

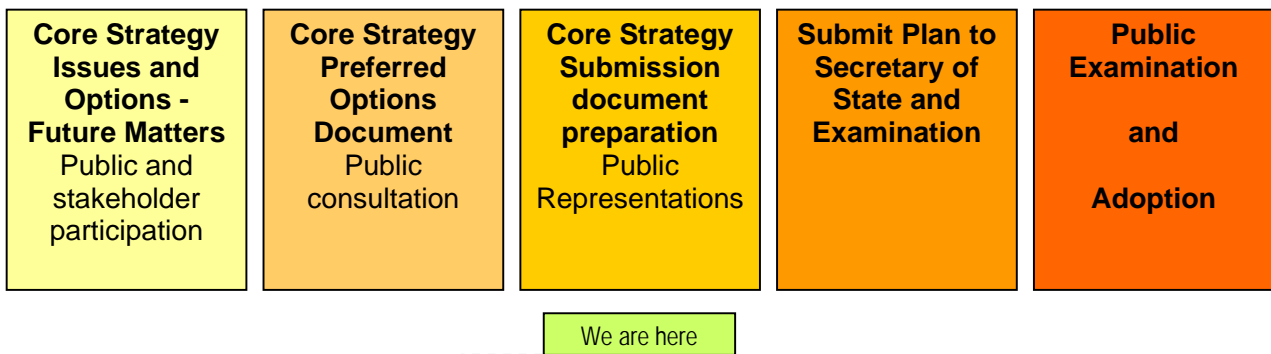
## LOCAL DEVELOPMENT FRAMEWORK: CORE STRATEGY – SUBMISSION DOCUMENT

### Publication for Pre-submission Representations

#### 1. PURPOSE OF THIS REPORT

- 1.1 This report deals with Core Strategy, the key part of the Council’s Local Development Framework. The LDF Core Strategy sets out the strategic framework for the spatial planning of New Forest District outside the National Park over the next 20 years or so. This is a very important document. It has a key role to play in implementing the Sustainable Community Strategy (Future Matters) and provides the framework for other Local Development Documents prepared by this Council (e.g. dealing with detailed sites proposals and development management policies). The draft of the document for publication is Annex 1 to this report.
- 1.2 The Core Strategy document is being considered by a joint meeting of the Planning and Transportation Review Panel and Planning Development Control Committee on 17<sup>th</sup> September 2008. Their recommendations will be reported to the Cabinet meeting.
- 1.3 The Core Strategy document has regard to conform to the South East Plan (taking into account Secretary of State’s Proposed Changes), and to have regard to other regional and national policies and guidance.
- 1.4 At this stage in the process Cabinet approval is sought for the Core Strategy document which the Council intend to Submit to the Secretary of State. Prior to Submission the document must be published to enable representations on the Core Strategy to be made. The Council will then need to consider whether to formally submit the Core Strategy to the Secretary of State.

Fig. 1: The Core Strategy Process



#### 2. BACKGROUND

- 2.1 Work on the Core Strategy has been guided by the Core Strategy Members Advisory Group which has met regularly over the past two years. During the preparation of the

Core Strategy there have also been a number of meetings to which all Members were invited, which have help shape the emerging Strategy, including;

- Economy and Planning Review Panel - 21 March 2007
- Planning and Transportation Panel Seminar- 20 June 2007
- Economy & Planning Review Panel / Planning Development Control Committee - 19 September 2007
- Special Informal Members' Meeting on the Core Strategy - 23rd April 2008

- 2.2 Cabinet has considered the document at previous key stages – the 'Future Matters' Issues and Options consultation (2006) and the 'Preferred Options' consultation (October 2007) (See below). Preparation of the Core Strategy has also several meetings of a joint informal Member Advisory Group with the National Park Authority and Local Strategic Partnership.
- 2.3 There has been a large amount of evidence-gathering and consultation leading up to the preparation of the Core Strategy document. In addition to informal consultations within the Council and with other organisations, there have been two major public consultations:
- The "Future Matters: Issues and Options" consultation (November 2006 – January 2007) - a joint consultation exercise relating to the Council's (and National Park's) Local Development Framework Core Strategies, the review of NFDC's Community Strategy, and the National Park Management Plan.
  - The Core Strategy Preferred Options consultation (Late October – December 2007)
- 2.4 The response to the Preferred Options consultation was considered by the Core Strategy Members' Advisory Group in preparing the Core Strategy document and was reported to the Special Informal Members' Meeting on the Core Strategy on 23rd April 2008.

### **3. THE CORE STRATEGY DOCUMENT**

- 3.1 The Core Strategy document sets out a vision and objectives for the areas of the District outside the National Park for the next 20 years, and a series of policies to help achieve the vision. In brief, it:
- identifies the main social, economic and environment characteristics of the area, and the main issues that the Core Strategy needs to address
  - provides a spatial strategy for the distribution of housing and employment development, and the future of the town centres over the plan period
  - provides a full range of other policy issues, including energy use and climate change, affordable housing, economic development, tourism, environmental matters, leisure and recreation, community facilities and developer contributions.
- 3.2 The Core Strategy document looks different from the 'Preferred Options' document because of a re-structuring of the format. However, the spatial strategy set out in the Core Strategy document is in line with the preferred strategy set out in the Preferred Options document last year. The Policy Outlines have now been worked up into a set of twenty-five Core Strategy policies. The two main changes which have been made relate to Affordable Housing policies and Public Open Space standards.

- 3.3 Following further work on the economic viability of providing affordable housing, it was concluded that for some types of development, and in some parts of the plan area, the policies suggested in the Preferred Options document were over ambitious in terms of what could be achieved. Modified Affordable Housing requirements are set out in Core Strategy Policy CS15.
- 3.4 Re-consideration has also been given to open space policies and the new Public Open Space standard (Policy CS7). The Public Open Space standard will be increased (from 2.8 hectares per 1000) to 3.5 hectares per 1000 population, and not to 4.0 hectares per 1000 as suggested at Preferred Options stage. This is coupled with giving stronger emphasis on making better use of existing provision, and in particular addressing the shortfall of children's play provision throughout the plan area.
- 3.5 Other minor changes have been made in response to the Secretary of States proposed changes to the South East Plan, and in response to representations received and further work carried out.

#### **4. THE PROCESS TO ADOPTION**

- 4.1 Before formal submission of the Core Strategy to the Secretary of State, the plan is published to enable representation on it to be made. The purpose is to gather representations on the soundness of the Core Strategy that is to be submitted to the Secretary of State to examine. If Cabinet approve the Core Strategy at this meeting the period for representations will take place in November and December.
- 4.2 The Council will then have to consider the representations and decide whether to formally submit the Core Strategy. However, major changes cannot be made to the Core Strategy at that stage. It will however be possible for the Council to propose minor changes. Formal Submission of the Core Strategy is likely to be in April 2009.
- 4.3 The Public Examination considers the "soundness" of the submitted Core Strategy, rather than the individual representations, or objections. A "sound" Core Strategy is one that is 'justified', 'effective' and 'consistent with National and Regional Policy'. An independent Inspector will conduct the Public Examination and report to the Council. The Public Examination is currently expected to take place in Summer 2009, with the Inspector's binding report being with the Council in the late Autumn.

#### **5. SUSTAINABILITY APPRAISAL / ENVIRONMENTAL IMPLICATIONS / CRIME AND DISORDER IMPLICATIONS**

- 5.1 Government legislation and advice in connection with the new planning system requires that all Local Development Documents are subject to Sustainability Appraisal, which assesses all relevant environmental, economic and social effects of the options considered. A Sustainability Appraisal (SA) Report will be published with Core Strategy.
- 5.2 The Core Strategy has been informed by a variety of appraisals and assessments including; Transport Assessment; Habitats Regulations Assessment; Strategic Flood Risk Assessment; Strategic Housing Market Assessment; Strategic Housing Land Availability Assessment; Affordable Housing Economic Viability Assessment; Town Centres Strategy - Strategic Assessment and an Employment Land Review.

- 5.3 The District Council is required to assess the impacts of the Core Strategy on European designated conservation sites through the requirements of European law enacted through The Conservation (Natural Habitats etc) (Amendment) (England and Wales) Regulations 2007. Such assessments are commonly termed Habitats Regulations Assessment and Appropriate Assessment. Interim assessments have informed the formulation of options and policies in line with best practice guidance and the advice of Natural England. A draft Habitats Regulations Assessment was the subject of consultation with the Core Strategy Preferred Options. Consultation responses were generally supportive although some respondents highlighted issues that required further consideration as policies were developed.
- 5.4 A further assessment has been undertaken of the submission consultation policies. It has found that the majority of policies do not have possible effects on European sites at this strategic level or contribute positively to their management. Eleven policies may have some form of effect through issues such as recreational pressure but it is concluded that significant adverse effects can be avoided provided adequate mitigation is delivered through policies within the plan and regional partnership delivery of mitigation such as additional green Infrastructure. The Core Strategy's policy commitments to the protection of sensitive nature conservation sites and the delivery of open space/green infrastructure through partnership with PUSH is key to providing the required mitigation identified in the assessment.
- 5.5 Crime and disorder is addressed in the document (see Section 6.5, Policy CS5).

