwellings.

7.58 The Local Plan recognises the role large landowners play in the delivery of the two statutory National Park purposes and related socio-economic duty. Policy SP30 therefore encourages the production of Estate Plans to inform the consideration of development proposals within the larger estates. This allows a comprehensive picture of the whole estate to be shared and helps place individual development proposals within their wider context. Whole Estate Plans will generally be most suitable for estates with land holdings in excess of 1,000 acres within the National Park with multiple activities taking place and employing or having residents in excess of 30 people.

7.59 Whole Estate Plans may demonstrate a range of material considerations related to the National Park purposes and special qualities that justify development outside the Defined Village boundaries. Where the need for additional development is identified through an Authority-endorsed Estate Plan, the Authority would encourage the re-use of existing buildings as a first preference. Where small-scale new housing is proposed (either through new build or a change of use) occupancy will be controlled through the use of appropriate planning conditions and/or planning obligations. In considering proposals for new build dwellings for Estate workers, the Authority will need to be satisfied that there is no existing accommodation available and affordable, or that the conversion / change of use of existing buildings is not a viable alternative. In accordance with Policy SP21, the floorspace of new dwellings will be a maximum of 100 square metres.

Policy SP30: New Forest estate workers' dwellings

Development proposals - including small-scale housing through the conversion or change of use of existing buildings as the first preference, and then new build - within the larger Estates of the National Park will be supported where:

a) the development proposals comply with other relevant policies in this Plan and are part of a comprehensive Estate Plan endorsed by the Authority;

b) the development proposals as part of an agreed Estate Plan deliver multiple benefits in line with the purposes, duty and special qualities of the National Park;

c) the housing is subject to an occupancy condition and remains available for estate workers, or last employed as estate workers, in perpetuity; and

d) no other suitable dwellings on the estate have been recently sold or let to non-estate workers.

For the purposes of applying this policy, small-scale housing schemes should not exceed a maximum of 3 units per site.

Agricultural and forestry workers' dwellings

7.60 National planning policy has long acknowledged that certain agricultural and forestry activities may require a worker to live close to the site. Where this is justified, it is crucial that any housing provided is subject to strict criteria and conditions to ensure they are only used for the accommodation of essential workers.

7.61 Agricultural and forestry workers' dwellings will not be permitted on holdings where other dwellings on or closely connected with that holding have recently been disposed of, for example, by sale or by removal of restrictive conditions so that the dwelling could be let out on the open rental market.

7.62 The size restriction of 100 square metres is consistent with Policy SP21 and seeks to ensure that the size of a worker's dwelling is commensurate with the needs of the holding. Permitted development rights to provide further accommodation will normally be removed by use of planning conditions.

Policy DP31: Agricultural and forestry workers' dwellings

Permission will be granted for an agricultural or forestry worker's dwelling provided:

a) the nature of the work concerned makes it essential for one or more people engaged in the enterprise to live at, or very close to, their place of work;

b) the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned;

c) no other dwellings either on or closely connected to the holding/enterprise have been sold separately or in some way alienated from the holding / enterprise;

d) the size of the proposed dwelling would not result in the maximum total internal habitable floor area exceeding 100 square metres; and

e) where practicable and appropriate, first consideration has been given to the conversion of an existing building under Policy DP49.

Where evidence of the financial soundness and future sustainability of the holding / enterprise appears inconclusive, consideration may be given to permitting a caravan or other temporary accommodation for a limited period in order to provide time for the viability of the enterprise to be proven.

Commoners housing, Anderwood

Removal of agricultural occupancy conditions

7.63 There are some 100 dwellings in the New Forest National Park that are subject to agricultural occupancy conditions. These dwellings have usually only been supported due to a particular agricultural need and are located in areas where planning permission would not usually be granted for housing.

7.64 A more detailed development management policy on the removal of agricultural occupancy conditions is justified to ensure that dwellings which have been permitted specifically to meet the needs of the rural economy remain available for that purpose. It relates not only to the needs of the particular holding but includes the general need for workers' dwellings in the surrounding area.

Policy DP32: Removal of agricultural occupancy conditions

An occupancy condition restricting the occupancy of a dwelling to a person solely, mainly or last working in agriculture or forestry will not be removed unless the Authority is satisfied that the long-term need for the dwelling has ceased and there is no evidence of a continuing need for housing for persons employed or last employed in the locality in those categories, or practising commoning.

7.65 In order to demonstrate that the long-term agricultural need for the dwelling has ceased, the applicant will normally be expected to show that appropriate steps have been taken to try to sell the property with the occupancy condition intact and that marketing has been correctly targeted, financially realistic and sustained. This would be expected to include:

- contacting other local land and estate owners in the vicinity of the dwelling to establish whether they require further accommodation either presently or in the near future;
- the property placed with local and specialist estate agents and advertised locally for at least a 12-month period at a substantially discounted price that reflects the fact that it is subject to an agricultural occupancy condition;
- the property being advertised widely in local newspapers and appropriate publications including specialist trade organisation journals; and
- contacting the Commoners Defence Association to establish whether the property would meet the requirements of a New Forest commoner in housing need.

Beaulieu village

Neighbourhood planning

7.66 Local communities across the National Park have the option of preparing their own Neighbourhood Development Plans and Neighbourhood Development Orders should they chose to. Neighbourhood Development Plans can be as broad or narrow in scope as the local communities wish and the Authority will positively support any of the 37 town and parish councils within the National Park who chose to develop a Neighbourhood Development Plan. The allocation of further land to deliver affordable housing within settlements in the National Park in accordance with the strategic policies in the Local Plan is an option that could be taken forward through neighbourhood planning. This Local Plan identifies the strategic policies (prefixed with 'SP') that communities preparing their own Neighbourhood Development Plans within the National Park should be in general conformity with. In addition, Neighbourhood Development Plans must conform to national planning policies and – in the context of the National Park – the statutory National Park purposes established in the National Parks & Access to the Countryside Act 1949.

Self / custom build

7.67 A significant proportion of housing development that takes place in the National Park – typically characterised by very small developments within the Defined Villages – is for self-build. The Government wants to enable more people to build and own their own home. All relevant authorities are required by the Self-build and Custom Housebuilding Act 2015 to maintain a register of individuals and associations of individuals who wish to acquire a serviced plot for self-building. The register will be used to help identify and address the local need for housing in the National Park.

7.68 The Government defines custom build housing as either a builder being contracted by a home owner to create a 'custom built' home or where a private individual builds their own home as a 'self-build'. The National Park Authority has established a self-build register of people interested in self-build or custom build. The register will be used to help identify and address the local need for housing. Custom / self-build will be considered within the Defined Villages of the New Forest National Park.

Gypsies, Travellers and Travelling Showpeople

7.69 The New Forest has a long history of travelling communities and their needs are recognised in national planning policy. The Government's Planning Policy for Traveller Sites (2015) outlines the overarching aim to ensure the fair and equal treatment of gypsies and travellers in a way that facilitates their traditional way of life while respecting the interests of the settled community.

7.70 National policy requires local planning authorities to assess the need for gypsy and traveller provision using robust evidence. National policy also makes it clear that, as with any other forms of development, planning permission should only be granted in national parks where it is demonstrated that the objectives of the designation will not be compromised by the development. It also confirms that planning authorities should strictly limit new traveller site development in open countryside away from existing settlements. The Hampshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (ORS, 2017) covers the whole of the New Forest National Park (including the Wiltshire part of the National Park). The Assessment concludes that there is a need for one additional gypsy pitch within the National Park between 2016 and 2036, and this need is met by the site allocation in Policy SP33.

7.71 Any planning permission granted will include a planning condition or obligation to ensure that the occupancy of the site is limited to persons able to demonstrate an essential need for the accommodation.

Policy SP33: Gypsies, travellers and travelling showpeople

Land within the curtilage of the existing gypsy site at 'Forest View' in Landford is allocated for an additional permanent gypsy and traveller pitch (a net gain of one pitch). The site benefits from existing access and site infrastructure. Detailed development proposals for the site must meet the following site specific requirements:

i. a detailed landscaping plan must be submitted setting out how the site boundaries can be enhanced. To positively enhance the site and its surroundings within the New Forest National Park, high walls and fencing will not be supported;

ii. occupancy of the site will be restricted to gypsies and travellers with a local connection to the New Forest National Park; and

iii. due to the proximity of the New Forest SAC, measures must be put in place to adequately mitigate the potential for the introduction of invasive species from fly tipping of garden waste.

Any planning permission will include a planning condition or obligation to ensure that occupancy of the site is limited to persons as defined in Planning Policy for Traveller Sites (2015) or any subsequent policy.

In addition to this allocation, further proposals for the provision of permanent and / or transit accommodation to meet an established need of gypsies, travellers and travelling showpeople will be supported within the National Park where it can be demonstrated that there is a need for the site to be located within the National Park; and:

a) the impact of the site on the landscape character of the National Park is acceptable;

b) occupancy of the site will be restricted to gypsies and travellers, and travelling showpeople with a local connection to the New Forest National Park;

c) the site is well located on the highway network and will not result in a level of traffic generation inappropriate for the roads in the National Park;

d) there are adequate on-site facilities for parking and storage;

e) in the case of any permanent site, be located where there are appropriate local facilities (e.g. shops, schools and public transport); and

f) the site does not detrimentally affect the amenities of surrounding occupiers.

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N Not to scale

7.72 The Hampshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (2017) also identifies a need for 21 additional plots for travelling showpeople in the National Park for households that meet the planning definition of a traveller. The Authority sought potential sites for travelling showpeople as part of the 'Call for Sites' process undertaken during the preparation of the Local Plan. However, no suitable sites were identified and as the National Park Authority does not own any land within the National Park this is not an option for meeting the identified need. In response to the fact that no allocations have been possible, Policy SP33 includes criteria that will be used to determine applications on unallocated sites.

7.73 The following policies on residential development character, replacement dwellings, extensions to dwellings and outbuildings reflect the local importance of these issues and the cumulative impact such development can have on the National Park. The policies in the Local Plan aim to protect the special qualities of the New Forest, while also recognising the need for development to meet the needs of local communities.

Residential character of the Defined Villages

7.74 The NPPF highlights the great importance the government attaches to the built environment and the need to plan positively for the achievement of high-quality development. National policy confirms that local plans should aim to ensure that development responds to local character and seek to promote or reinforce local distinctiveness.

7.75 This is particularly pertinent within the Defined Villages of the National Park. The four Defined Villages of Ashurst, Brockenhurst, Lyndhurst and Sway are small in size (all less than 3,500 residents) and are an important part of the New Forest landscape. The built character of these villages is varied. The core of the villages are often characterised by denser, close-knit development. The outer residential areas are generally more spacious in character and distinguished by mature trees and gardens, which make an important contribution to the quality and character of the villages in which they are situated. It is essential that general pressure for development within the National Park does not lead to inappropriate development in the Defined Villages. It is therefore important that proposals for infilling and redevelopment within the Villages respond to the local character and reflect the local development densities where appropriate. This can include relatively high densities within the centre of the Defined Villages, and outside their core's lower density.

Policy DP34: Residential character of the Defined Villages

To ensure the conservation and enhancement of the built heritage of the Defined Villages, development proposals within the villages must be informed by consideration of the character of the local area. Development densities should reflect the strong built heritage of the Defined Villages, their locally distinctive character and location within a nationally protected landscape.

Farmhouse detail

Replacement dwellings

7.76 The Authority continues to receive a significant number of planning applications for replacement dwellings in the National Park. To address concerns raised regarding the long-term urbanisation and the erosion of local distinctiveness within the New Forest, as well as a reduction in the stock of smaller dwellings, successive local plans have sought to limit the impact of replacement dwellings through the use of appropriate planning policies. A tighter approach to replacement dwellings is taken outside the Defined Villages as the landscape impact of replacement dwellings in these more rural locations can be greater.

7.77 The Local Plan therefore includes a detailed planning policy stating that, outside the Defined Villages, replacement dwellings should be of a similar footprint, scale and size as the existing dwelling. The fundamental aim of the policy is to reduce the loss of smaller homes in the National Park through replacement by substantially larger dwellings and to ensure replacement dwellings do not have an increased impact on the protected landscape of the New Forest. The Authority will continue to impose appropriate planning conditions to remove permitted development rights to extend and / or alter approved replacement dwellings other than in accordance with Policy DP36 to ensure that the stock of smaller dwellings in the National Park is maintained.

Policy DP35: Replacement dwellings

The replacement of existing dwellings will be permitted except where the existing dwelling:

a) is the result of a temporary or series of temporary permissions or the result of an unauthorised use; or

b) makes a positive contribution to the historic character and appearance of the locality.

A replacement dwelling may be sited differently than the dwelling to be replaced, providing that there are clear environmental benefits.

Caravans and mobile homes may not be replaced by permanent dwellings.

In the case of small dwellings and those permitted by Policies SP19 – DP31 of this Local Plan, replacement dwellings must not result in the total internal habitable floor area exceeding 100 square metres.

In the case of other dwellings outside the Defined Villages, the replacement dwelling should be of no greater floorspace than the existing dwelling.

In exceptional circumstances, a larger dwelling may be permitted if it is essential to meet the genuine family needs of an occupier who works in the immediate locality. In respect of this exceptional circumstance, the maximum habitable floorspace of the replacement dwelling must not exceed 120 square metres.