## **6. FINANCIAL IMPLICATIONS**

- 6.1 None over and above normal budgets, including the provision already made for the Public Examination costs. It is important that the submitted Core Strategy is found to be "sound", when it is considered by the Inspector who conducts the Public Examination or a large amount of money and time will have been wasted.

## **7. COMMENTS FROM MEETING OF THE PLANNING AND TRANSPORTATION REVIEW PANEL AND THE PLANNING DEVELOPMENT CONTROL COMMITTEE**

- 7.1 The revisions proposed at the above meeting held on 17 September 2008 have been incorporated into the Core Strategy document attached as Annex 1 to this report.

## **8. RECOMMENDATIONS**

- 8.1 It is RECOMMENDED that:
- (i) That the Core Strategy document, as set out at Annex 1 to this report, incorporating the comments of the meeting of the Planning and Transportation Review Panel and the Planning Development Control Committee held on 17 September, 2008, be approved for publication as the intended Submission document in order to receive representations on it; and
  - (ii) The Planning Policy Manager, in consultation with the Planning and Transportation Portfolio Holder, be authorised to make any necessary minor editorial changes to the document in preparing it for publication.

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**Background Papers**

Published documents, including Background Papers  
Referred to in Annex 1

Notes of Core Strategy Members' Advisory Group

**Draft – as at 19<sup>th</sup> September 2008**  
**New Forest District Council's Core Strategy**

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# 1. Introduction

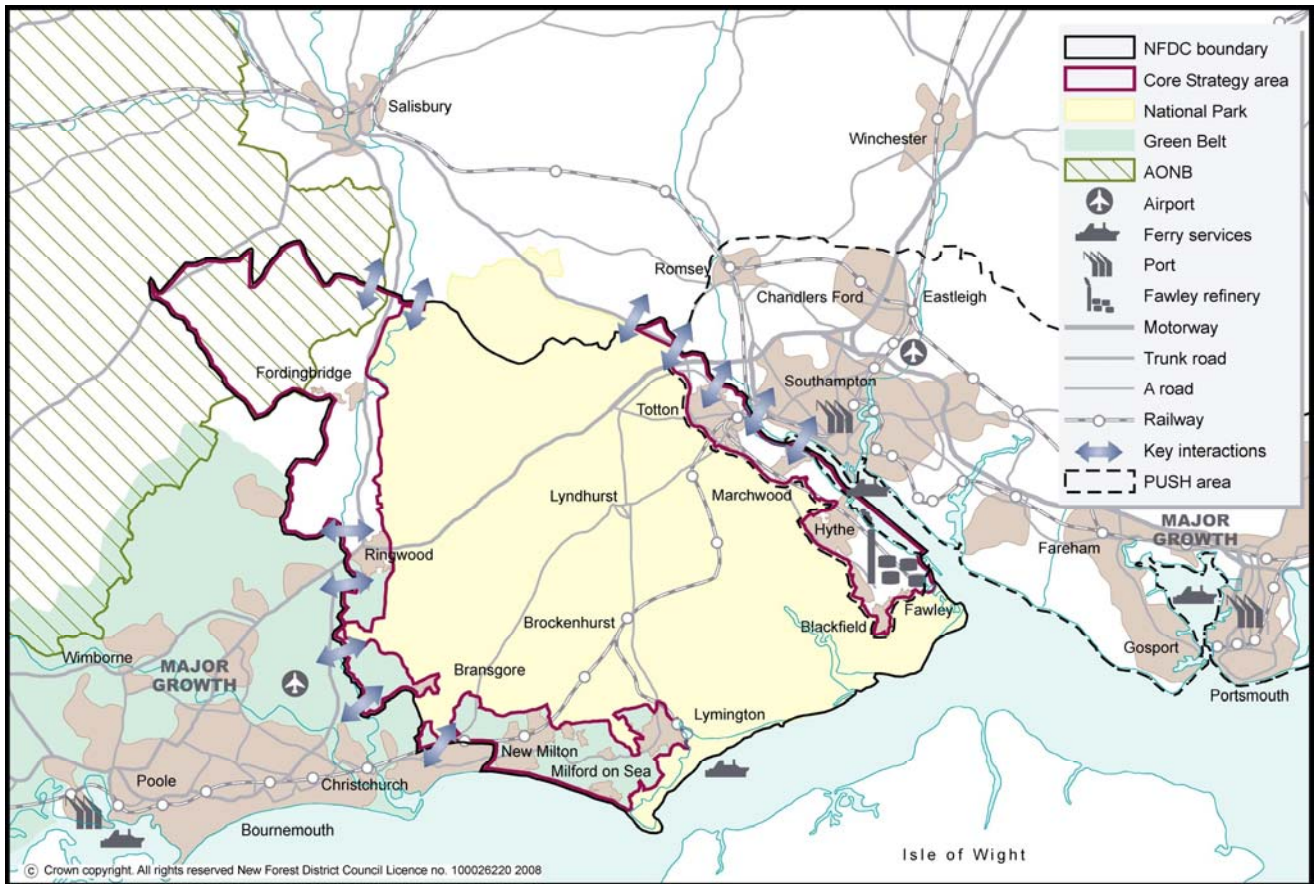
## **What is the “Core Strategy”?**

- 1.1 This document sets out New Forest District Council’s strategy for the future planning of the area outside the National Park for the period up to 2026. Throughout this document the phrase “The Plan Area” is used to refer to the parts of New Forest District outside the National Park covered by this Core Strategy.
- 1.2 The Core Strategy is the key part of the Local Development Framework, which will comprise a series of documents (Development Plan and Supplementary Planning Documents) to guide the spatial planning of the area. Other planning documents will need to comply with the Core Strategy. The programme for the preparation of these documents is set out in New Forest District Council’s Local Development Scheme. Subsequent Development Plan Documents will detail the proposals in this Core Strategy, including dealing with the boundaries of site allocations and designations, and any further detailed policies needed for the development control.

## **Relationship to Sustainable Community Strategy and other Local Strategies**

- 1.3 The development of this Core Strategy has been closely related to all other relevant strategies that have implications for the development and use of land. There is a particularly strong relationship with the New Forest District Sustainable Community Strategy, which seeks to promote the social, economic and environmental well-being of the District’s residents. The LDF Core Strategy and the Sustainable Community Strategy Review have been prepared through joint and co-ordinated processes. The Core Strategy has been endorsed by the Local Strategic Partnership as properly setting out the spatial implications of the Sustainable Community Strategy. Other existing and emerging strategies are also linked (e.g. housing, economy, transport, tourism, biodiversity, New Forest National Park Management Plan etc.). These are set out in Sustainability Appraisal Report (Background Paper 33).
- 1.4 The teams across the District preparing Town and Village Plans have been encouraged to feed their ideas into the emerging Core Strategy. Background Paper 10 shows the progress as at August 2008. Much of this work is at an early stage and the proposals as they emerge will feed through into other Local Development Documents and future reviews of the Core Strategy as the work progresses.

Fig.1: The Key Diagram – Regional Context





## 2. National and Regional context

- 2.1 The Core Strategy is required to have regard to national policies and guidance and to be in general conformity with the regional spatial strategy (the South East Plan).
- 2.2 National planning policy and guidance is set out in a series of Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (see Background Paper 9). The Core Strategy does not repeat national planning policy but rather explains the way in which National Policy will be applied to the Plan Area (e.g. where will the Green Belt be?).
- 2.3 With regard to regional planning policy, this Core Strategy document has been drawn up to conform to the Government's Proposed Changes (July 2008) to the submitted South East Plan (March 2006). References to the "South East Plan" throughout this document are to the Government's Proposed Modifications. While these are not yet statutory adopted policy, they give the most up-to-date statement of relevant regional planning policy.
- 2.4 The adopted South East Plan will form part of the statutory Development Plan, as will the Core Strategy, so the Core Strategy does not repeat the policies and proposals in the South East Plan. The Core Strategy shows how the specific proposals in the South East Plan that apply to this Plan Area will be delivered. Key proposals in the South East Plan that directly affect this Plan Area include:
- an additional 3,920 dwellings in the Plan Area (New Forest District outside the National Park) 2006-2026 - broken down into a requirement of 1,540 dwellings in Totton and the Waterside, and 2,380 dwellings in the rest of the District (excluding the New Forest National Park area);
  - the need for policies to deliver a substantial increase in the amount of affordable housing;
  - the need to pay particular regard to the needs and effects of an ageing population;
  - an emphasis on sustainable development: achieving sustainable levels of resource use, reducing greenhouse gas emissions, preparing for the impacts of climate change, and ensuring that the most deprived people have an equal opportunity to benefit from and contribute to a better quality of life;
  - keeping the Green Belt south and west of the National Park, but with possible small-scale boundary revisions to ensure that enough land is safeguarded for development needs up to at least 2031;
  - relating the scale and pace of development to the capacity available within existing infrastructure, and on additional capacity being provided through demand management measures, better management of existing infrastructure or through the provision of new infrastructure;
  - developing supportive sustainable land management policies within the zone of "New Forest commoning activity", including protection of grazing land outside the National Park which is needed to support National Park purposes, and having regard in planning decisions to the setting of the National Park;
  - working with other local authorities and partners to plan, provide and manage connected and substantial networks of accessible multi-functional green spaces – particularly important in the Plan Area given the closeness to sensitive areas of international ecological importance;
  - priority to conservation and enhancement of natural beauty in the region's Areas of Outstanding Natural Beauty (which include the part of the Cranborne Chase and West Wiltshire Downs AONB in the north west of the Plan Area);

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- Support for sustainable economic growth and urban regeneration in South Hampshire, based on the strategy put together by the Partnership for South Hampshire (PUSH), of which New Forest District Council is a member.