7.78 This policy does not apply to former dwellings that have either been demolished or abandoned. Abandonment is likely to have occurred where there has been a deliberate intention to cease the residential use of the property by: (i) leaving the dwelling vacant for a considerable period; (ii) allowing the dwelling to deteriorate to the extent that residential re-use would involve what would be tantamount to rebuilding; or (iii) introducing a different use that supplants the earlier residential use.

Extensions to dwellings

7.79 Even with extended permitted development rights, the Authority continues to receive a significant volume of applications each year for residential extensions. As with the concerns outlined above regarding replacement dwellings, proposals to incrementally extend dwellings in a nationally designated landscape can affect the locally distinctive character of the built environment of the New Forest. In addition, extensions can over time cause an imbalance in the range and mix of housing stock available. For these reasons it is considered important that the Local Plan continues to include a clear policy to guide decisions for extensions to dwellings. Successive development plans for the New Forest have included such policies which strike an appropriate balance between meeting changes in householder requirements and maintaining a stock of smaller sized dwellings. The extension limits apply outside the Defined Villages as extensions in these locations are likely to have a greater impact on the protected landscape of the National Park.

7.80 The 30% limit set out in Policy DP36 is not an allowance or entitlement and it is important to emphasise that although an extension may comply with the criterion on size, there could be other harmful impacts which would make the proposal unacceptable. In all cases, the Authority will have regard to the scale and character of the core element of the original dwelling (rather than subsequent additions) in determining whether or not an extension is sympathetic to the dwelling.

Policy DP36: Extensions to dwellings

Extensions to existing dwellings will be permitted provided that they are appropriate to the existing dwelling and its curtilage.

In the case of small dwellings and new dwellings permitted by Policies SP19 to DP31 of this Local Plan, the extension must not result in a total internal habitable floorspace exceeding 100 square metres. In the case of other dwellings (not small dwellings) outside the Defined Villages the extension must not increase the floorspace of the existing dwelling by more than 30%.

In exceptional circumstances a larger extension may be permitted to meet the genuine family needs of an occupier who works in the immediate locality. In respect of these exceptional circumstances, the total internal habitable floorspace of an extended dwelling must not exceed 120 square metres.

Extensions will not be permitted where the existing dwelling is the result of a temporary or series of temporary permissions or the result of an unauthorised use.

7.81 Where necessary the Authority will use appropriate planning conditions to ensure that permitted extensions are not used in conjunction with national Permitted Development Rights to undermine the aims of policy DP36.

7.82 For the purposes of applying Policies DP35 and DP36:

- **original dwelling** means the dwelling as first built
- **existing dwelling** means the dwelling as it existed on 1 July 1982, or as the dwelling was originally built or legally established, if the residential use post-dates 1 July 1982
- **small dwelling** means a dwelling with a floor area of 80 sq. metres or less as it existed on 1 July 1982, or as the dwelling was originally built or legally established, if the residential use post-dates 1 July 1982
- **floorspace of original, existing and small dwellings** will be measured as the total internal habitable floorspace of the dwelling but will not include floorspace within conservatories[41], attached outbuildings and detached outbuildings (irrespective of whether the outbuilding's current use is as habitable floorspace)
- **floorspace of proposed extensions** will include conservatories and attached outbuildings and any habitable floorspace provided within a detached outbuilding
- a **conservatory** is defined as having not less than three-quarters of the area of its roof and not less than one-half of the area of its external walls made of clear or translucent material
- a modest **basement** will not normally be regarded as habitable floorspace. However, some judgement will need to be applied in terms of whether it is genuinely a secondary space in association with the main dwelling. Key criteria to consider include availability of light; size (in relation to the main dwellings); access; use; layout and headroom. Basements to houses set into a hillside with any form of exposed elevation will usually be treated as habitable accommodation
- **genuine family need** is defined as an exceptional and unique family need that could not have been reasonably anticipated at the time of purchase of the property. For example, additional floorspace may be required to cater for specialist equipment and facilities required in connection with an unforeseen event, such as a severe disability arising from an accident whilst in occupation of the property; but, it normally would not cater for the needs of growing families or the need to care for elderly relatives, as these needs are not considered to be so 'exceptional' as to warrant a departure from the floorspace restrictions set out in this policy.

41 This only applies to conservatories in New Forest District that have previously been permitted as an 'exception' to policy and which are the subject of a planning condition that limits their use as a conservatory.

Farmhouse extension detail

Outbuildings

7.83 There remains considerable development pressure to provide for larger outbuildings. Concerns have been raised that proposals for outbuildings are: (i) impacting on the character of the New Forest; (ii) increasingly being used to circumvent restrictions on residential extensions and replacement dwellings; (iii) taking up important amenity space, including parking provision, within the curtilage of dwellings and this is resulting in parking being pushed beyond sites onto protected verges; and (iv) resulting in the overdevelopment of sites.

7.84 The Authority therefore continues to carefully control proposals for outbuildings through its Local Plan, while at the same time recognising the role of outbuildings in supporting home-working for example. It is important that the number, scale and design of any buildings within the curtilage of a dwelling should not detract from the character or appearance of the dwelling, the site and the surrounding area. The Authority will normally impose a planning condition limiting the use of the outbuilding to purposes incidental to the dwelling on the site and excluding any use as habitable floorspace.

Policy DP37: Outbuildings

Domestic outbuildings will be permitted where they:

a) are proportionate and clearly subservient to the dwelling they are to serve in terms of their design, scale, size, height and massing;

b) are located within the residential curtilage of an existing dwelling;

c) are required for purposes incidental to the use of the main dwelling;

d) are not providing additional habitable accommodation; and

e) will not reduce private amenity space – including parking provision –around the dwelling to an unacceptable level.

7.85 The use of outbuildings to support home working and home-based businesses will be considered acceptable where this does not involve a change of use of the main dwelling or have an adverse impact on the residential amenities of adjoining occupiers or the special qualities of the National Park.

Infrastructure provision

7.86 New development, even on the relatively limited scale planned for in the National Park, can place extra demands on existing infrastructure. In such cases where it is not possible to make the necessary provision on site, the Authority will seek financial contributions from the developer in accordance with the framework provided by national planning policy and guidance. Within the context of the development that takes place within the National Park, developer contributions may be required towards: highway and transportation works; affordable housing; education provision; recreation provision (including public open space enhancements); and nature conservation mitigation measures.

7.87 The Government was reviewing the national system of developer contributions and the Community Infrastructure Levy (CIL) in late 2017. The National Park Authority is a charging authority under the relevant CIL Regulations, although it has not to date implemented CIL within the National Park. This remains an option for the Authority in the future.

7.88 However, even if CIL (or any future national tariff system to support infrastructure provision) was implemented in the National Park there is likely to remain a role for Section 106 agreements in the future to: (i) secure necessary contributions towards infrastructure that cannot be funded through CIL (for example habitat mitigation measures that are not deemed 'infrastructure', such as ranger provision or an education campaign); and (ii) secure site-specific contributions from individual developments for measures that do appear on the general national park-wide infrastructure list.

Policy SP38: Infrastructure provision and developer contributions

Development proposals shall make provision for the infrastructure and measures necessary to ensure that the development is acceptable in planning terms in the context of the New Forest National Park Local Plan. Where appropriate, financial contributions for the provision of off-site infrastructure and measures will be sought. Appropriate new and improved utility infrastructure will be permitted in order to meet the identified needs of the community.

Contributions will be secured through the appropriate mechanism – including the Community Infrastructure Levy (or any future national tariff system) and Section 106 agreements – as required by national policy.

In implementing this policy regard will be had to economic viability considerations at the site-specific level.

Community facilities and services

7.89 In pursuing the two statutory National Park purposes, the Authority is committed to fostering, '…the economic and social wellbeing of local communities within the National Park[42].' The special qualities of the New Forest National Park include its strong and distinctive local communities and one of the strategic objectives identified in this Local Plan is to further strengthen the wellbeing and sustainability of local communities.

7.90 Local communities in the New Forest face similar challenges to those in many rural areas. Community facilities and key services that are essential in sustaining local villages are often under threat and therefore it is important that local planning policies for the area support their retention and improvement. In recent years the planning policy framework for the National Park has supported the development of new and enhanced community facilities, such as Woodgreen village shop, and this approach will be retained.

7.91 The Local Plan supports the retention of existing community facilities and the provision of essential facilities (including village shops and local educational services) in villages across the whole of the National Park where there are clear community benefits. Any proposals for the change of use of local commercial services and community facilities will only be considered where robust evidence is provided to demonstrate there is no longer a need for a specific service or facility in the longer term, a suitable replacement service or facility is provided, or there is an existing similar facility accessible to the local community.

Policy SP39: Local community facilities

The Authority will support the retention of existing community facilities throughout the National Park and prevent their loss or redevelopment where they contribute to the sustainability of local communities.

The Authority will support the development of essential local community facilities where the proposal is of clear and direct benefit to the local village or rural community; the scale of the proposed facility is proportionate to the local areas; and they are accessible to the local communities they will serve.

7.92 Essential local community facilities are facilities that are of direct benefit to the immediate local community that provide an essential service, including village shops, pubs and village halls as well as small-scale health, educational services and social facilities. Public open space, sport and recreational facilities are covered by Policy DP10.

42 Section 62(1), Environment Act 1995

Retail development within the National Park

7.93 The NPPF states that to support a strong rural economy, local plans should promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. National policy requires local planning authorities to define shopping / retail areas and set out policies that make clear which uses will be permitted in such locations.

7.94 In line with the Spatial Strategy for the National Park, although there are no designated 'town centres' within the National Park (the Defined Villages have less than 3,500 residents), successive local plans have sought to safeguard the role of the four Defined Village centres of the National Park in meeting some of the day-to-day retail needs of local residents and visitors. The Defined Villages play a positive role in providing services for the communities of the National Park and the Local Plan seeks to protect that role. This has typically been done by setting a proportion of the designated shopping frontages (as shown on the Policies Map) that should be kept in A1 (retail) use to help promote the retention and development of local shops within the Defined Villages of the National Park.

Policy DP40: Change of use from retail in the Defined Villages

To support the role of the Defined Villages in meeting some of the retail needs of communities within the National Park, the change of use of ground floor premises from retail to other uses within the defined local shopping frontages (as defined on the Policies Map) will only be permitted where it will not result in the proportion of retails units in the shopping frontages of Lyndhurst and Brockenhurst being reduced to less than 50%; and in the frontages of Ashurst and Sway to less than 40%.

7.95 The growing importance of local produce to the New Forest economy is acknowledged and it is therefore appropriate that the Local Plan includes a local planning policy supporting appropriate small-scale retail development (including farm shops) outside the Defined Villages.

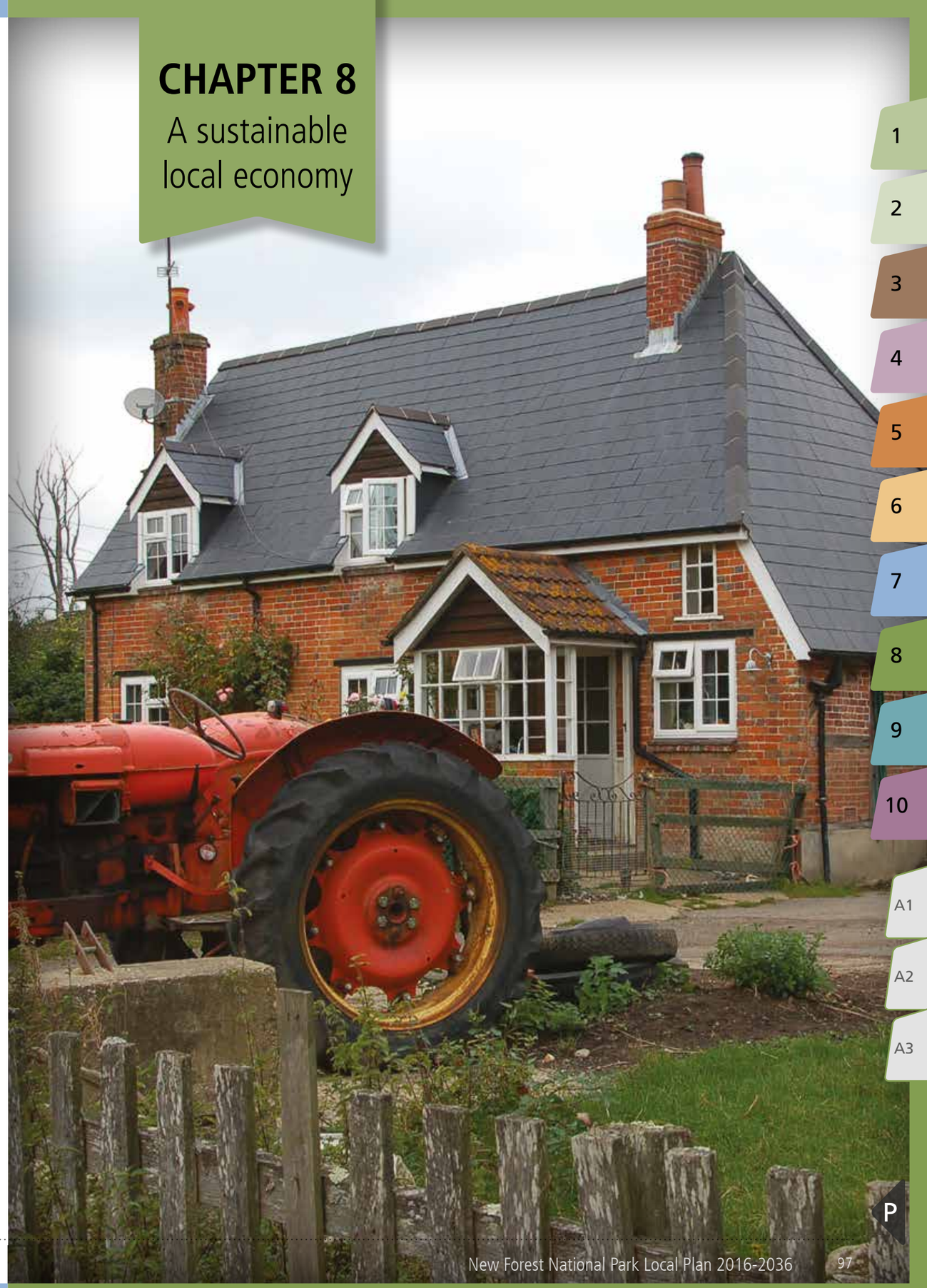
7.96 Farm shops which sell goods produced on the farm do not normally require planning permission. In addition to goods produced on the farm, farm shops can also retail a small percentage of imported goods (typically 10%) without the need for planning permission. In each case, judgement needs to be exercised in determining whether the scale and proportion of imported goods amounts to a retail use requiring planning permission.

Policy DP41: Retail development outside the Defined Villages

Outside the Defined Villages, small-scale convenience shops within rural settlements that serve local needs, and farm shops that are part of a farm diversification will be permitted, together with small-scale extensions of existing shops. Any development should not extend into the open countryside or have impacts on adjoining land uses. The potential effects of farm shops on other shops in neighbouring villages will be assessed.

Right: working farm, Cadnam

CHAPTER 8
A sustainable local economy



8.1 This chapter sets out the strategic objectives for a sustainable local economy, land management and tourism.

8.2 A healthy local economy is essential in maintaining the life and vibrancy of the National Park, providing local employment, and sustaining its rural communities. This Local Plan aims to support a sustainable local economy which provides business and employment opportunities that benefit the National Park's communities without compromising the special qualities and rural character of the area. This approach will help to deliver the Authority's duty[43] to foster the social and economic well-being of its local communities and, in doing so, will support New Forest District Council, Wiltshire Council and Test Valley Borough in their responsibility for promoting economic development in their respective administrative areas.

8.3 Maintaining a high-quality natural environment can contribute substantial economic benefits by supporting tourism and helping to attract high-value employees and businesses. Research suggests that National Park designation brings economic benefits for businesses both within a National Park and in the wider region[44]. By successfully pursuing its two statutory purposes, therefore, the National Park Authority can make a positive contribution to economic prosperity both locally and in surrounding areas.

43 See Chapter 1: Introduction and the Environment Act 1995.

44 Prosperity and Protection: The economic impact of National Parks in the Yorkshire and Humber region. Council for National Parks 2006; Valuing England's National Parks: Cumulus Consultants Ltd and ICF GHK – Final Report for National Parks England 2013.

8.4 The economic approach of this Local Plan takes into consideration some key aspects of the economic and employment characteristics of the National Park. There is a very low level of unemployment, which has been no higher than 1.5%[45] for the last ten years and has been consistently lower than regional and national levels during that period. Employment has been supported by a long history of investment in new business space with recent new floorspace development being consistent with the long-term trend. The local economy is very diverse with the leisure, tourism, agriculture, health, and the professional, scientific and technical sectors all important in creating a wide range of employment opportunities. However, whilst many residents have high skill levels, the local economy would benefit from improved skills and business support. Looking forward to the next few years, a decline in the working age population is forecast.

8.5 Within relatively short distances, the National Park is surrounded by local employment centres, such as Lymington, Ringwood and Totton, and large urban areas that provide significant employment opportunities. It is, therefore, not surprising to find that there is net out-commuting by residents to these larger centres and, given their proximity, it is likely that some of the employment needs of National Park residents in the future will continue to be met beyond the National Park's boundaries.

45 Unemployment measured by the percentage of the working age population that are claiming Job Seekers Allowance.

Local employment site

8.6 With strong economic expansion planned in the surrounding employment centres in South Hampshire, Southern Wiltshire and South East Dorset, the task for the local economy will be to find ways of benefiting from the National Park's advantages whilst retaining its special character. Taking into account the forecasted decline in the working age population, competition from surrounding areas, and the need to maintain the special environmental qualities of the National Park, supporting the economic well-being of the National Park's communities will be best served by focusing on small businesses, with locally distinctive, higher value and low impact types of businesses being most appropriate. Given that most businesses in the National Park are relatively small[46], the appropriate requirements for business space are likely to be of a modest scale.

8.7 In relation to sustainable development that is appropriate in a nationally designated area, throughout the National Park the Local Plan will support:

- the re-use and extension of existing buildings;
- the redevelopment of existing employment sites for a wider range of employment uses;
- retaining existing employment sites;
- farm diversification; and
- home working.

In addition to the above, in the Defined Villages the Local Plan will also support small-scale employment development, and visitor facilities and accommodation using new buildings.

8.8 This approach does not require the allocation of new land specifically for employment development. Neither the Authority's previous Core Strategy (2010) nor any of the Local Plans prepared by the predecessor planning authorities (and inherited by the Authority in 2006) included employment land allocations within the National Park in recognition of the protection afforded to the landscape and the high proportion of internationally protected habitats within the New Forest. Moreover, the very diverse nature of the local economy means that it does not rely heavily on the B1 to B8 Land Use Classes that need office and industrial spaces. Coupled with a forecast decline in the working age population, it is not considered necessary to allocate any new land solely for employment use in this Local Plan.

46 Over 90% of businesses in the National Park have 10 or fewer employees. 'Valuing England's National Parks: Cumulus Consultants Ltd and ICF GHK' – Final Report for National Parks England 2013.

8.9 This approach does not mean, however, that employment opportunities will not be created. Indeed, past trends of development show that employment opportunities continue to be generated for local communities in the National Park area, and unemployment has consistently been below regional and national levels since the designation of the National Park. Given the long history of business development that spans a wide range of economic sectors, it is anticipated that employment development will continue to come forward that will support the wellbeing of the National Park's communities.

8.10 The Authority recognises, however, that the changes to permitted development rights could lead to the loss of certain types of business spaces, which would have a negative impact on the local economy. These losses will offset some of the new business space development that is brought forward in the future. In these circumstances, for the local economy to continue to provide sufficient employment opportunities for its communities, the Authority will not only retain all existing employment sites (where not impacted by the permitted development right changes), but will encourage the redevelopment of redundant brownfield employment sites for employment use by supporting a broader range of business uses than the prior use.

Strategic Objective for a sustainable economy:

Develop a diverse and sustainable economy that contributes to the well- being of local communities

Policy SP42: Business and employment development

Small scale employment development will be permitted within the four Defined Villages of Ashurst, Brockenhurst, Lyndhurst and Sway.

Outside these Defined Villages, small scale employment development that helps the well-being of local communities will be permitted through the re- use or extension of existing buildings, the redevelopment of existing business use employment sites, farm diversification schemes and through home-working.

Particular encouragement will be given to businesses that help to maintain the land-based economy and cultural heritage of the National Park, or contribute to the understanding and enjoyment of the National Park's Special Qualities. Providing local communities with a variety of employment opportunities will also be supported where these do not have an adverse impact on the Special Qualities of the National Park.

8.11 It will be important to support new small-scale business development throughout the National Park to provide the employment and services needed by local communities. The priority will be to locate such services within the Defined Villages to take advantage of existing facilities and transport links within these villages. However, a considerable number of current employment sites are already located outside the Defined Villages and it will be important to enable some further business development of an appropriate scale where this helps improve the long-term sustainability of these more rural communities.

8.12 Greater use of technological and communication advances that aid employment development will be supported as these can improve efficiency and productivity, raise value-adding activity, and are identified as a key business requirement in the Business Needs Survey (2014). Businesses that use such technology tend to have less environmental impacts and can also support home-working to provide more employment opportunities.

8.13 Improving broadband and mobile telecommunications is an important objective set out in the Partnership Plan for the National Park. The Authority supports the rollout of superfast broadband across the National Park and initiatives to seek additional funding to provide complete coverage across the National Park.

8.14 The visual impacts of telecommunications infrastructure will be considered using national planning policy and guidance, to ensure that any such proposals are sensitively designed and sited and demonstrate that there are no suitable alternative locations.

8.15 Local distinctiveness has an important part to play in the local economy. Many existing producers and entirely new businesses related to the rural economy are benefiting from this through the local produce and products market. There is widespread recognition of the New Forest Marque and an increasing number of small businesses, farmers markets and farm shops are using this New Forest brand. Proposals for farm shops will be considered under Policy DP41.

8.16 The local economy would also benefit from raising productivity through improved skills and business support, which are both encouraged by the Enterprise M3 and Swindon and Wiltshire Local Enterprise Partnerships and the New Forest LEADER Local Development Strategy. The Local Plan recognises the importance of increasing the skills of the local workforce to improve their employment prospects. The Authority will support the roles of New Forest District Council, Test Valley Borough Council and Wiltshire Council in coordinating the provision of skills training for the workforce. It will also support the provision of training facilities through the re-use and extension of existing buildings and the redevelopment of existing business use employment sites.

Policy SP43: Existing employment sites

Existing employment sites will be retained throughout the National Park.

Within the four Defined Villages the Authority will retain existing employment sites and also consider additional uses on these sites to allow for mixed use developments where:

a) there is sufficient space on the existing employment site to not only retain the same amount of existing employment floorspace, but to also accommodate a further activity on the site;

b) the intensified use of the employment space means that at least the same level of employment will be retained on the site as during the previous full operational use, and additional space is created for another type of use; and

c) the additional use on the site is compatible with the proposed employment use and the site's neighbours in terms of its design, amenity impacts, and in relation to any parking and traffic implications.

8.17 In addition to supporting business development to sustain the well-being of local communities, it is important to recognise that existing employment sites are under pressure from higher-value land uses such as housing, particularly given the high level of house prices in the National Park. The Commercial Property Market Assessment (2017) concludes that the supply of employment sites is constrained by the limited availability of employment land and sites in the National Park. As there are limited alternative sites, it is important to retain existing sites[47] for employment use to ensure a prosperous local economy and employment opportunities for local residents in the future. Retaining employment sites also aims to avoid creating unsustainable settlements with little or no employment and increasing out-commuting to jobs beyond the National Park.

47 The Policy applies to existing employment sites which are not subject to PD rights contained in the most recent version of The Town and Country Planning (General Permitted Development) (England) Order.

Policy DP44: Redevelopment of existing employment sites

The redevelopment of established employment sites for industrial, office, business and low-key storage uses will be permitted throughout the National Park where:

a) there would be minimal additional effect on the visual impact of the site in the landscape, or on the amenities of nearby properties, or on traffic or other disturbances from the site;

b) where feasible, the redevelopment scheme deals comprehensively with the full extent of the site;

c) the replacement buildings would be appropriate to their surroundings in terms of scale, design and materials; and

d) the redevelopment scheme would be contained within the existing site boundary.

8.18 The redevelopment of existing employment sites for a range of employment uses should help to support the economic well-being of communities throughout the National Park. The Authority will encourage the redevelopment of redundant brownfield employment sites for employment use by supporting a wider range of business uses than the previous use, other than storage and warehousing. Proposals for small-scale starter units / offices, rural business units and easy in / out units, will be considered favourably. However, the redevelopment of existing employment sites for general warehousing purposes will not be encouraged as this type of development does not generate significant employment opportunities relative to the space required, such development typically results in additional traffic and can have a greater impact on the landscape.

Extensions to non-residential buildings and uses

8.19 This policy applies to a range of non-residential buildings and uses including agricultural, business, community and tourism uses[48] (excluding holiday parks and camp sites). It seeks to maintain existing non-residential buildings and uses while avoiding potential adverse impacts on the National Park arising from additional activity, such as increased visitor pressures and traffic.

Policy DP45: Extensions to non-residential buildings and uses

The limited extension of existing non-residential buildings and uses will be permitted where it:

a) would not materially increase the level of impact of the activity on the site; and

b) is contained within the existing site boundary.

8.20 A limited extension will normally be considered as one which is capable of being achieved with minimal impact on the overall physical appearance and prominence of the building and / or site in the landscape and which results only in marginal changes to the nature of the existing use.

48 Extensions to existing serviced accommodation and uses will be supported by this Policy as long as the extension also operates as serviced accommodation – forms of self-catering accommodation and uses that are separate from, and proposed as extensions to, existing serviced accommodation will not be supported by this Policy. Extensions to all forms of camping and caravan use will be considered under Policy DP47.

Sustainable tourism

Strategic Objective for sustainable tourism:

Support development which encourages sustainable tourism and recreation, and provides opportunities for enjoying the Park's special qualities

8.21 The New Forest National Park's unique environment attracts many visitors, and the tourism industry is of considerable importance to the National Park's economy. Spending associated with leisure trips to the National Park is significant, supporting the accommodation, retail and other business sectors, providing employment, and thus supporting local communities.

8.22 The development and implementation of sustainable tourism in the New Forest involves a wide range of partners and stakeholders. The key destination management role is operated by the New Forest Tourism Association, which has merged with Go New Forest Community Interest Company and will promote and market the New Forest, and encourage sustainable tourism. The Authority is supportive of the delivery of sustainable tourism and recognises the important contribution it makes to the National Park's communities and its economy.