## 3. The Plan Area

### 3.1 The Plan Area and its surroundings

- 3.1.1 The strategy in this document is for the area of New Forest District outside the National Park as shown on the Key Diagram. (See Fig. 1)
- 3.1.2 The Plan Area comprises three separate “sub-areas” around the edges of the New Forest National Park and between the major conurbations in South Hampshire and South East Dorset. The main characteristics of each of the three parts of the Plan Area are outlined later in this chapter, but first of all this chapter briefly sets out the important features of the Plan Area as a whole and its surroundings (elaborated on in more detail in the Sustainability Appraisal Report Background Paper 33)
- 3.1.3 The Plan Area is characterised by a dispersed pattern of small to medium sized towns and villages around the edge of the New Forest. This is very different from the usual situation where plan areas are focussed on one or two major centres and the surrounding areas. This Core Strategy reflects the dispersed nature of the towns and villages in this Plan Area.
- 3.1.4 The Plan Area lies in an attractive part of coastal southern England. It is a popular area in which to live and work, or to visit. It is generally of high environmental quality and is located in a wider area that is particularly rich in terms of biodiversity – including the New Forest National Park, the River Avon and Test Valleys and coastal habitats of national and international importance. The Plan Area contains many appealing towns and villages and has attractive countryside and coast.
- 3.1.5 While the general picture is of an attractive and reasonably affluent area, the Plan Area is not without social problems that also need to be addressed. Some parts of the Plan Area are far from affluent.
- 3.1.6 Background Paper 11 sets out the range of facilities in the Plan Area’s main towns and villages:
- All the main towns and larger villages have infant and junior schools and all the towns have secondary schools. There are sixth-form colleges at Burgate (Fordingbridge) and Totton, which also include some provision for adult education. Establishments outside the Plan area, especially Brockenhurst College (which is in the National Park) help meet needs for 16+ education.
  - Most settlements have local doctors’ surgeries, but there are issues relating to the need for local surgeries and NHS dentists in some towns and villages; there are small hospitals at Fordingbridge, Hythe and Milford-on-Sea; and there is a new larger hospital at Lymington. There are no current plans to provide new surgeries / major medical facilities.
  - Totton, Hythe & Dibden, Lymington, New Milton and Ringwood all contain a good range of indoor and outdoor sports facilities; other settlements also have outdoor sports facilities.

### **Relationships with surrounding areas: including adjoining conurbations and National Park**

- 3.1.7 The Plan Area is by no means a self-contained area. What happens in the plan area affects the adjoining areas and the plan area is very much affected by the adjoining areas (see Fig. 1 above).

The large South East Dorset and South Hampshire conurbations on either side of the Plan Area, and to a lesser extent Salisbury lies to the north of the western part of the Plan Area, offer wider employment, shopping, social, cultural and transport facilities; but can add to housing, traffic and other pressures on the Plan Area. Residents of the Plan Area can enjoy the very special qualities of the adjoining New Forest National Park, but developments in the Plan Area can affect the National Park's sensitive environment. As would be expected, the relationships with the adjoining areas have been key considerations in drawing up this Core Strategy document and will need to be given proper attention in its implementation. Close working relationships with other local authorities, the National Park Authority and other partners will continue to be essential.

- 3.1.8 Further major growth is planned in South Hampshire and in South East Dorset in their respective regional and sub-regional plans. In South Hampshire, the South East Plan proposes an additional 80,000 new dwellings and 2 million sq. m. of employment 2006 - 2026; in the Bournemouth and Poole Housing Market Area, the South West Plan (Secretary of State's Proposed Changes) propose 48,100 additional dwellings and 45,400 additional jobs in South East Dorset over the same period.
- 3.1.9 The Plan Area east of the National Park lies within the area designated in the South East Plan as the "South Hampshire sub-region" for which the Partnership for Urban South Hampshire (PUSH) is aiming to deliver a strategy for economic-led growth over the twenty years 2006-2026, making South Hampshire more prosperous, attractive and sustainable and offering a better quality of life. New Forest District Council is a member of PUSH.
- 3.1.10 All three parts of the Plan Area adjoin the New Forest National Park and are very closely linked to the National Park in various ways including:
- Recreation– Many local residents use areas within the National Park for recreation. While it is a National Park purpose to encourage outdoor recreation, this needs careful management as parts of the New Forest are vulnerable to visitor intrusion, in particular because of their nature conservation value (a substantial part of the National Park is designated of national and international importance for nature conservation reasons);
  - Transport – the transport network serving the Plan Area is intrinsically linked with the transport network of the National Park;
  - Noise, light and air quality – uses outside the National Park can have an impact on it, although it has to be taken into account that the National Park lies in a heavily-populated areas of South-east England rather than in a remote and tranquil part of the country;
  - Back-up grazing land – some areas outside the National Park are a source of back-up grazing land, which supports the commoning activity that is of major importance to the landscape quality and cultural heritage of the National Park;
  - Setting – some sites adjoining the edge of the National Park are important to its setting;
  - Community and cultural links - there remain close between communities outside the National Park and those within it, and many people living in the Plan Area identify with the "New Forest" as being the area where they live.
- 3.1.11 This Core Strategy has taken into account Section 62 of the Environment Act which places a duty on Authorities adjoining a National Park to have regard to National Park purposes in undertaking their statutory duties. The two main purposes, as set out in the Environment Act 1995, are:
- (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the Park;  
and
  - (ii) to promote opportunities for the understanding and enjoyment of its special qualities.

- 3.1.12 In addition, the National Park has a duty to foster the social and economic well-being of communities within it. This duty also has implications for this Core Strategy.

## 3.2 Important features within the Plan Area

### Built environment and heritage

- 3.2.1 The built environment is of mixed age and quality, but parts of it are of considerable historic interest. The Plan Area includes 21 Conservation Areas (including Lymington, Ringwood, Hythe, Fordingbridge and Milford-on-Sea centres) and 1500 listed buildings and a number of Scheduled Ancient Monuments. There are numerous sites and areas of archaeological interest, and the plan area contains one site on the English Heritage Register of Parks and Gardens of Special Historic Interest, and a further eight identified as being of historic interest. Beyond the statutory designations there are many features of more local importance.
- 3.2.2 Many parts of the towns and villages have acquired a character that is valued locally, for example because of their spacious nature and mature gardens, and/ or the quality and character of their buildings and landscape features which, while not of special historic or architectural interest, nevertheless provide an attractive living environment.
- 3.2.3 A significant proportion of new development within the plan area takes place within existing settlements, often through the redevelopment of previously developed land or buildings (including development of gardens and redevelopments at higher densities, often replacing houses by flats). This form of development can bring about significant changes to the appearance of an area. In recent years there have been the growing concerns about the impact that some of these developments can have on the established and valued local character of an area and on the amenity of local residents.

### Environmental and policy designations

- 3.2.4 Much of the Plan Area is subject to designations that are very significant in determining the future spatial strategy. Beyond the designations within the Plan Area, the need to take account of the nationally important designations in adjoining areas (including the National Park as described above) is fundamental to this Core Strategy.