8.23 In addition to developing the competitiveness and economic success of the tourism sector, a great deal of work has been undertaken to promote sustainable tourism in the New Forest, based on bringing together the interests of visitors, the tourism industry, local communities and the environment. This approach aims to support the local tourism economy, whilst ensuring that the special qualities and local distinctiveness of the New Forest are conserved. There is still, however, a need to raise the profile of tourism businesses as examples of good environmental practice and be bolder in developing the image of the National Park as a sustainable tourism destination focusing on the Special Qualities of the area.

8.24 With regard to tourism-related developments, the Authority aims to support sustainable tourism and provide opportunities for enjoying the National Park's Special Qualities without compromising its purpose to conserve and enhance the National Park's natural beauty, wildlife and cultural heritage. To achieve this, new tourism development will be supported.

Policy SP46: Sustainable tourism development

Sustainable tourism development will be supported where it provides opportunities for the understanding and enjoyment of the special qualities of the National Park in a way that either enhances, or does not damage the Special Qualities. This will be facilitated by:

a) supporting small-scale development of visitor facilities and accommodation using new or existing buildings in the four Defined Villages. Outside these villages visitor facilities will be supported through the re-use or extension of existing buildings in line with Policy DP45 and Policy DP49, and visitor accommodation will be considered as part of a farm diversification scheme as outlined in Policy SP48;

b) retaining existing serviced visitor accommodation where it contributes to the sustainability of local communities; and

c) supporting opportunities to relieve visitor pressures where this would assist the conservation or enhancement of internationally or nationally designated nature conservation sites.

Extensions to existing tourism developments will be considered in accordance with Policies DP45 and DP47. Development of visitor facilities within the existing site of the major visitor attractions at Paultons Park and Beaulieu Motor Museum will be supported if the four criteria in Policy DP44 can be satisfied.

8.25 Small-scale development of new visitor facilities and accommodation will be supported within the four Defined Villages. These villages already provide many restaurants, shops and other services used by visitors and together with their access by public transport make them more sustainable locations for tourism developments[49] than elsewhere throughout the National Park and less likely to have impacts on the landscape and natural beauty of the area.

8.26 It is also important to recognise that existing serviced accommodation is under pressure from higher value forms of development, such as housing. Given that serviced accommodation makes a significant contribution to the local economy by providing employment and supporting business services and local produce markets, retaining the existing stock is considered important. Outside the National Park, the adjacent towns (including Ringwood, Lymington, Fordingbridge and New Milton) are likely to continue to perform a particular role as centres for accommodation and visitor facilities and in providing a greater range of services and cultural activities.

8.27 Existing holiday parks and campsites provide significant opportunities to enjoy the special qualities of the National Park. They are well provided for in and around the New Forest and this means that no additional camping facilities[50] are needed. The New Forest National Park contains over three times the average number of camping and touring caravan bedspaces per square kilometre found in any other English national park. It is already under considerable recreational pressure. The Habitats Regulation Assessment of the Local Plan does not rule out a likely significant effect of recreation visits on the integrity of the internationally designated nature conservation sites, which make up over half of the total area of the National Park. Moreover, the New Forest has a higher proportion of unserviced versus serviced visitor accommodation than most other English national parks. The large

49 Consistent with paragraph 28, National Planning Policy Framework.
50 Including all forms of self-catering camping and caravan accommodation.

amount of unserviced accommodation is added to through the high number of locations which have licences for seasonal 'pop-up' campsites.

Policy DP47: Holiday parks and campsites

New campsites and extensions to existing holiday parks, caravan or camping sites will only be permitted to enable the removal of pitches from sensitive areas by the relocation to a less sensitive area, providing:

a) there would be overall environmental benefits;

b) there would be no increase in the overall site area or site capacity; and

c) the area where pitches or other facilities are removed from would be fully restored to an appropriate New Forest landscape, and any existing use rights are relinquished.

8.28 Although many sites are seasonal they can have a significant impact on the New Forest environment, particularly those located in areas of designated nature conservation importance. Proposals for ancillary developments to support seasonal campsites, such as hardstandings and toilets, will not be viewed favourably. In the longer term, it would be of benefit to the New Forest environment to reduce the overall number of camping and caravan pitches in the most sensitive areas.

8.29 Recently there has been a large increase in 28 day 'pop up' campsites which account for some extra 7,000 overnight stays in the Forest. If this trend continues consideration will be given to the use of an Article 4 Direction to ensure this type of development is properly planned.

Hollands Wood campsite

The land-based economy

Strategic Objective for the land-based economy:

Encourage land management that sustains the special qualities of the National Park.

8.30 The land-based economy in the New Forest encompasses agriculture, forestry, commoning and other traditional rural businesses. Whilst providing only a small proportion of local jobs, farming, commoning, forestry and woodland management remain vital in maintaining the land use management practices that help conserve the landscape character and cultural identity of the National Park.

8.31 In relation to rural activities, the National Park's Partnership Plan outlines the important role that agriculture and forestry play the in rural economy and maintaining characteristic New Forest habitats and landscapes.

Policy SP48: The land-based economy

Land-based businesses that help maintain the overall character and cultural identity of the National Park will be supported by:

a) working with key organisations to ensure the future viability of commoning through:

(i) enabling affordable housing for commoners that includes land suitable for holdings (as set out in Policy SP29); and

(ii) maintaining the supply of land available for back-up grazing on the enclosed lands; resisting the loss of back-up grazing through development or change of use.

b) supporting farming and forestry that would be beneficial to the Forest through:

(i) the provision of agricultural and forestry buildings subject to Policy DP50;

(ii) farm diversification where this would help to sustain the long-term agricultural operation of the land and would be:

- agricultural diversification based on an extensive system of land management, or
- non-agricultural diversification, through the re-use of redundant farm buildings in line with Policy SP46 or Policy DP49, and where it can be demonstrated that the new use would remain ancillary to the farming business;

(iii) Helping to support markets for local produce and products.

8.32 In the National Park the practice of commoning is particularly recognised as being integral to the maintenance of the essential landscape character and cultural heritage of the area. Commoners' animals remain part of the identity of the Forest and a major attraction for visitors. Whilst commoners have rights to graze their animals in the historic area of common grazing, they also require back-up grazing areas in the enclosed agricultural lands. Consequently, it is important that agricultural land, which is used for these purposes, is not developed or lost to other uses.

8.33 Farming and farm diversification will be given particular support to enhance or maintain the characteristic landscapes and habitats, provide local produce, allow greater public access or create local employment. Diversification of a scale or extent which is likely to provide an incentive to reduce the long-term agricultural operation of the land will not be supported.

8.34 Forestry has become an important feature of the New Forest over the past 150 years, providing local employment and training and enabling much of the timber to be sourced and processed locally. It will be important for the industry to adapt to changing markets for forestry products, including wood fuel, and continue to champion sustainable production in the local context.

Re-use of existing buildings

8.35 The re-use of existing buildings is important for business and employment development to ensure the provision of future employment opportunities for local communities in the National Park. The following policy sets out the detail of the strategic policy which supports the re-use of redundant buildings for employment purposes in order to support the rural economy.

Policy DP49: Re-use of buildings outside the Defined Villages

The re-use of buildings outside Defined Villages will be permitted provided that:

a) the proposal would not result in the loss of an employment use or community facility and accord with Policy SP39;

b) the proposal would not involve a residential use (other than in accordance with Policy SP19);

c) the building is appropriate in scale and appearance to its location, and should be capable of conversion without significant extension or detriment to itself or its surroundings. The building must be structurally sound and capable of re-occupation without re-building; and

d) in the case of agricultural or forestry buildings, the building must be genuinely redundant in its existing use and not capable of fulfilling any beneficial agricultural use.

8.36 This policy is intended to enable the re-use or change of use of existing buildings which are appropriate to their New Forest setting, are a re-usable resource capable of conversion without significant reconstruction and are on sites which meet highway and other local authority standards. The policy enables the use of a building to change to an alternative use which is considered to be appropriate in the New Forest under the policies of this plan. The building to be re-used should be suitable for the new use proposed without the need for additions or extensions. The Defined Villages are considered to be more sustainable locations for housing development, and the approach to housing outside the Defined Villages is described in Chapter 7.

8.37 Given the importance that land management practices have in maintaining the landscape, the Authority will support farm diversification schemes which re-use existing farm buildings in accordance with Policies SP48 and DP49, where the proposal relates to the diversification of an existing and continuing farm business. However, where proposals for farm buildings do not relate to a farm diversification scheme, the Authority will take into account the potential of the buildings to continue in some form of beneficial agricultural use, in particular one which serves the interests of the New Forest.

8.38 The Authority is concerned to ensure that wherever practical, New Forest commoners should be given the opportunity of utilising the existing stock of agricultural/forestry buildings. While some agricultural buildings may no longer be required by a particular farm they may still be suitable for use by commoners, e.g. for storage of feedstuffs or housing animals, or for conversion to a commoners' dwelling. Accordingly, the Authority will need to be satisfied that agricultural and forestry buildings cannot continue to fulfil any beneficial agricultural use before giving favourable consideration for their re-use independently of a farming enterprise.

8.39 The re-use of purpose-built or pre-fabricated agricultural buildings, e.g. glasshouses or prefabricated barns, particularly those of a large scale, are unlikely to be considered favourably under this policy, as such buildings are often out of character with the New Forest landscape. This policy does not apply to agricultural buildings that are subject to a planning condition requiring their removal on the cessation of agricultural use.

Agricultural and forestry buildings

8.40 This policy seeks to enable development necessary to sustain agricultural activity, including forestry and commoning. However, development associated with agriculture can have a substantial environmental impact, and the Authority will not support buildings or other structures that would be damaging to the ecology, landscape or character of the National Park.

Policy DP50: Agricultural and forestry buildings

Permission will be granted for buildings required for agriculture or forestry purposes where:

a) there is a functional need for the building and its scale is commensurate with that need and its setting in the landscape;

b) the building is designed for the purposes of agriculture or forestry;

c) the site is related physically and functionally to existing buildings associated with the business unless there are exceptional circumstances relating to agricultural necessity for a more isolated location; and

d) they do not involve large or obtrusive structures or generate a level of activity which would have a detrimental effect on the National Park.

8.41 In the case of buildings required for pony and horse breeding, the Authority will need to be satisfied that the enterprise is a commercial operation carried out by commoners in conjunction with grazing the New Forest. In the case of buildings required in connection with the turning out of stock onto the Open Forest, the Authority will also need to assess the associated impacts of any additional grazing pressures on the Open Forest.

8.42 A planning condition will normally be imposed requiring the building to be removed and the land restored to its former condition should the building no longer be required for agricultural purposes. In assessing the functional need for a building, first consideration will be given to the conversion of any existing building under the terms of Policy DP49.

Agricultural farm building, Boldre

Horse riding and horse keeping

8.43 Horse riding and horse keeping have a long history in the New Forest and are part of the cultural identity of the New Forest. In the region of 3,500 horses are kept within and immediately surrounding the National Park[51]. Together with horses kept by farmers and commoners, the local equine community makes a valuable contribution to the local economy.

8.44 When it is done well, horse keeping can make a positive contribution to the management of the New Forest and assist farmers and commoners seeking to diversify their activities. But also in the few cases when it is done badly there can be problems associated with overgrazed fields, poor fencing and inappropriate lighting, all of which can lead to a negative impression of horse keeping. There are examples of both within the New Forest.

8.45 Planning permission is usually required for most horse-related development. However, under the General Permitted Development Order 2015, there may be some scope to provide buildings or enclosures associated with the keeping of recreational horses, incidental to the enjoyment of the dwelling house, in the garden of a domestic dwelling. It will be advisable to seek the advice on the need for planning permission for such buildings from the Authority.

Policy DP51: Recreational horse keeping

Permission will be granted for recreational horse keeping provided that the proposal does not:

a) have an adverse impact on the landscape or any nature conservation interests;

b) harmfully increase riding pressures on the Open Forest; or

c) result in the loss of back-up grazing land.

51 Recreational Horse Keeping in the New Forest: Update of grazing survey 2007.

8.46 The Authority cannot control the use of land for grazing. However, the keeping of recreational horses involves a more intensive use of land which is subject to planning control. The distinction between grazing and keeping is not always clear although a judgement can normally be made on the basis of the area of grazing land available per animal. As a guideline, the keeping of horses generally occurs when there is less than 0.5 hectares of land per horse[52].

8.47 Other key indicators can include the existence of stables and other facilities, and the condition of the land.

8.48 Planning applications should be accompanied by sufficient information to demonstrate that the associated impacts of any new recreational horse keeping use is positive rather than negative, for example by including details of fencing and landscaping.

8.49 The high demand in land for horse grazing and keeping can reduce the amount of back-up grazing available for commoners' animals and there is a need to maintain an adequate supply of back-up grazing land available to commoners[53].

8.50 Policy DP51 also seeks to ensure that horse keeping does not impinge on the New Forest by adding to riding activity in the area and/or contributing to the erosion of the Open Forest.

52 Defra Code of practice for the welfare of horses, ponies, donkeys and their hybrids (April 2013) reports that as a general rule, a horse will require a minimum of 0.5 hectares (1.25 acres) of good grazing if no supplementary feeding is being provided.