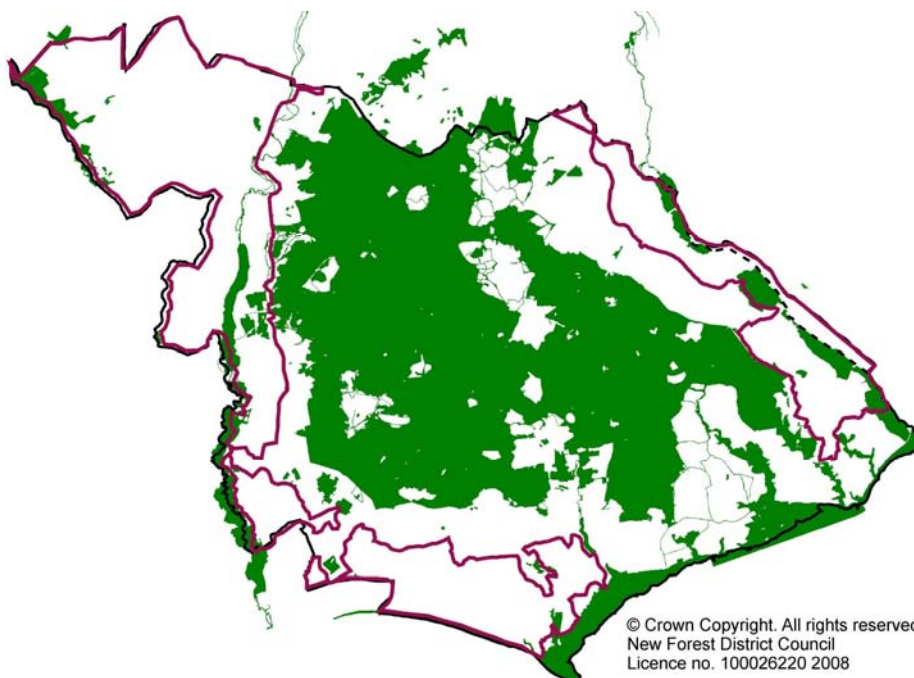
**- Nature Conservation Designations: Special Protection Areas (SPA), Ramsar site, Special Areas of Conservation (SAC), Sites of Special Scientific Interest (SSSI), National Nature Reserves, Local Nature Reserves, Sites of Importance for Nature Conservation (SINCs)**

- 3.2.5 Large parts of the Plan Area lie within or in close proximity to sites subject to statutory international, European and national nature conservation designations and local nature conservation designations (see Fig.2).

**- Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty (AONB)**

- 3.2.6 The north-west part of the District (the Western Downs) is included within the Cranborne Chase and West Wiltshire Downs AONB (see Fig. 2 below), designated as nationally important because of its landscape qualities. A Management Plan has been adopted by the local authorities within the AONB (adopted in 2004 and being reviewed). Major new development would not be in line with protecting the AONB's special landscape qualities.

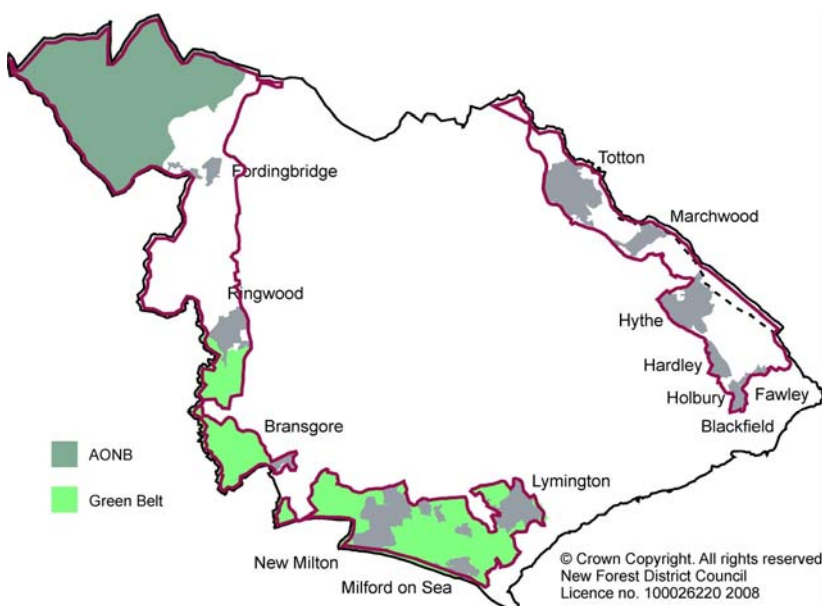
Fig.2: Sites of International. European and/ or national importance



**- Green Belt**

3.2.7 The southern coastal area and the southern part of the Avon Valley lie within the South West Hampshire Green Belt, which joins up with the South East Dorset Green Belt (see Figure 3). This is an important part of the Green Belt around the Bournemouth/Poole/Christchurch conurbation. Small areas are currently excluded from the Green Belt on the eastern boundary of New Milton, at Naish Farm west of Barton-on-Sea Avon, and 2 larger areas are excluded to the south-east of Ringwood.

Fig. 3 : Area of Outstanding Natural Beauty & Green Belt

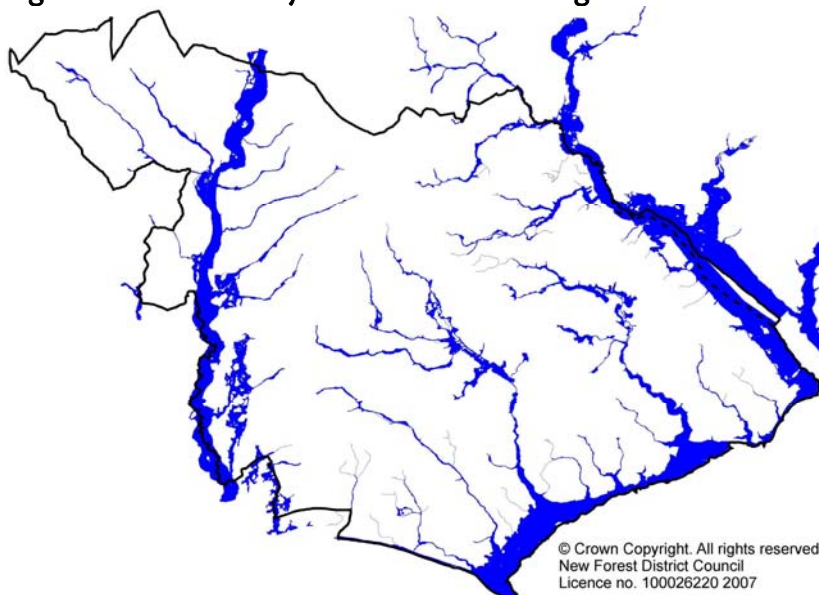


3.2.8 The South East Plan does not propose any changes to the Green Belt boundaries in the Plan Area, but allows for small scale local reviews to be pursued through the Local Development Framework process. It states that where and when a review of the Green Belt is carried out, it should look ahead to 2031 and there should not be a need for further review during this period. In this context, this Core Strategy proposes some small scale review to allow for local needs to be addressed in parts of the plan area. (See Policy CS10(o) in Section 7.2).

#### - Floodland

3.2.9 The Plan Area contains significant areas at risk from flooding, in particular the low-lying parts of the coast and the river valleys (see Fig. 4). A Strategic Flood Risk Assessment has been undertaken (Background Paper 28) which confirms that along the coast of Southampton Water and the north-west Solent shore, the sea level rise predicted in Planning Policy Statement 25 will impact on lower lying parts of the coastal settlements of Totton, Marchwood, Hythe, Lymington and Milford, and some coastal sites. This will have implications for coastal defences, and sites subject to European designations, for which compensation habitats may need to be sought, and/or provision made to allow natural migration of habitats and species inland. With climate change and increased storminess, the risk of flash flooding from sudden increases in surface water run-off is likely to be an issue in the river valleys. New development needs to be located so far as possible outside areas at risk from flooding, and where it does not itself increase risk of flooding elsewhere.

**Fig. 4: Areas currently at risk from flooding**



#### - Areas important to the setting and separation of the towns and villages

3.2.10 The gaps between Totton and Southampton and between the Waterside settlements (Totton – Marchwood, Marchwood – Hythe, and Hythe – Fawley) have been protected under previous Structure Plans as “Strategic Gaps” that are important to the local settlement structure and linking the New Forest to the coast. The adopted Local Plan also identified “Local Gaps” between Fordingbridge - Ashford and Ashford – Sandleheath. The South East Plan does not carry forward any of the Strategic Gaps, but allows for the possibility of ‘local gaps’ to be designated in Local

Development Documents. This Core Strategy retains the existing Local Gaps and proposes new Local Gaps between the Waterside settlements. (See Policy CS10(p) in Section 7.2).

### 3.3 Population and Housing in the Plan Area

3.3.1 Some 141,000 people live in the Plan Area. The population of the Plan Area is expected to fall over the next 20 years (see Fig. 5), even though the number of households will increase. This is because of the ongoing reduction in household size. People are increasingly living by themselves (especially as they live to an older age – see Fig. 6). Over 25% of the Plan Area’s population is over 65, and this is expected to increase to 33% by 2026; there are predicted to be concomitant reductions in the proportions of the younger age groups, in particular those of working age. The southern coastal towns area is particularly attractive as a retirement location.

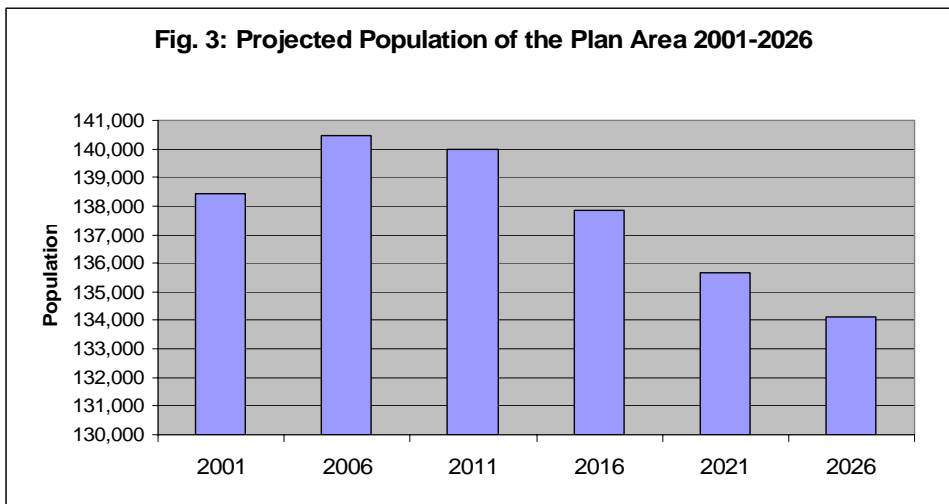


Fig.5

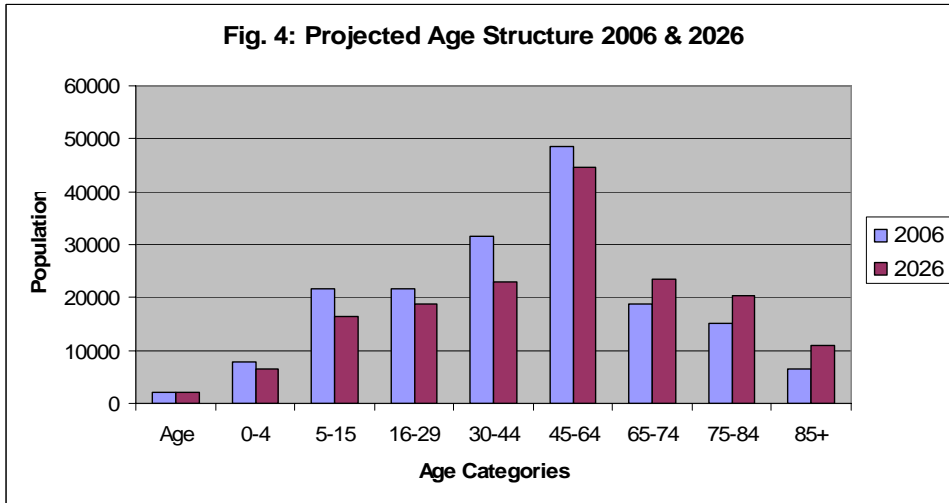
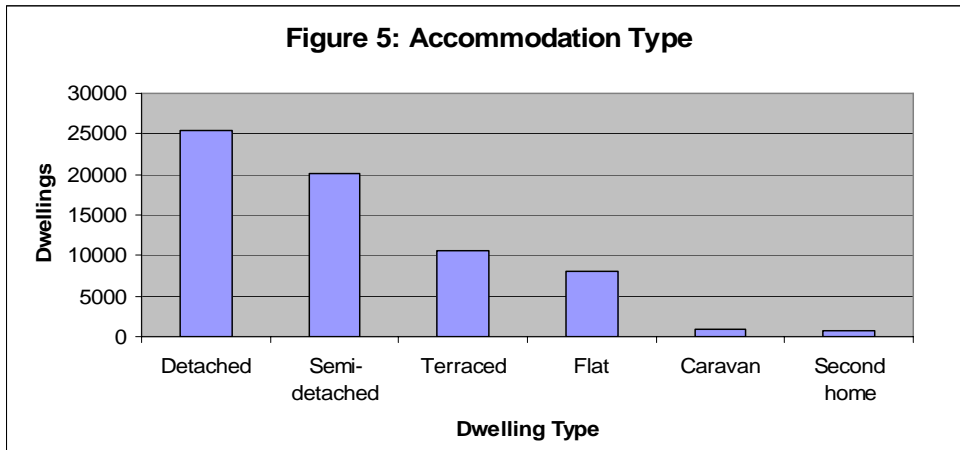


Fig.6

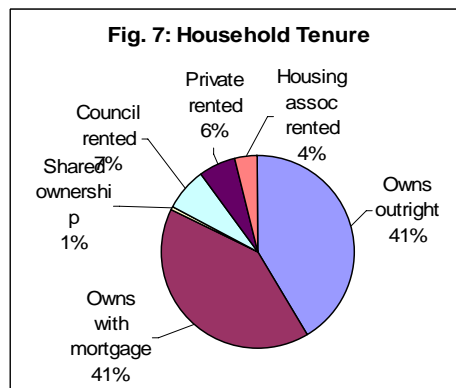
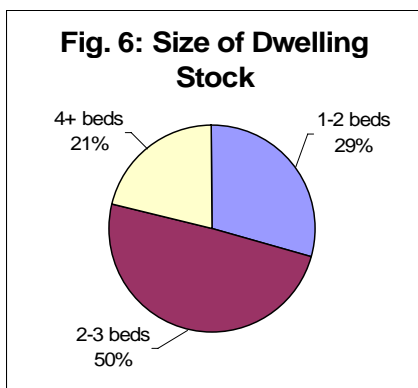
Add Data Source references (2001 Census)

3.3.2 There are currently some 64,000 dwellings in the Plan Area. Figs. 7 to 9 show the types, sizes and tenures of the housing stock.





*Note: These charts will be revised for published document*



**Figs.7, 8 and 9**

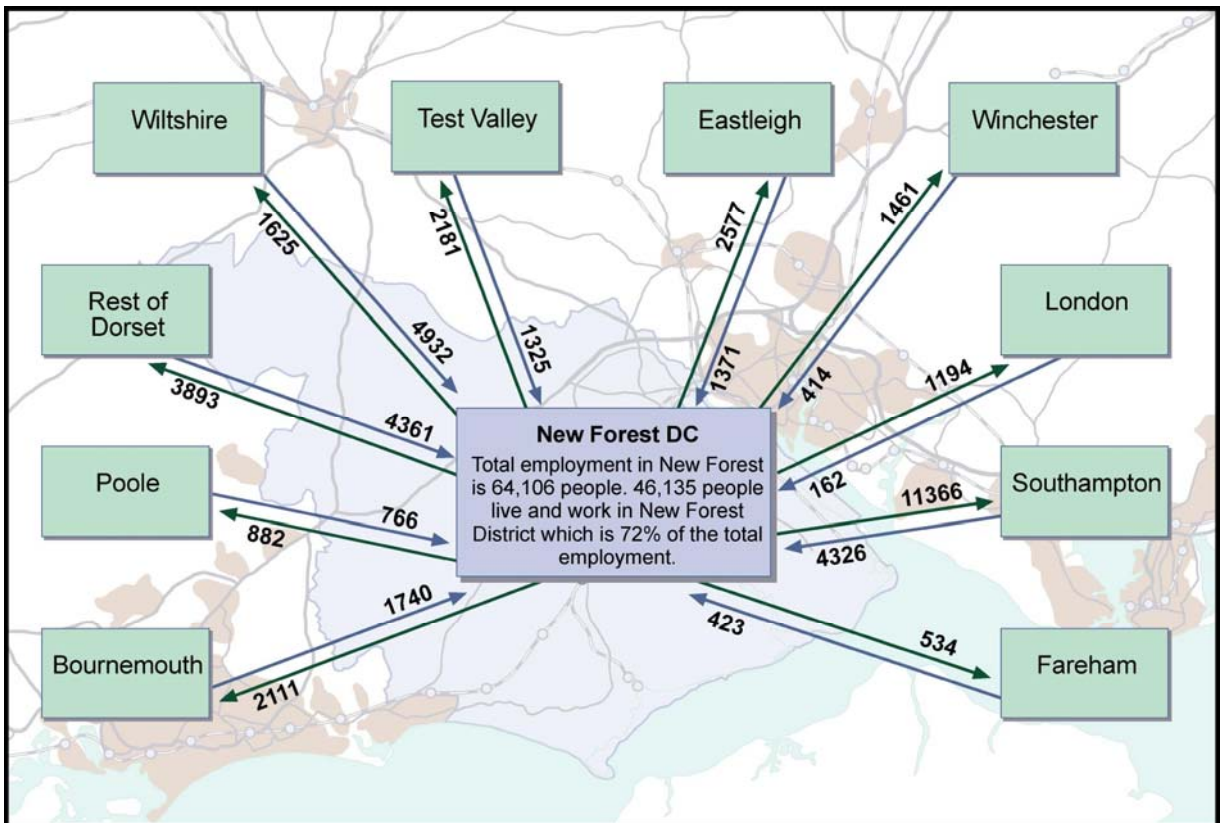
3.3.3 House prices are high and many of those entering the housing market throughout the Plan Area struggle to find affordable properties to rent or buy. A Strategic Housing Market Assessment has been undertaken (Background Paper 24) which indicates a very substantial degree of need throughout the Plan Area. (See also paragraphs 7.1.9 to 7.1.14).