53 New Forest Commoning Review 2007 Full Report identified the need to protect back-up grazing land from competing land uses such as private horse keeping.

Policy DP52: Field shelters and stables

Permission will be granted for field shelters provided that the building is:

a) sensitively sited to be unobtrusive in the landscape;

b) simple in appearance and modest in scale; and

c) constructed of appropriate materials.

The same considerations apply to stables although these should be located close to existing buildings.

8.51 The Authority seeks to limit the proliferation of buildings in the New Forest, primarily because of their impact on the landscape. However, the need for field shelters (which are commonly characterised by one side of the building being left open) is recognised and therefore they will normally be permitted providing they are sensitively designed and can be accommodated without being obtrusive in the landscape. The same considerations apply to stables although these should be located close to existing buildings.

Policy DP53: Maneges

The development of outdoor maneges will be permitted provided that:

a) they do not result in any detrimental impact on the landscape and ecology of the New Forest; and

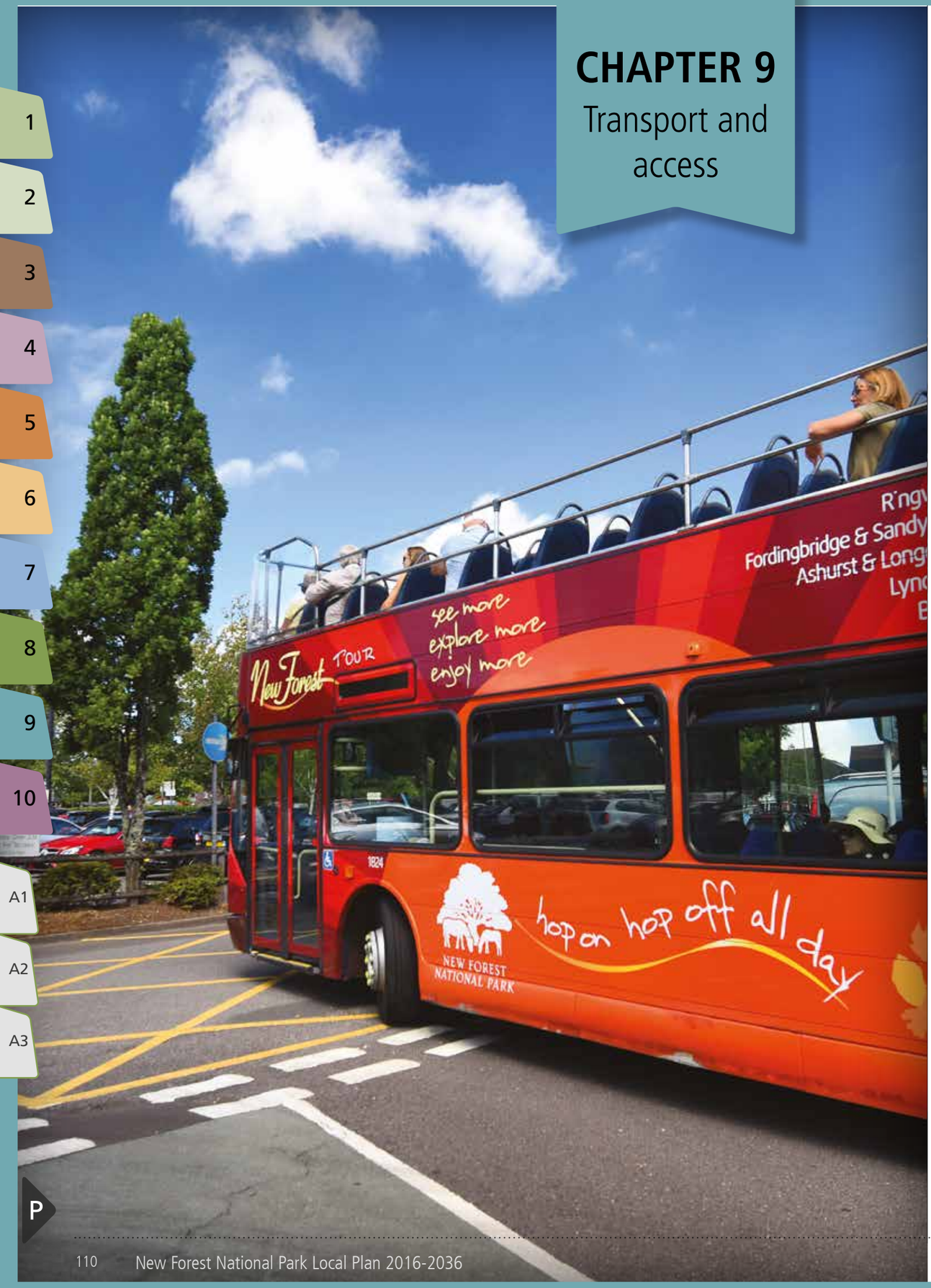
b) they do not involve the installation of lighting.

The development of indoor maneges will not be permitted other than in accordance with Policy DP49 (Re-use of buildings).

8.52 Maneges are all-weather riding arenas used for the schooling of animals and the training of riders. While the Authority recognises that the availability of maneges may reduce the use of the Open Forest, particularly by riding schools, there are concerns about the physical impact of their development on the New Forest landscape and ecology. The Authority wishes to minimise the environmental impact of these proposals and considers that this form of development is likely to be acceptable only where it is contained within or closely related to an existing group of buildings and makes use of materials that blend in well with the New Forest landscape.

Abbey Mead stables

CHAPTER 9
Transport and access



New Forest Tour bus, central Lyndhurst

9.1 The National Park has an extensive road network, with a number of major trunk routes and several A-roads that carry high volumes of traffic from commuters, residents and visitors alike.

9.2 Unlike many national parks, the New Forest is easily accessible by train through four railway stations at Ashurst, Brockenhurst, Sway and Beaulieu Road, which are on the London Waterloo to Weymouth line. As such, there are real opportunities to encourage arrival by train, although these stations are currently poorly connected to other forms of public transport. Whilst a number of bus routes cross the Forest the services are greatly reduced in the evenings and at weekends.

9.3 The New Forest Tour, a seasonal open-top bus, is aimed at both visitors and residents, and operates during the summer months, with three interlinked routes across the Park stopping at popular villages and major attractions within the National Park. The Tour links to rail stations at Brockenhurst, Lymington Pier, Ashurst and New Milton, as well as ferry services to the Isle of Wight and Southampton. In addition, a Beach Bus service also operates during the summer and links Hythe, Lepe, Beaulieu and Lymington.

Strategic Objective for transport:
Reduce the impacts of traffic on the special qualities of the National Park and provide a range of sustainable transport alternatives within the Park.

9.4 Across the National Park, traffic volumes are high, especially during the summer months, and trends indicate a general increase each year on a number of routes. The National Park receives an estimated 13.5 million visitor days each year, with the vast majority of both staying and day visitors using the car to reach their destination[54].

9.5 National predictions cite an increase in total car travel of between 19% and 55% (depending on different scenarios) by 2040. Combined with the impacts of 150,000 additional dwellings proposed in South Hampshire and South East Dorset between now and 2036, additional demands on the road network within the National Park will be generated.

9.6 In addition to residents and visitors, there are high levels of commuter traffic crossing the Park, particularly from the surrounding areas. A significant proportion of the local workforce is either self-employed and work from home (about 11%) or commute to work outside the area, particularly to Southampton. Overall there is a significant net outflow of people from the National Park travelling to work in urban areas such as Southampton (providing employment for 15% of the National Park's working population) and Bournemouth (providing employment for 8% of the National Park's working population).

9.7 The increase in traffic within and around the National Park raises a number of significant issues. Campaigns in recent years have seen a reduction in the numbers of commoners' livestock (ponies, cattle, pigs, sheep and donkeys) killed or injured on the Forest's unfenced roads, but the figure still remains high with 98 animals killed or injured during 2016. Every animal killed is a loss to the Forest and its commoners, and the Authority is working with partners to develop initiatives to reduce the numbers of accidents year on year, including the consideration of traffic calming measures where appropriate.

9.8 Traffic speeds can be a concern to local communities and can contribute to human and animal accidents. Hampshire County Council has introduced 30 mph speed limits in many New Forest villages and advisory 20 mph limits in the vicinity of many schools.

9.9 Traffic also detracts from the tranquillity of the New Forest, and can conflict with other recreational users, especially on more minor roads. Over the coming decades, with a potential increase in recreation pressure on the New Forest, it will be important to develop further education and traffic management initiatives to ensure quality of life, environmental quality and experience of visitors is not undermined.

54 Tourism South East visitor survey 2004-2005.

9.10 The principles of this transport objective are also carried through in a number of other policies in this Local Plan. In particular the Spatial Strategy (set out in Chapter 4) is based on the objective of reducing the need to travel and therefore the location of development is based on the most sustainable settlements in the National Park, which have the best access to public transport, including rail, and existing community facilities and services.

Policy SP54: Transport infrastructure

Further development of the strategic transport network will only be supported where:

a) it is an integral part of a longer-term strategy to address traffic congestion on the A31; or

b) alternative solutions including potential traffic demand management measures have been explored and are not feasible or appropriate.

9.11 Only a relatively limited amount of small scale housing and associated development is proposed for the National Park. Additional new or improved transport infrastructure is not normally needed to service this level of development. Consequently, the expansion of the existing road network will not be supported within the National Park, other than in exceptional circumstances.

9.12 Working in partnership with Hampshire County Council and Wiltshire Council, the Authority will use the transportation contributions it collects from larger development schemes within the Park under Policy SP38 to help mitigate the likely effects of increased levels of trip generation within the National Park by addressing accessibility, road safety, air quality and traffic congestion.

9.13 Of greater concern is the impact of increased trip generation on the National Park arising from development outside the National Park boundary; some 150,000 dwellings are proposed for South Hampshire and South East Dorset up to 2036. It is important that the likely impacts are researched and fully understood to allow the implementation of measures which will mitigate the impact on the special qualities of the National Park.

9.14 The National Park Authority will take account of national transport policy and the Hampshire and Wiltshire Local Transport Plans with regard to the consideration of any major new traffic or demand management measures over the longer term of this Local Plan. Any such measures will not be considered without further detailed research and public consultation.

9.15 Where proposed development would generate significant amounts of traffic movement then a detailed Transport Statement or Transport Assessment will be required, as set out in national planning policy. This will be identified on a case by case basis.

Train passing Ashurst

Parking standards

9.16 The Hampshire Local Transport Plan 2011-2031 recognises that access to sustainable modes of transport is often more limited in rural areas, and identifies a major challenge for the area to be 'Improving accessibility for people without access to a car, while recognising that the car is likely to remain the main mode of travel for many people in rural areas' such as the New Forest. Similar objectives are echoed in The Wiltshire Local Transport Plan 2011-2026.

9.17 These standards are set out in Annex 2 of this Plan and identify the required level of car parking for new residential and non-residential development. Policy DP2 (General Development Principles) in this Plan requires all new development proposals to make adequate provision for parking in accordance with the standards in Annex 2. Reduced parking provision may be acceptable in certain circumstances, such as where there is relatively good accessibility by public transport, or where there is clearly demonstrated alternative capacity. However, the preference is for parking spaces to be provided within the curtilage of the dwelling. It is recommended that applicants also consider the Authority's adopted Design Guide Supplementary Planning Document which sets out general guidance on the design and integration of parking into new development.

Burley

Access

Policy SP55: Access

The Authority will promote safer access and more sustainable forms of transport to and within the National Park for access to services and amenities and for enjoyment, health and well-being, where appropriate by supporting:

a) local transport initiatives such as the New Forest Tour;

b) community transport initiatives such as the Lymington to Brockenhurst Community Rail Partnership;

c) improvements to make existing paths, tracks and roads safer and more user-friendly;

d) opportunities for the creation of a more joined-up network of routes for non-motorised transport;

e) appropriate improvements to public transport facilities; and

f) the safeguarding of disused railway lines and roads from development that would compromise their future reuse as sustainable transport routes.

9.18 National planning policy and guidance and the local transport plans all emphasise the need to reduce reliance on the car, improve public transport and access to a range of services and community facilities. This will prove beneficial to both residents and visitors alike.

9.19 The dispersed nature of settlements in the National Park, seasonal congestion, and a limited public bus network, can create barriers to accessibility. In recent years there have been reductions in some less well-used public bus services which have added to the problem. The National Park Authority recognises the importance of maintaining an effective network of public transport and the added value that community transport initiatives can bring.

9.20 Traffic congestion in Lyndhurst causes local pollution problems and affects local residents' quality of life. It can also create accessibility issues for local people and reduce the quality of experience for visitors. A number of traffic management measures have been trialled in order to reduce journey times for different flows of traffic. The Hampshire Local Transport Plan identifies that future Implementation Plans will set out the following measures for the National Park:

- closer partnerships with neighbouring counties to ensure a coordinated approach to transport;
- managing the road network to protect and enhance the area's rural character;
- Reduction of 'sign clutter'; and
- supporting local sustainable tourism through footpath, cycle, equestrian, public transport and rights of way improvements, and enhancing the network to allow increased leisure use.

9.21 Objective 3.1 of the National Park Authority's Landscape Action Plan (2013) aims to achieve traffic management and road design solutions that reflect their rural context and feature a landscape-led approach.

9.22 Although there are more than 325 kilometres of rights of way within the National Park, outside of the Crown Lands, the Hampshire Countryside Access Plan 2015-2025 together with the Wiltshire Countryside Access Improvement Plan 2015-2025 both highlight the need for improved connectivity of routes, with particular emphasis on encouraging suitable routes for less mobile people. This is important for the New Forest given the forecast ageing population, and reflects the objectives of national planning policy which promotes accessibility by public transport, walking and cycling. It also supports the aims established in the 'Recreation Management Memorandum of Understanding for the New Forest' drawn up by the National Park Authority in partnership with Natural England, Forestry England, the Verderers of the New Forest, New Forest District Council and Hampshire County Council. This sets out the guiding principles for the management of recreation across the New Forest, and will be used by relevant statutory organisations.

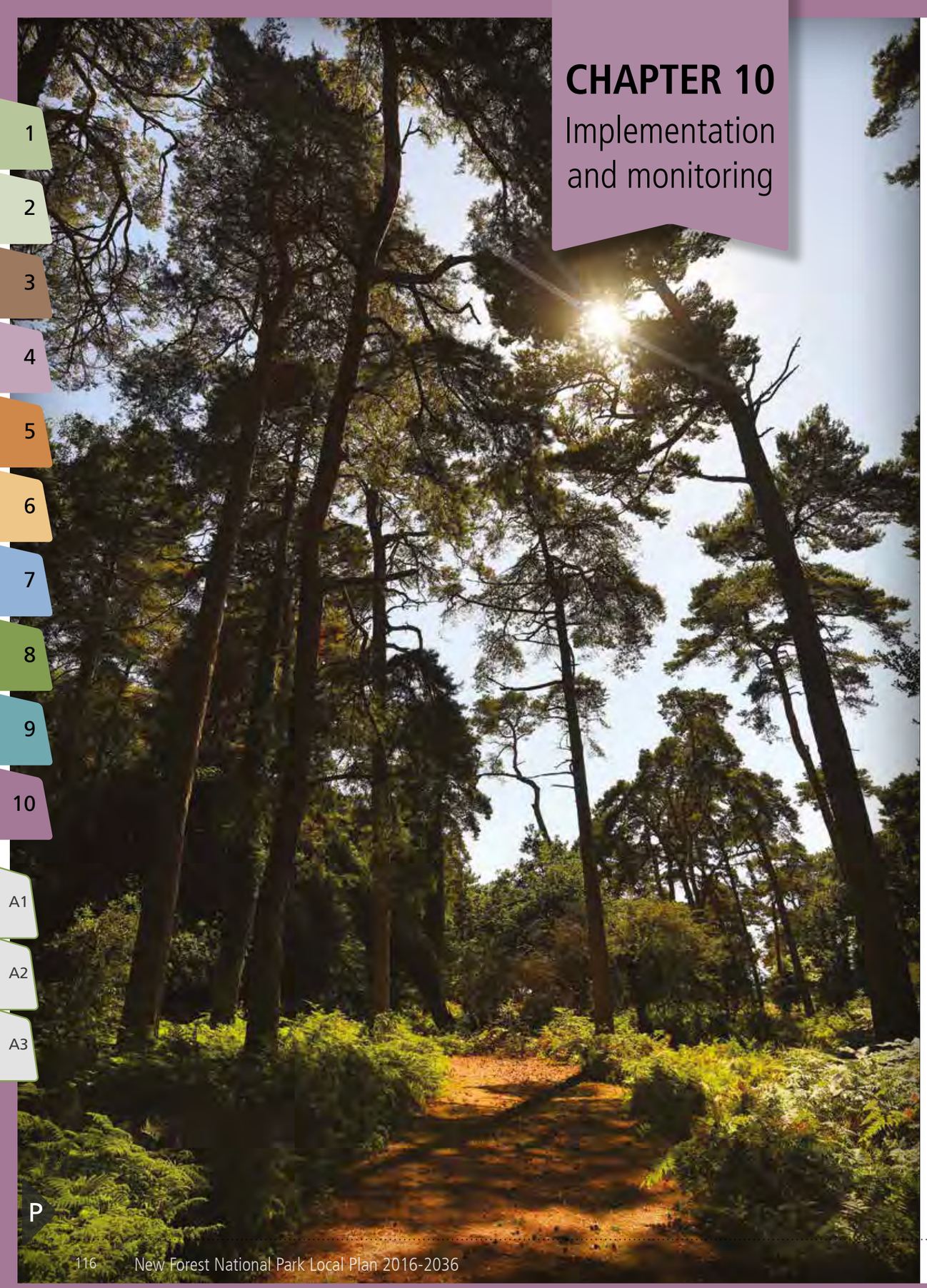
New Forest Tour at Burley

Cycle route, Beaulieu to Buckler's Hard

9.23 The Partnership Plan for the National Park (2015) sets out an action for the period 2015 to 2020 to explore the funding and feasibility for adjacent carriageway cycle routes on fenced roads between main settlements to improve safe access for commuting and leisure cycling, including a link between Lymington and Cadnam. Policy SP55 supports the principle of such coordinated routes, especially between key settlements and public transport hubs.

9.24 Under the Countryside and Rights of Way (CROW) Act 2000 the National Park Authority is the statutory access authority. However, responsibility for the maintenance of rights of way remains with Hampshire County Council and Wiltshire Council as the relevant highway authorities.

9.25 The Marine and Coastal Access Act 2009 introduced new powers to improve public access to and enjoyment of the coastline of England. Natural England is responsible for developing a suitable route in consultation with local communities and organisations, which will be subject to restrictions in certain areas for nature conservation or land management purposes. The England Coast Path – including the stretch through the New Forest National Park – is due to be completed by 2020.



CHAPTER 10
Implementation and monitoring

Monitoring

10.1 The National Park Authority produces a monitoring report on an annual basis to assess the effectiveness of the Local Plan policies and consider whether they are achieving the intended objectives and targets, or if trends indicate an early review of one or more policies is necessary. Reference is also made to the relevant organisations that influence the implementation of these policies, particularly where these are taken forward in other plans and strategies.

10.2 In addition, the Authority is required to publish a State of the Park Report every five years, describing any changes to the condition of the National Park through the monitoring of indicators relating to objectives in the New Forest National Park Management Plan. This document provides data and background information to set the context for the implementation of the Local Plan policies.

Implementation and delivery

10.3 There are numerous key organisations involved in the day-to-day administration and management of the National Park. Many are statutory agencies with responsibilities covering a wider geographical area (such as the county councils, Natural England, Forestry England and the Environment Agency), others are local land managers or service providers (including the district and borough councils). Parish and town councils also have an important role in many aspects of management at a local level and in reflecting the wider views of their communities.

10.4 Although the Local Plan anticipates a limited level of development in the National Park up to 2036 the detailed assessment of infrastructure needs is set out in the Authority's Infrastructure Delivery Plan.

Cross-boundary issues

10.5 The importance of cross-boundary partnership work is critical to the functioning of the National Park. Close working relationships with neighbouring authorities have been developed and fostered under the 'duty to cooperate' as introduced through the Localism Act 2011. This will continue to facilitate a more integrated approach to a number of cross-boundary issues such as the provision of green infrastructure, habitat protection, and housing provision.

10.6 In particular, Chapter 5 clarifies that the Authority will work with Natural England and other local authorities, as well as a range of relevant stakeholders to develop a strategic approach to prevent adverse effects on internationally designated nature conservation sites from recreational pressures. As part of any strategic approach, it will be important to monitor potential effects, such as air pollution and recreational disturbance, to ensure that any mitigation measures are effective.

Left: path through Norley Wood

INDICATOR	TARGET	DATA SOURCE
OBJECTIVE 1: Protect and enhance the natural environment of the National Park, including the natural beauty of the landscape and the range of habitats and species. Policies: SP4, SP5, SP6, SP7, DP8, SP9, DP13, SP15		
Mitigation measures funded by developer contributions	No target	New Forest National Park Authority (NFNPA)
Planning applications refused on landscape grounds	Not to allow development that would have adverse impacts on the Park's landscape	NFNPA
Planning permissions granted contrary to the Environment Agency advice on water quality	Zero applications	NFNPA, Environment Agency
Condition of water courses	Percentage of river length achieving water quality rating of 'good' or above (chemical and biological grading)	Environment Agency
Implementation of water efficiency use		NFNPA
Planning applications refused on the basis of impacts on the coast	Not to allow development that would have adverse impacts on the Park's coast	NFNPA
Change in areas and populations of biodiversity importance, including: (i) change in BAP priority habitats and species (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional or sub-regional significance.	Net increase in areas of biodiversity importance	Natural England; Hampshire Biodiversity Information Centre
Monitor levels of windfall development within 400m of the New Forest Special Protection Area (SPA) and Special Area of Conservation (SAC)	To ensure potential urban edge impacts of windfall development within 400m are mitigated	NFNPA
Provision of public open space	In line with the Authority's Open Space Standards. No net loss of existing open space	NFNPA
Work with neighbouring authorities to monitor changes in air quality – including ammonia and acid deposition – on the New Forest's Natura 2000 sites	To establish the trend of movement in critical levels of pollutants for the New Forest's Natura 2000 sites and work with partners on a strategic mitigation package if significant effects are likely to affect the integrity of sites.	NFNPA, Natural England and neighbouring planning authorities

INDICATOR	TARGET	DATA SOURCE
OBJECTIVE 2: Conserve and enhance the cultural heritage and historic environment of the National Park, especially the wealth of individual characteristics that contribute to its local distinctiveness. Policies: DP2, SP16, SP17, DP18		
Planning applications refused on the basis of impacts on the historic environment	Not to allow development that would have adverse impacts on the Park's historic environment	NFNPA
Planning applications refused on design grounds	Not to allow development that would be incompatible with the character of the area	NFNPA
Number of heritage assets on the 'Heritage at Risk' Register	No target, but to provide a contextual indicator	NFNPA
OBJECTIVE 3: Plan for the likely impacts of climate change on the special qualities of the New Forest. Policies: SP11, DP12, DP13, SP14		
Level and type of renewable and low carbon energy schemes permitted	Increase in numbers of applications permitted	NFNPA
Planning permissions granted contrary to the Environment Agency advice on flooding grounds	Zero applications	NFNPA; Environment Agency
Areas subject to Air Quality Management Action Plans (Lyndhurst)	Improvement in air quality levels in Lyndhurst – in line with Government's Air Quality Strategy objectives	New Forest District Council, Environment Agency

Keyhaven

Allotments, Lyndhurst

INDICATOR	TARGET	DATA SOURCE
OBJECTIVE 4: Strengthen the wellbeing, identity and sustainability of rural communities and the pride of local people in their area. Policies: DP10, DP34, DP35, DP36, DP37, SP38, SP39, DP40, DP41		
Proportion of new employment development, dwellings, retail uses and community facilities in the four Defined Villages	To ensure the four Defined Villages remain the focus for development	NFNPA; Hampshire County Council
Density of new dwellings completed	Not to allow development that would be incompatible with the character of the area	NFNPA; Hampshire County Council
No. and size of replacement dwellings permitted / completed	Not to allow development that would be incompatible with the character of the area	NFNPA
Planning applications refused on the basis of over-enlargement of a dwelling	Not to allow development that would be incompatible with the character of the area	NFNPA
Levels of developer contributions received and spent	To ensure mitigation measures are implemented	NFNPA
Location and type of community facilities permitted / completed	Net gain in facilities / improved facilities	NFNPA, Hampshire County Council
Location and type of retail development permitted	Retain retail uses in 50% of the shopping frontages in Lyndhurst and Brockenhurst, and 40% in Ashurst and Sway shopping frontages	NFNPA; Hampshire County Council

INDICATOR	TARGET	DATA SOURCE
OBJECTIVE 5: Promote appropriate housing to meet local needs and maintain the vibrant communities of the National Park. Policies: SP19, SP20, SP21, SP22, SP23, SP24, SP25, SP26, SP27, SP28, SP29, SP30, DP31, DP32, SP33		
Location and type of new housing permitted and completed	To meet the Local Plan requirement of 800 dwellings between 2016 and 2036	NFNPA, Hampshire County Council
Location and type of affordable housing permitted and completed	50% on appropriate sites in Defined Villages; rural exception sites elsewhere	NFNPA
Applications permitted for agricultural or forestry workers' dwellings	-	NFNPA
Net additional pitches permitted for gypsies, travellers and travelling showpeople	1 gypsy and travellers pitch required up to 2036. 21 travelling showpeople plots required up to 2036	NFNPA

OBJECTIVE 6: Develop a diverse and sustainable economy that contributes to the well-being of local communities throughout the Park. Policies: SP42, SP43, DP44, DP45		
Type and location of new employment land available (business use classes B1 to B8)	No net loss of employment sites	NFNPA, Hampshire County Council
Existing employment sites lost due to the implementation of permitted development rights, e.g. change of use from office to residential	-	NFNPA, Hampshire County Council