### 3.4 The Economy of the Plan Area

3.4.1 The district has a diverse local economy with significant local employment in the tourism, retail and other service sectors, as well as in manufacturing and other industrial activities. Most employment is located within the main towns – with Totton and New Milton being the main centres of employment. However, a significant proportion of economic activity is outside the six main urban areas – this includes jobs in the public sector, tourism and retailing, and at the Exxon petro-chemicals site at Fawley. Although still accounting for 13.5% of local jobs, the economic structure of the New Forest District’s employment base has moved away from manufacturing towards the service-based sector. The area’s unique environment attracts many visitors and the tourism industry contributes 29% of job opportunities in the District, with people working in shops, distribution, hotels and restaurants. Local job opportunities are provided in a variety of different locations – town centres provide many opportunities for commerce and service sector jobs – manufacturing, commercial and industrial activity is generally located on industrial parks or estates or in purpose built premises. Jobs associated with the tourism sector can occur in most parts of the plan area, but particularly in locations close to the New Forest National Park or the coast.

- 3.4.2 There are some 50,000 jobs in the Plan Area but these are weighted towards lower paid jobs in the distribution, hotel and restaurant, recreational and related service sectors. In parts of the Plan Area marine-related industries play an important part. The broadly termed sectors of “high-tech and knowledge-intensive” employment, which attract higher wages, are generally under represented.
- 3.4.3 Unemployment in the Plan Area continues to be low compared to most areas, Most of the economically active population who live in the Plan Area also work in the Plan Area, but there are large daily commuting flows to the adjoining conurbations – Fig.10 shows commuting flows to and from the whole of New Forest District (including the National Park). Despite the level of out-commuting, some local employers find it difficult to fill their vacancies, particularly as local house prices are high and, in some parts of the District, because of the relatively elderly age-structure of the population. The economically active population living in the Plan Area is expected to fall in the future.
- 3.4.4 There is a high level of entrepreneurship, with a healthy growth of business start-ups, an above-average proportion of self-employed workers and a high number of people employed in small firms. Home-working is increasing. Given the location in southern central England, the local economy is under-performing in terms of GVA per head although economic and employment growth is keeping pace with the county average.
- 3.4.5 The take-up rate of available business premises is high, and local employers can find it difficult to find new sites for relocation or expansion.

**Fig.10: Principal commuting flows to/ from New Forest District**





- 3.5.5 There are no current definite proposals for major improvements to the Plan Area’s transport infrastructure, although there are safeguardings for various possible improvements in the longer term (described later in Section 7.9). Some of the major transport issues affecting the Plan Area can only be resolved by actions outside the Plan Area (e.g. congestion problems at Lyndhurst).
- 3.5.6 Parts of the District, in particular the southern part of the Waterside and the southern coastal area, are perceived as having poor access for commercial development, although there is a benefit for marine sectors (port and yachting activities).
- 3.5.7 A priority is to improve accessibility by non-car modes but there is also a need to provide sufficient of on and off-street public car parking to ensure the vitality of town, village and local shopping centres. The District Council’s Traffic Management Strategy, which was prepared in consultation with key stakeholders, sets out New Forest District Council’s approach.

## 3.6 The three parts of the Plan Area

- 3.6.1 The Plan area falls into three distinct geographical areas, each of which has a different character.

### Totton and the Waterside

- 3.6.2 The Totton and Waterside area lies east of the New Forest, between the National Park and Southampton Water:
- much of this narrow strip is intensively developed, with some 68,600 people living in this area, mostly in the towns and villages of:

▪ Totton	28,300
▪ Marchwood	5,800
▪ Hythe and Dibden	20,400
▪ Fawley, Hardley, Holbury, Blackfield, & Langley	14,300
  - there are also substantial employment areas in Totton and the Waterside, including substantial industrial estates at Totton and Marchwood, and the large petrochemical refinery at Fawley.
  - the main shopping centres are at Totton and, to a lesser extent, Hythe, supplemented by two out-of-centre superstores at west Totton and at Dibden and various local shopping centres and parades which serve day-to-day needs.
  - the open areas between the main settlements, linking from the National Park to the coast are considered locally to be very important to the settlement structure.
  - most of the coast is designated as of national and international nature conservation importance - this includes Dibden Bay which was subject to a proposal for a new container port, rejected by the Secretary of State in 2004 following a long public inquiry.
  - the River Test Valley, at the northern end of this part of the Plan Area and separating it from Southampton, is subject to national and international nature conservation designations.
  - there are large traffic flows into and out of the Waterside area with the A326 being heavily congested at peak times; proposals to open up the branch railway (currently freight only) for passenger traffic have to date not been implemented; the Hythe – Southampton Ferry provides an important public transport link.
  - Totton and the Waterside are included in the “South Hampshire” sub-region in the South East Plan for which the PUSH (Partnership for Urban South Hampshire) group of local authorities have prepared a strategy for economic regeneration-led growth.

### **The southern coastal strip**

3.6.3 South of the National Park lies a substantial area between the New Forest and Coast:

- in which 49,000 people live, mainly in the towns and villages of:
  - Lymington 14,600
  - Hordle & Everton 5,400
  - Milford-on-Sea 4,600
  - New Milton and Barton-on-Sea 24,200
- the main centres for shopping and other services are New Milton and Lymington, with a significant local centres at Milford-on-Sea, and smaller local provision elsewhere including Ashley, Hordle, Everton, and Pennington.
- Lymington is a very popular sailing centre and visitor destination.
- nearly all of the land outside the defined towns and villages is designated as Green Belt.
- there are employment estates at Lymington, outside Lymington at Gordleton Pit, at New Milton, and smaller pockets of employment elsewhere.
- the coastal strip is a popular retirement area and a high proportion of the population is over retirement age.
- in recent years there has been a substantial amount of redevelopment at higher densities in New Milton and Lymington and there is concern among local residents about the affect this is having on the character of the towns.
- to access the coastal strip from the north involves crossing the New Forest, through Lyndhurst and Brockenhurst which are badly congested at times and/or through unfenced Forest roads. The main towns are served by rail.
- most of the coast in this area is accessible to the public. Much of the coast is designated as of national nature conservation importance, with a small area of international importance east of Milford-on-Sea. The soft fossil-bearing cliffs at Barton-on-Sea are of international geological importance. Coastal erosion is a major issue.

### **Ringwood, Fordingbridge, the Avon Valley and the Western Downslands**

3.6.4 The third part of the Plan Area lies north and west of the National Park:

- some 25,000 people live in this area, principally in:
  - Ringwood 13,600
  - Fordingbridge, Ashford & Sandleheath 6,400
  - Bransgore 4,200
- the main shopping centres are at Ringwood and, to a lesser extent, Fordingbridge, complemented by limited local shops elsewhere.
- the Avon Valley is of international importance to wildlife, particularly birds. Large sections of it have national and international nature conservation designations. The Avon Valley lies between the New Forest and the Dorset Heathlands. Much of the valley floor is high grade agricultural land. There are significant areas of sand and gravel deposits, much of which is being worked and in the area north of Ringwood is mostly being transformed into lakes.
- the rolling chalk downslands in the north-west of the District are part of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty. This offers a marked contrast to the landscapes of the New Forest. It includes the villages of Damerham, Martin, Rockbourne and and Whitsbury, all of which are Conservation Areas.
- in recent years, the amount of new development in this area has been less than in either Totton and the Waterside or the coastal strip.

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- the land to the south of Ringwood is designated Green Belt, although there are two areas adjoining Ringwood excluded from the Green Belt and safeguarded for possible longer term development.
- there is no rail service to this area. Road connections to the main towns are good but there are problems within the towns of traffic through historic centres.

## 4. The Key Issues

- 4.1 The Core Strategy must be a response to the specific issues facing the Plan Area. This chapter sets out 14 Key Strategic Issues that the Core Strategy must deal with if it is to be successful - not in any order of importance and inevitably with some overlap between Issues. This list of key issues is distilled from the longer list of issues set out in the Sustainability Appraisal (Background Paper 33). The list of Key Issues has been distilled in the main from:
- the specific “evidence-gathering” carried out in preparing this Core Strategy (see Appendix 1 for list of published Background Papers);
  - the formal and informal consultations carried out over the last couple of years in working towards this Core Strategy (including “Future Matters Issues and Options” – see Background Papers 4 and 5 , the “Employment DPD” consultations - see Background Paper 3 , and the Preferred Options consultation – Background Paper 8);
  - the Sustainability Appraisal work (see Background Paper 33); and
  - the accumulated experience over the years of planning for New Forest District.