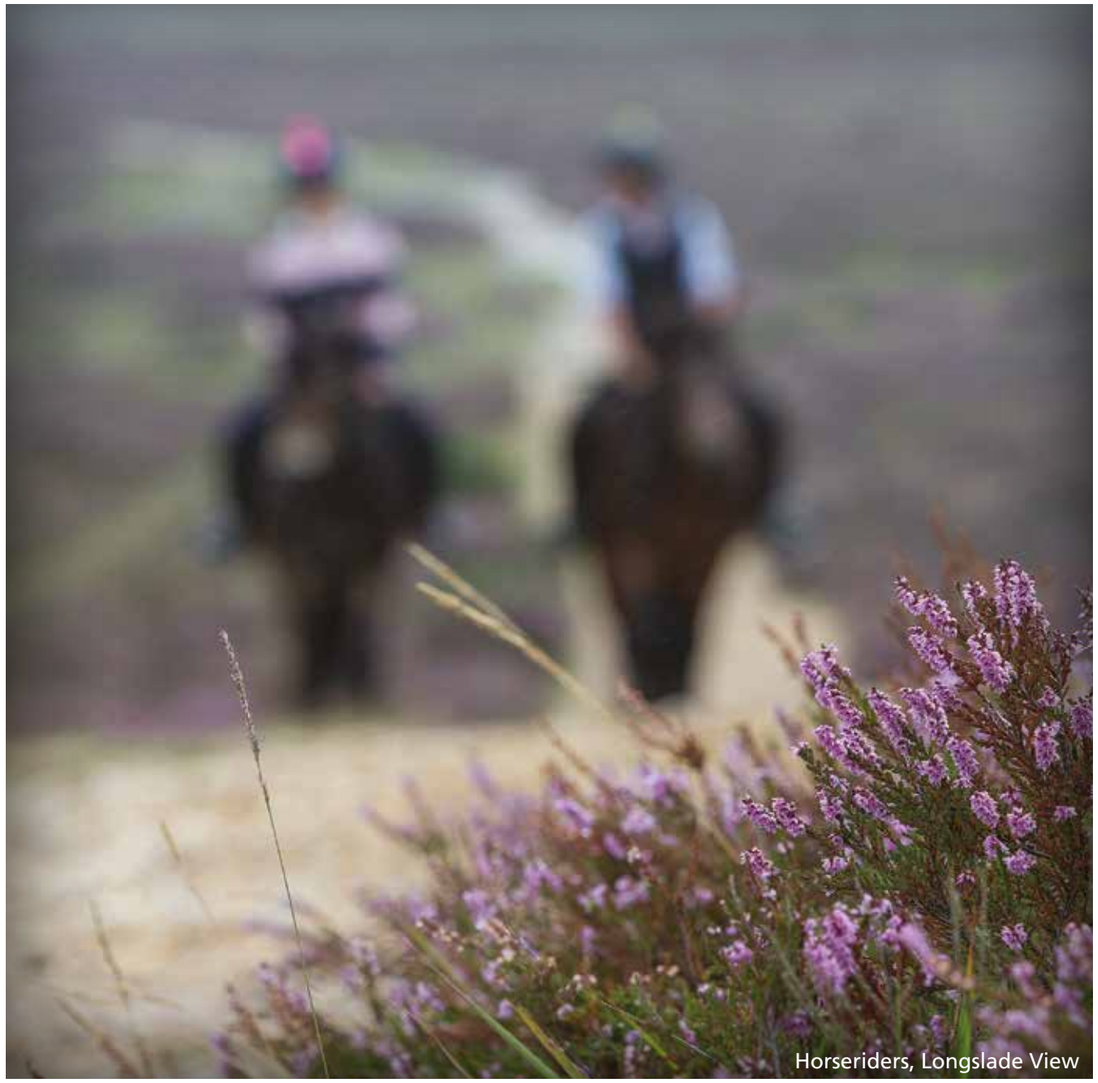
OBJECTIVE 7: Encourage land management that sustains the special qualities of the National Park. Policies: SP48, DP49, DP50, DP51, DP52, DP53		
Applications permitted for agricultural and forestry buildings		NFNPA
Applications permitted for recreational horsekeeping and associated development		NFNPA
Numbers of practising commoners and stock		Verderers of the New Forest

INDICATOR	TARGET	DATA SOURCE
OBJECTIVE 8: Support development which encourages sustainable tourism and recreation, and provides opportunities for enjoying the Park's special qualities. Policies: SP46, DP47		
Planning applications for new or improved visitor facilities and accommodation	To ensure the four Defined Villages remain the focus for visitor facilities and accommodation	NFNPA
OBJECTIVE 9: Reduce the impacts of traffic on the special qualities of the National Park and support a range of sustainable transport alternatives within the Park. Policies: SP54; SP55		
Level of road traffic in the Forest, especially on A31	-	Department for Transport daily flow statistics; Hampshire County Council
Animal accidents involving commoners' stock within the National Park	-	Verderers of the New Forest
Enhancements to public rights of way	Increase / improve footpaths, cycleways and bridleways	Hampshire County Council, Wiltshire Council
Numbers of people using the New Forest Tour Bus and Beach Bus	Year on year increase	NFNPA

The special qualities of the New Forest National Park

A1.1 The special qualities of the New Forest are those qualities that define it, make it unique and immediately recognisable and, when taken together, distinguish it from all other parts of the country.

A1.2 These qualities are fundamental to the two purposes of the National Park and are the underlying reason for its designation. Although particular features that we value about the New Forest today may alter over time, conserving the essence of the place, and ensuring its uniqueness can be experienced by future generations, is the central priority for the National Park and is at the heart of this Local Plan.



Horseriders, Longslade View

A1.3 The special qualities of the New Forest, identified through public consultation in 2007[55] are:

- **the New Forest's outstanding natural beauty**: the sights, sounds and smells of ancient woodland with large veteran trees, heathland, bog, autumn colour and an unspoilt coastline, with views of the Solent and Isle of Wight.

  The National Park encompasses a wide variety of different landscapes, from the woodlands and rolling heathland in the centre of the Forest, to the flat and wild coastline and the farmed landscape of small fields, hedgerows and narrow lanes. Together these form an extensive area of unspoilt and ancient countryside, with hidden villages and hamlets, which has largely been lost from other parts of lowland Britain.

- **an extraordinary diversity of plants and animals** and habitats of national and international importance.

  The mosaic of lowland heath, mire, ancient pasture woodland and Forest lawns that forms the Open Forest is unique in Britain and Europe. In addition, the Solent coastline comprises extensive areas of mudflats, salt marsh and shingle, backed in places by low cliffs, supporting large populations of wintering wildfowl and waders. The inter-connectedness and scale of these habitats allows many rare or restricted species of plants, birds, animals and insects to thrive, as well as the commoner species that are in many cases declining elsewhere in the country. In total 56% of the National Park is designated for its national or international nature conservation value – a far higher proportion than any other English national park.

- **a unique historic cultural and archaeological heritage**, from royal hunting ground, to ship-building, salt making and 500 years of military coastal defence.

  The cultural landscape of the New Forest has developed continuously from prehistoric times to the present. A wealth of features have survived to indicate this long use by human society, including more than 340 Bronze Age barrows, a number of fine Iron Age hill forts and many Roman pottery production sites. Throughout the area there are numerous remnants of medieval and later buildings, enclosures and other earthworks associated with the royal forest. The main rivers supported a boat and shipbuilding industry and the coastal salt workings were among the most important in the country during the 18th Century. The National Park has 214 scheduled ancient monuments, constituting almost 10% of all scheduled monuments in the South East region, together with many important unscheduled sites.

- **an historic commoning system** that maintains so much of what people know and love as 'the New Forest' forming the heart of a working landscape based on farming and forestry.

  Although common rights were once widespread in Britain and Europe, they have been lost in many areas due to the enclosure of common land and the disafforestation of former royal forests. The New Forest remains one of the few extensive lowland commons where rights are still widely practised and a strong commoning culture continues. Over the centuries commoning has largely been responsible for shaping the distinctive landscapes and habitats of the Open Forest. There were six traditional rights of common, several of which are still practised today: the right of mast allows the turning out of pigs to feed on the acorn crop, while common pasture allows the grazing of ponies, cattle and donkeys.

- **the iconic New Forest pony** together with donkeys, pigs and cattle roaming free.

  The grazing of ponies and cattle has always been central to the pastoral economy of the New Forest. The animals are free to roam over the Open Forest, across the unfenced roads and along many of the verges within the Perambulation. In recent years between 6,000 and 7,400 ponies, cattle, donkeys, pigs and sheep have been depastured on the Forest as a whole. They are one of the most obvious and distinctive features of the area, and for many visitors they are undoubtedly a very important part of their experience of the New Forest.

55 New Forest National Park Authority paper 191/07: A Statement of Special Qualities for the New Forest National Park Authority (June 2007).

- **tranquillity** in the midst of the busy, built-up south of England.

  The tranquillity and sense of remoteness that can still be found in many parts of the National Park is a quality of importance to many people. The relative peace and naturalness, combined with the open and unfenced landscape of much of the area, gives a sense of space and freedom. This contrasts with the increasingly built-up and intensively managed landscape of southern England and provides a means of release from the pressures of modern life.

- **wonderful opportunities for quiet recreation, learning and discovery** in one of the last extensive gentle landscapes in the south including unmatched open access on foot and horseback.

  The gently rolling countryside of much of the National Park represents a traditional English lowland landscape that feels familiar and safe, and is accessible to many people. There is open access on foot or horseback to more than 30,000 hectares (116 square miles) in the centre of the National Park, and an extensive network of footpaths, bridleways and cycle paths across the rest of the area. There are many opportunities for quiet recreation and the exploration of the landscape, while a range of visitor facilities and organised events make it easy for people to learn more about different aspects of the New Forest.

- **a healthy environment:** fresh air, clean water, local produce and a sense of 'wildness'.

  Quality of life within the National Park is underpinned by the overall environmental quality of the area. The coastal location and prevailing south westerly winds means that air pollution is generally low, and water quality in the New Forest rivers and streams, and on the coastal beaches, is also good. The variety of food and other products produced and sold locally continues to increase, giving the opportunity for people to live healthily and sustainably and at the same time support the local economy.

- **strong and distinctive local communities** with a real pride in and sense of identity with their local area.

  The New Forest communities have a strong cultural identity, with a wealth of local traditions and a thriving commoning community. Many local people have a strong sense of New Forest history and are deeply committed to the protection of the area. Local dialect, unique place names, rural skills and traditional events still continue, while new village events created by local people may become the traditions of the future. Community life is constantly evolving and adapting to modern ways of living and working. Many communities are involved in work to help shape the future of their local area and in initiatives to make their villages or towns more socially and economically sustainable. Local businesses continue to thrive, often providing services or products for residents and visitors, or taking advantage of the recognised image and distinctiveness of the New Forest.

Donkeys at Beaulieu

Car parking and cycle standards

A2.1 `This annex sets out the required parking standards, rather than maximum or minimum standards. All new development proposals should comply with these standards. Reduced parking provision may be acceptable in certain circumstances, such as where there is relatively good accessibility by public transport.

Residential

Type	Car parking standard	Cycle parking standard	
		Individual	Communal
1 bedroom units	1 space per unit	1 stand^	1 stand
2-3 bedroom units	2 spaces per unit	2 stands^	1 stand
4 or more bedroom units	3 spaces per unit	2 stands^	1 stand
Active elderly with warden control	1 space per unit	1 stand per 4 staff	
Nursing and rest homes	1 space per 4 residents and 1 space per staff	1 stand per 4 staff	

^ Where a garage is provided for storing sufficient cycles, individual cycle parking will not be required

Commercial development

Type	Car parking standard	Cycle parking standard
B1 (a) office	1 space per 30 m^2	1 stand per 150 m^2
B1 (b)(c) high tech/light industry	1 space per 45 m^2	1 stand per 250 m^2
B2 general industrial	1 space per 45 m^2	1 stand per 350 m^2
B8 warehouse	1 space per 90 m^2	1 stand per 500 m^2

Education establishments

Type	Car parking standard	Cycle parking standard
Schools	1.5 spaces per classroom	*
16+ Colleges and further education	1 space per 2 full time staff	*
Day nurseries / playgroups (private) and creches	1.5 spaces per 2 full time staff	1 stand per 6 full-time staff

* Cycle provision to be assessed on an individual case-by-case basis

Health establishments

Type	Car parking standard	Cycle parking standard
Health centres	5 spaces per consulting room	1 stand per 2 consulting rooms or 1 space per 6 staff
Doctors, dentists or veterinary surgery	3 spaces per consulting room	

Leisure facilities and places of public assembly

Type	Car parking standard	Cycle parking standard
Hotels / motels / guest houses / boarding houses	1 space per bedroom	1 stand per 6 staff or 1 per 40m^2
Eating and drinking establishments	1 space per 5m^2 dining area/ bar area / dance floor	1 stand per 6 staff or 1 per 40m^2
Places of worship/church halls	1 space per 5 fixed seats and 1 space per 10m^2 open hall	1 stand per 6 staff or 1 per 40m^2

Retail development

Type	Car parking standard	Cycle parking standard
Non-food retail and general retail (covered retail areas)	1 space per 20m^2	Greater of 1 space per 6 staff or 1 per 300m^2
Non-food retail and general retail (uncovered retail areas)	1 space per 30m^2	Greater of 1 space per 6 staff or 1 per 300m^2
Food retail	1 space per 14m^2 covered areas	Greater of 1 space per 6 staff or 1 per 300m^2

Local connections criteria

A3.1 Policy SP20 (Specialist Housing for Older People) states that a planning obligation will be secured to ensure that the occupancy of new specialist housing for older people is confined in perpetuity to a local person (and their dependents). This is defined as someone who has a minimum period of a total of 5 years permanent residence within parishes in the National Park.

A3.2 Similarly, new affordable housing provision on development sites in the National Park – either on allocated sites (Policies SP22 to SP26); windfall sites (Policy SP27); or rural exception sites (Policy SP28) – is provided for local people in housing need. The allocation of affordable housing is managed by the housing authorities in the National Park (New Forest District Council, Wiltshire Council and Test Valley Borough Council).

A3.3 The allocation of affordable housing within the National Park will be guided by the policies and criteria of the respective housing authorities. Each of the three constituent housing authorities (New Forest District Council, Wiltshire Council and Test Valley Borough Council) has their own local connections criteria for allocating affordable housing, and the National Park Authority will liaise with the relevant housing authority when affordable housing is granted permission. New Forest District Council is the housing authority for the majority of the National Park and set out below is a summary of the local connections criteria applied by the District Council in allocating affordable housing for local people.

A3.4 All of the main settlements in the National Park (including the Defined Villages of Ashurst, Brockenhurst, Lyndhurst and Sway) are designated as 'local connection areas' by the housing authority New Forest District Council. This means that only applicants with a local connection will normally be considered for the housing available. The allocation of housing for local people in need is administered by New Forest District Council via their Homesearch Allocation Scheme. The strength of a local connection with the rural parishes of the National Park will be defined according to the following bands:

- **Band A:** Persons who live or have their work-base in the parish and have done so for longer than 10 years, or who have lived in the parish for longer than 10 years previously, or a designated key-worker performing an essential service for the village community where there is an established need for an applicant to be re-housed to maintain the service.
- **Band B:** Persons who live or have their work-base in the parish and have done so for longer than 5 years, or who have lived in the parish for longer than 5 years within the last 15 years, or whose parents, siblings or adult children live in the parish and have done so for 10 years or longer.
- **Band C:** Persons who live or have their work-base in the parish and have done so for longer than 2 years, or who have lived in the parish for longer than 2 years within the last 15 years, or whose parents, siblings or adult children live in the parish and have done so for 5 years or longer.

A3.5 Applicants who do not fall into any of these bands will not have a local connection.

A3.6 Where there are no local people meeting the definition above and properties are vacant, a cascade approach will apply and the planning obligation will allow other local persons with a minimum period of 5 years permanent and continuous residence in an adjoining parish to qualify.

A3.7 A planning obligation will be secured to ensure that occupancy of the dwelling(s) is confined to persons in local housing need in perpetuity.

Forest care home

Glossary

Adjacent commons
Commons in a variety of ownerships outside the Crown Lands, but included within the Perambulation by the New Forest Act, 1964.

Affordable housing
Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Ancient and Ornamental (A&O) Woodlands
A local term applied to pasture woodlands within the Crown Lands that are grazed by deer and commoners' stock. They are ancient in origin (they have been woodlands continuously since 1600, and probably much earlier) and are of very high nature conservation and cultural heritage value.

Ancient woodland
A general term used for woodlands which have had a continuous history since at least 1600, and probably much earlier. They are of very high nature conservation and cultural heritage value.

Article 4 Direction
Issued by the National Park Authority, the effect of an Article 4 Direction is to remove certain permitted development rights, meaning that a planning application would be required for that form of development to take place. Article 4 Directions are usually focused on a specific site or geographical area.

Back-up grazing / back-up land
Enclosed pasture land which forms an integral part of the commoning economy. Generally it is located close to a commoner's holding. Its uses include overwintering of stock, raising store cattle, making hay or silage, tending sick animals and young stock, finishing ponies for riding, and preparing stock for market.

Commons
Defined areas of land which are subject to rights of common. The present Perambulation of the New Forest (New Forest Act, 1964) includes both common land owned by the Crown and public bodies and privately-owned commons and manorial wastes. There are also a few registered commons outside the Perambulation (such as Whiteparish and Pennington Commons).

Commoners of the New Forest
Those people eligible to use rights of common. In the New Forest this is based on the occupation of specific land to which common rights are attached. Practising commoners are those who exercise their rights and pay marking fees to the Verderers.

Common rights
The New Forest Atlas of Common Rights was prepared under the 1949 New Forest Act, using the register of New Forest Claims published in 1858. The 1964 New Forest Act extended the Perambulation to include the adjacent commons. A further Atlas of Rights was prepared defining land to which rights are attached in added areas. There are six different rights of common in the New Forest. Common of pasture (the right to turn out ponies, horses, cattle and donkeys) and common of mast (the right to turn out pigs in the pannage season in autumn to feed on acorns and beech nuts) are the most commonly used today.

Comprehensive development
The housing site allocations in the Local Plan should each be brought forward in a holistic manner. This will ensure consistency of design and will enable consideration to be given to the phasing of development and the provision of supporting infrastructure. The Authority will not accept sites being artificially sub-divided into multiple applications to avoid making contributions to necessary infrastructure.

Conservation areas
Conservation areas are established under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which imposes a duty on local planning authorities to designate as conservation areas, any 'areas of architectural or historic interest the character or appearance of which it is desirable to preserve'.

Crown Lands
The land owned by the Crown vested in the Secretary of State for the Environment, Food and Rural Affairs. Crown Land in the New Forest is managed on behalf of the Secretary of State by Forest Enterprise (part of Forestry England), overseen locally by the Deputy Surveyor.

Defined Villages
The four main villages within the National Park – Ashurst, Brockenhurst, Lyndhurst and Sway – which provide a range of facilities and services for their surrounding communities.

Depastured stock
Commoners' stock which are turned out to graze on the Open Forest.

Ecosystem services
The benefits provided by ecosystems that contribute positively to society. Examples include products such as food and water, regulation of floods, soil erosion and disease outbreaks, and non-material benefits such as recreation.

Enclosed land
Fenced land from which the commoners' stock are excluded, both in Crown and private ownership.

Forest lawns
Grassland which is relatively rich in nutrients (often due to winter flooding of streams). The lawns are important for the grazing of stock and frequently have a rich and distinctive flora.

Fragile
Areas whose special qualities and features are easily damaged.

Habitats Regulations
The European Habitats Directive has been transposed into national law through The Conservation (Natural Habitats, &c.) Regulations, 1994 (as amended), commonly known as the 'Habitats Regulations'.

Habitats Regulations Assessment (HRA)
In line with the requirements of the Habitats Regulations, the HRA procedure assesses whether a plan or project will have a likely significant impact on a Natura 2000 site, and if so, an 'appropriate assessment' is required. The HRA is undertaken by the 'competent authority' which is normally the planning authority.

Heritage asset
A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and non-designated assets identified by the local planning authority (including local listing).

Heritage at Risk Register
The register is an annual Historic England publication that identifies the most important heritage assets at risk of damage or loss.

Historic Environment Record (HER)
A database of known historic sites and features across the National Park.

Inclosure woodland
Those areas of the Crown Land enclosed under earlier statutes and retained by the New Forest Act 1877 for the purpose of growing timber and trees. Many of the Inclosures are still fenced to prevent grazing of stock, but now have wider recreational, amenity and nature conservation uses.

Intermediate housing
Intermediate housing are dwellings for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Listed building
A building recognised to be of national historic importance, designated and protected under Planning (Listed Buildings and Conservation Areas) Act, 1990.

Local community facilities
Facilities of direct benefit to the immediate local community that provide a service, including village shops, pubs and village halls as well as small-scale health and educational services, sports and social facilities.

Main community facilities
These include a wide range of facilities and services that benefit the local communities of the Defined Villages and surrounding smaller villages, encompassing small-scale leisure, sports and social uses, such as community centres, local museums and libraries, as well as health and educational facilities and utility infrastructure services. New Forest villages will continue to look to the towns outside the National Park for larger scale community services and facilities of district, county and region-wide importance.

Manege
An area specifically designed or used for the training of horses and riders.

Market housing
Houses for sale or rent on the open market.

National amenity societies
The Ancient Monuments Society; the Council for British Archaeology; the Georgian Group; the Society for the Protection of Ancient Buildings; the Victorian Society; and the Twentieth Century Society are identified as being the national amenity societies. This means that they must be notified by the National Park Authority of any application to demolish all or part of a listed building:

Nationally Significant Infrastructure Projects (NSIPs)
Large-scale developments (typically relating to energy, transport, water, or waste) which require a type of consent known as 'development consent'. The Planning Act 2008 introduced a new development consent process for NSIPs which was subsequently amended by the Localism Act 2011.

National Nature Reserves (NNRs)
Nationally-important sites for nature conservation, where conservation is the primary land use. Designated under the National Parks and Access to the Countryside Act, 1949.

National Parks & Access to the Countryside Act 1949
The 1949 Act which established the statutory National Park purposes which continue to provide the legal framework for our national parks today.

National Park Management Plan
The National Park Management Plan sets out the framework for everyone to work together to deliver the two statutory Park purposes. The Management Plan is not a Plan for the Authority alone, but a Plan for the National Park as a place.

National Planning Policy Framework (NPPF)
First published in 2012, the NPPF sets out the Government's planning policies for England and how these are expected to be applied. The NPPF provides a framework within which local people and their local planning authorities can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

National Planning Policy Guidance (NPPG)
The online NPPG resource – first launched in 2014 – provides more detailed guidance on the Government's national planning policies.

Open Forest
The unenclosed Crown Lands and adjacent commons which are subject to common rights.

Perambulation
The historic term for the boundary of the area governed by Forest law. It is now the area within the cattle grids over which commoners' stock are able to roam freely. It is defined in the New Forest Act 1964 and encompasses Crown Land, adjacent commons and certain areas of road verge and unenclosed land outside the Open Forest.

Permitted development rights
Planning permission is not required for certain minor development. These are called 'permitted development rights' and are more restrictive in certain areas such as national parks.

Ramsar site
A wetland of international importance, especially for wildfowl, designated under the Ramsar Convention on Wetland of International Importance.

Registered Parks and Gardens
A site included on the Register of Historic Parks and Gardens in England.

Robust
Sensitive areas are defined as being those most at risk of damage by recreational activity. They typically have nature conservation and cultural heritage designations and fragile habitats such as bogs or are the most tranquil and remote. More robust areas are those that have greater physical resilience and capacity to absorb recreational activities.

Scheduled monument
A designated archaeological site, building or structure of national importance that is protected from destruction or change under the provisions of the 1979 Ancient Monuments and Archaeological Areas Act.

Section 106 agreement
This refers to the benefits or safeguards, often for community benefit, secured by way of a legally binding agreement between the local planning authority and a developer as part of a planning approval. These are usually provided at the developer's expense; for example, affordable housing, community facilities or mitigation measures.

Semi-natural habitats
Habitats such as ancient woodland, heathland and meadows, which are rich in wildlife and appear 'natural', but have been created to a greater or lesser extent by the influence of long-term human management. This applies to virtually all habitats in the UK.

Sensitive sites
Sensitive areas are defined as being those most at risk of damage by recreational activity. They typically have nature conservation and cultural heritage designations and fragile habitats such as bogs or are the most tranquil and remote.

Sites of Importance for Nature Conservation (SINC)
Non-statutory sites of local importance for nature conservation, identified by county councils and wildlife trusts and given some level of protection by local planning policies.

Sites of Special Scientific Interest (SSSI)
Nationally important sites for nature conservation designated under the Wildlife and Countryside Act 1981.

Social rented affordable housing
Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. This may also include rented housing owned or managed by other persons and provided under equivalent rental agreements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.

South East Dorset
The urban areas including Christchurch, Poole, Bournemouth and parts of East Dorset.

South Hampshire sub-region
The urban areas encompassing the Waterside, southern Test Valley, Southampton, Eastleigh and other settlements west to Portsmouth, represented by the PfSH authorities (Partnership for South Hampshire).

Special Area of Conservation (SAC)
Areas designated under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (The Habitats Directive) 1992 as being of European importance for habitats and species.

Special Protection Area (SPA)
Areas of European importance for birds, designated under the EC Directive on the Conservation of Wild Birds 1979 (the Wild Birds Directive).

Special Qualities
These are the qualities that define the New Forest, make it unique and immediately recognisable and, when taken together, distinguish it from all other parts of the country. These qualities are fundamental to the two purposes of the National Park and are the underlying reason for its designation. A list of these can be found in a separate Annex of the Plan.

Strategic Environmental Assessment (SEA)
The Strategic Environmental Assessment Directive provides high level of protection of the environment by integrating environmental considerations into the process of preparing certain plans and programmes. In accordance with this Directive, an environmental assessment must be carried out of certain plans and programmes which are likely to have significant effects on the environment, including Local Plans.

Suitable Alternative Natural Greenspace (SANGs)
The name given to new green space provision that is of a quality and type suitable to be used as mitigation for development likely to affect protected habitats.

Sustainability Appraisal (SA)
A sustainability appraisal is a systematic process that must be carried out during the preparation of a Local Plan. Its role is to promote sustainable development by assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve environmental, economic and social objectives.

Sustainable Drainage Systems (SuDS)
Sustainable Drainage Systems (SuDS) are designed to mimic the natural drainage of surface water, typically managing rainfall close to where it falls.

Tranquillity
A state of peace, quiet and calmness – usually used in the context of artificial intrusions (such as noise and the presence of visual disturbance) into the relatively natural environment of the National Park.

Verderers of the New Forest
The Court of Verderers is a statutory body reconstituted under the New Forest Act 1877. The jurisdiction of the Verderers extends over the areas within the Perambulation which are subject to rights of common. They have duties and powers under the New Forest Acts for the protection and administration of the rights of common, the welfare of the commoners' animals and the regulation of development which affects commonable land.

NEW FOREST NATIONAL PARK

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