### Key Issue 1 – Housing Needs

- *How can the Core Strategy best provide for housing needs in an area where house prices are very high and unaffordable to most local residents trying to access the housing market for the first time, and where opportunities for new development are severely limited by environmental constraints?*

### Key Issue 2 – Local Economy

- *How can the Core Strategy best provide for the needs of the local economy and for local employment, keep an adequate supply of employment land for local businesses, and help improve local wage levels, while recognising that the economically active population of the Plan Area is forecast to decline and where opportunities for new development are severely limited by environmental constraints?*

### Key Issue 3 – Climate change

- *How can the Core Strategy respond to the issues of climate change: including both dealing with the consequences (including rising sea levels and increased likelihood of flooding) and minimising the harmful impacts from within the Plan Area?*

### Key Issue 4 – Character of towns and villages

- *How can the Core Strategy best protect and enhance the character of the Plan Area’s towns and villages and ensure that new development makes a positive contribution to improving their character and the quality of life of their residents?*

### Key Issue 5 – Healthy town and village centres

- *How can the Core Strategy help ensure the continued viability and vitality of the town and village centres as local providers of shopping and other needs, in the face of major competition from major centres outside (but close to) the Plan area and where service –providers wish to centralise services?*

Key Issue 6 – Contributing to PUSH Strategy

- *How can the Core Strategy contribute to the economic regeneration of the South Hampshire sub-region, and ensure that positive benefits result and that any necessary mitigation measures are put in place?*

Key Issue 7 – Countryside and rural economy

- *How can the Core Strategy help protect and enhance the countryside, which is of mostly of high environmental quality, help maintain local housing and employment opportunities and local services for those living there, and ensure a thriving rural economy?*

Key Issue 8 – Impacts on the National Park

- *How can the Core Strategy build positively on the inter-relationships with the adjoining National Park, avoiding any significant harmful impacts?*

Key Issue 9: Biodiversity

- *How can the Core Strategy ensure that biodiversity in the Plan Area and in adjoining areas is protected and enhanced?*

Key Issue 10 – Transport

- *How can the Core Strategy maintain safe and convenient access to services, employment, social and leisure opportunities by both car-based and other transport modes recognizing that whilst in many parts of the plan area not all travel needs can be met using non-car modes and congestion is an increasing problem.*

Key Issue 11 – Ageing population

- *How can the Core Strategy deal with the consequences of an ageing population, recognising that parts of the Plan Area are very attractive retirement locations?*

Key Issue 12 – Infrastructure and local services

- *How can the Core Strategy help ensure adequate provision of infrastructure and local services, which in some cases have lagged behind growth, in a new context where a reduction in local population levels are forecast?*

Key Issue 13 – Leisure and recreation

- *How can the Core Strategy ensure adequate provision for leisure and recreation (including open space) in locations that will avoid damage to sensitive environments?*

Key Issue 14 – Tourism and visitors

- *How can the Core Strategy encourage sustainable tourism that will benefit the local economy without harming the special qualities of the area?*



## 5. The Plan's Vision and Objectives

- 5.1 In response to the Key Issues identified in Chapter 4, this section sets out a “vision” for the Core Strategy (i.e. how we would like the Plan area to be seen in about 20 years time) and a set of Plan Objectives (used to test whether the policies and proposals will help achieve the vision). The Vision and Objectives are closely related to the vision and priorities of the New Forest District Sustainable Community Strategy (see Appendix 9) but focus on the spatial aspects.

### Core Strategy Vision

- 5.2 By 2026, the towns and villages in the Plan area will provide for the social, economic and community needs of all residents, securing healthy, fulfilled and safe lifestyles. The character and local distinctiveness of the towns and villages will have been protected and wherever possible enhanced. There will have been no major changes to the existing hierarchy of towns and villages, with Totton, New Milton, Lymington, Ringwood, Hythe, Fordingbridge and the larger villages each fulfilling a role appropriate to the size of the community and its character. The tensions and pressures on the Plan area will be managed in such a way that maintain and protect the area's special qualities, but maximise the opportunities for the needs of the local population to be met. The effects of an ageing and declining population will have been managed in a way that strives to secure a more balanced population age structure and maximises opportunities for a full and healthy lifestyle for all of the District's residents, including young people as well as the more elderly.
- 5.3 The relationship with the adjoining areas, including the major conurbations in South Hampshire and South East Dorset and the National Park, will have been managed to the mutual benefit of all areas, in order to provide maximum opportunities for fulfilling lives while respecting the different attributes of the different areas. Any changes in the Plan area will have respected the natural beauty, wildlife and cultural heritage of the adjoining New Forest National Park. The communities living around the National Park will continue to have a strong identity with the National Park.
- 5.4 The Plan Area will continue to offer a high quality of life that will attract into the area high value-added businesses that are largely lacking at present, with the Plan Area's residents having the skills needed. There will be opportunities for local businesses to thrive and new smaller scale businesses to set up in order to provide opportunities for better paid jobs for local residents. This will be done in ways that reflect and complement the special qualities and attractions of the Plan area and the adjoining National Park, and without promoting employment growth that would put unacceptable pressures on the local housing market. There will be a diverse rural economy supporting strong and sustainable rural communities.
- 5.5 New housing development will have been directed towards meeting the needs of local people in the towns and villages. Opportunities for local people to find affordable living accommodation will have been maximized, recognizing that within an area of such high attraction to in-migrants it will not be possible for all housing demands to be met without damaging the qualities that make the area so special.
- 5.6 The likely effects of climate change will have been assessed and become widely understood. The area will be playing its full part in minimizing damage to the planet; and measures to adapt, and where appropriate, to protect from or take advantage of these changes, will be in place and being further developed.

5.7 Transport opportunities will realistically reflect the dispersed nature of the area's settlements and the travel needs of rural residents, but within this context the need to travel, and adverse impacts of traffic on the adjoining National Park, will have been minimised.

5.8 The **Core Strategy Objectives** for the Plan Area (not in any order of importance) are:

**1. Special qualities, local distinctiveness and a high quality living environment**

To provide for a high quality, safe and attractive living environment for communities in both urban and rural areas in a way that respects and safeguards the special qualities, character and local distinctiveness of the Plan area and the adjoining New Forest National Park.

**2. Climate Change and Environmental Sustainability**

To minimise the impact of local factors contributing to climate change, including minimising the use of non-renewable energy and natural resources; and to assess the implications on the Plan area of climate change and develop appropriate local responses that minimise any harmful local impacts.

**3. Housing**

To provide for additional housing within the Plan area to meet at least the requirements of the South East Plan (3,920 additional dwellings 2006-2026 which is equivalent to 196 additional dwellings a year) and to ensure that new housing provision is as far as possible directed towards addressing local housing needs, in terms of type, tenure and location, and in particular the needs of local people for housing which is affordable.

**4. Economy**

To foster the well-being of the local economy, facilitating a healthy and growing local economy without fuelling wider development pressures in the area. To support economic growth that reflects and complements the District's specific qualities and advantages, in particular tourism, low impact, higher paid knowledge-based enterprises and marine industries. To maintain the economic vitality and viability of town centres. To make a positive contribution to the delivery of the South East Plan's strategy for the regeneration and improved economic performance of the South Hampshire Sub-Region. To promote measures that enable the local workforce to have the necessary skills and ancillary facilities to be able to participate fully in local employment.

**5. Travel**

To improve accessibility to services, employment, social and leisure opportunities in a safe and convenient way, thus minimising the need to travel, particularly by private car. To manage congestion on key traffic routes.

**6. Towns, Villages and built environment quality**

To encourage, and provide for the needs of, mixed and balanced communities in the towns and villages by providing, appropriate to the size of settlement, for a range and choice of good quality housing, job opportunities, and facilities and services which help meet the needs of residents; and in the main towns to aim for a good range of facilities providing for the social, economic, shopping, leisure, community, health and educational needs of all sections of the local community. To ensure that local character and distinctiveness which is valued is maintained, that heritage is protected, that enhancements are encouraged and that new development is well designed and is appropriate in scale and character to its setting.

**7. The countryside**

To promote a positive future for rural areas, securing their economic prosperity and environmental and social well-being, and enabling the diversification of the rural economy in ways which are compatible with environmental and adjoining National Park aims.

**8. Biodiversity and landscape**

To promote and safeguard biodiversity, protection and enhancement of wildlife, and landscape quality in the Plan Area. To avoid significant harmful impacts on the adjoining National Park. To promote public education and understanding of the care and quiet enjoyment of the natural environment.

**9. Leisure and recreation**

To provide a range of accessible and varied opportunities for good quality leisure and recreation activities within local communities for all ages and sectors of the District’s population and to promote participation in active recreation. To facilitate the enjoyment of the coast and the area’s other special qualities by visitors as well as local communities. To manage recreational pressures within areas subject to environmental designations, to minimise human impacts while maintaining appropriate opportunities to enjoy and experience the special qualities of the area.

**10. Minimising Deprivation**

To ensure, so far as is possible through spatial planning, that all sectors of the Plan Area’s population have access to the opportunities and facilities that allow a fulfilling life.

**Fig. 11: Main relationships between Plan Key Issues, Objectives and Policies**

Key issues (as set out in Chapter 4)	Plan’s Objectives (as set out above)	Key Core Strategy Policies (CS) which pursue the objective (as set out in Annex 5 of the SA Report)
4,5,8,9,11,12,13	1. Special qualities, local distinctiveness and a high quality living environment	1, 2, 3, 5, 6, 7, 8, 10, 24, 25
3,5,10	2. Climate Change and Environmental Sustainability	1, 2, 3, 4, 5, 6, 10, 11, 12, 23, 25
1,11	3. Housing	1, 2, 3, 4, 8, 10, 11, 12, 13, 14, 15, 16, 22, 25
2,5,6,7,14	4. Economy	1, 4, 10, 17, 18, 19, 20, 21, 23, 24, 25
2,3,5,10,11,12,13	5. Travel	1, 2, 7, 8, 9, 17, 23, 24, 25
1,2,4,5,11,12,13,14	6. Towns, Villages and built environment quality	1, 2, 3, 5, 7, 8, 9, 10, 11, 12, 13, 14, 15, 17, 18, 20, 21 22, 23, 24, 25
7,8,9,14	7. The countryside	1, 2, 3, 7, 8, 10, 14, 15, 19, 21, 22
8,9	8. Biodiversity and landscape	1, 2,3,6, 10, 19, 25
8,9,10,11,13,14	9. Leisure and recreation	1, 7, 19, 25
1,3,4,5,6,7,9	10. Minimising deprivation	1, 5, 7, 8, 11, 12, 13, 14, 15, 16, 17, 18, 20, 21, 22, 23, 24, 25

- 5.9 Chapter 10 of this Core Strategy sets out indicative targets related to these objectives and outlines how the progress made in moving towards these objectives is being achieved and reported on through an Annual Monitoring Report.

## 6. Achieving Sustainable Development

### 6.1 Sustainable Development Principles

- 6.1.1 The principles of ‘Sustainable Development’ - social and economic sustainability as well as environmental - are central to this Core Strategy. An accepted definition of sustainable development is that: ‘Sustainable development seeks to meet the needs and aspirations of the present without compromising the ability to meet those of the future’ (Bruntland). The Core Strategy aims to address local needs locally, making the best use of resources both now and in the future. The key aims of sustainable development as set out in Planning Policy Statement 1 are:
- social progress which recognises the needs of everyone;
  - effective protection of the environment;
  - the prudent use of natural resources; and,
  - the maintenance of high and stable levels of economic growth and employment.
- 6.1.2 The Plan Area and its surroundings (including the National Park) are particularly sensitive areas in terms of landscape quality and ecological importance, as described in Chapter 3. The Core Strategy has the responsibility of – over the long term - not adding to and where possible decreasing pressures on these assets.
- 6.1.3 A fundamental matter is to provide a local response to global concerns about climate change and its impact on the natural and built environment. This requires minimising our contribution towards the problem: through sustainable building codes – for homes and other buildings; energy and water efficiency in new buildings; and by enabling the use and generation of low-carbon energy sources. It also requires responding to the effects that climate change is predicted to bring, and minimising the consequent risks to people, property and the special qualities of the Plan Area.

#### ***Policy CS1 Sustainable development principles***

*All new development will be expected to make a positive contribution towards the sustainability of communities and to protecting, and where possible enhancing, the environment within the Plan Area by:*

- (a) meeting most development needs within existing communities and, where appropriate to meet Core Strategy objectives, providing for some small developments adjoining the main towns and villages;*
- (b) ensuring a balanced mix of uses where development takes place in environmentally, socially and economically sustainable locations with a good range of services and facilities and is accessible by both car and other transport modes in order that reliance on the private car is minimised (as further developed in Policy CS24) (as further developed in Policies CS2 and CS24);*
- (c) minimising the risk of damage to areas of importance for nature conservation and/or landscape value, both directly and indirectly (as further developed in Policy CS3);*
- (d) ensuring building construction and other forms of development adheres to high environmental standards with particular regard to energy efficiency, water efficiency, use of sustainable materials and the minimisation of waste (as further developed in Policy CS4);*
- (e) ensuring communities are safe and feel safe, are well served by emergency services and the risks from potential hazards are minimised (as further developed in Policy CS5);*
- (f) avoiding the development of previously undeveloped land which is, or will be, at risk from flooding, and managing and reducing flood risk for development on previously developed land where continuing development has wider sustainability benefits to the community, or where*

*there is no reasonable alternative site compatible with other sustainability considerations (as further developed in Policy CS6);*

- (g) *ensuring accessibility to a good range of services and facilities, and not putting an unreasonable burden on existing infrastructure and services (as further developed in Policies CS7 and CS8); and*

*In order to enable required development to take place, in some cases mitigation measures will be needed to address the impacts of new development on existing infrastructure and on nearby sensitive areas (e.g. international nature conservation designations .)*

- 6.1.4 These sustainable development principles are the basis of the Spatial Strategy, as set out in Chapter 7, and will also form the basis for the control of development in the Plan Area.

## 6.2 Design Quality

- 6.2.1 As described in Chapter 3, the Plan Area is generally of high environmental quality, with attractive towns and villages. There is concern that, in some parts of the Plan Area, these qualities are being seriously harmed by poor quality development or over-development. National policy (especially PPS1: Delivering Sustainable Development) requires local planning authorities to promote high quality design of new development that that improves the character and quality of the built environment). This Core Strategy seeks to achieve a high standard of design, including promoting local understanding of good design and of the implications of innovative building methods and materials associated with sustainable construction and generation of renewable energy.

- 6.2.2 Conservation Area Appraisals and Town and Village Plans and Design Statements are identifying features and characteristics of the area that are valued by local communities.

### *Policy CS2 Design Quality*

*New development will be required to be well designed to respect the character, identity, and context of the area's towns, villages and countryside.*

*All new development will be required to contribute positively to local distinctiveness and sense of place, being appropriate and sympathetic to its setting in terms of scale, height, density, layout, appearance, materials, and its relationship to adjoining buildings and landscape features, and shall not cause unacceptable effects by reason of visual intrusion, overlooking, shading or other adverse impact on local character and amenities.*

*New development will be required to:*

- (a) provide public and private spaces that are well-designed, safe, attractive, and complement the built form;*
- (b) be accessible to those with disabilities, and designed to minimise opportunities for anti-social and criminal behaviour;*
- (c) incorporate well integrated car parking, and pedestrian routes and, where appropriate, cycle routes and facilities; and*
- (d) provide appropriate green spaces and landscaping (see Policy CS7 below);*

*New buildings should be flexible to respond to future social, technological and economic needs.*

*All new buildings should be designed to meet sustainable building standards and utilise Sustainable Urban Drainage systems (SUDS) wherever practical.*

*New homes should be built to a standard capable of adaptation to enable people to remain in their homes in old age. All new homes constructed after 1<sup>st</sup> January 2013 (2011 for affordable housing) should be built to Lifetime homes standard.*

- 6.2.3 Meeting the requirement of Policy CS4 (Energy and Resource Use) will be integral to achieving good design.
- 6.2.4 The use of Design and Access Statements as a means of securing good quality design will be promoted.
- 6.2.5 An adopted Supplementary Planning Document “Housing design, density and character” (NFDC, 2006) sets out an approach to good design that will be sensitive to the character of the Plan Area’s towns and villages. This will be revised to take on board the policy changes in this Core Strategy.
- 6.2.6 Supplementary Planning Guidance has been adopted on “The provision of car parking space in residential development” (NFDC, 2008).

### **6.3 Protecting our Special Environment (Heritage and Nature Conservation)**

- 6.3.1 National Planning Policy, especially PPS7 (Sustainable Development in Rural Areas): PPS9 (Biodiversity and Geological Conservation), PPS15 (Planning and the Historic Environment) and PPS16 (Archaeology and Planning) set out the key national policies for the protection of the best of our natural and built heritage. Conservation areas and buildings that are statutorily listed are protected under national legislation guidance. The South East Plan also contains a suite a policies to protect the natural and built environment. The policy on the conservation and improvement of bio-diversity, is of particular relevance for the plan area. The South East Plan requires local planning authorities to protect and enhance the character of small country towns. It also requires conservation and enhancement of the natural beauty of Areas of Natural Beauty (AONBs), and encourages landscape and countryside management outside the nationally designated areas that protects and enhances the distinctive qualities of the countryside.
- 6.3.2 National and Regional policies will apply and do not need to be repeated in this Core Strategy.

#### ***Policy CS3 Protecting and enhancing our special environment (Heritage and Nature Conservation)***

*Development proposals must protect and, where possible, enhance sites of recognised importance for nature and heritage conservation.*

*Working with local communities, features of local heritage value which contribute to local distinctiveness will be identified. New development proposals should maintain local distinctiveness and where possible enhance the character of identified features.*

*Measures will be taken, working with other partners, to secure the enhancement, restoration and creation of biodiversity, including measures to adapt to the consequences of climate change, so as to assist in achieving national, county and local biodiversity targets as set out in the Hampshire and New Forest Biodiversity Action Plans.*

*The special characteristics of the Plan Area's natural and built environment will be protected and enhanced through:*

- (a) applying relevant national and regional policies;*
- (b) ensuring that new development protects and enhances local distinctiveness (see Policy CS1);*
- (c) a review of Areas of Special Character and landscape features through subsequent Local Development Framework Documents;*
- (d) using the development management process to positively bring about development which enhances local character and identity and which retains, protects and enhances features of biological or geological interest, and provides for the appropriate management of these features;*
- (e) producing Conservation Area appraisals and management plans, including enhancements such as environmental improvements, traffic management etc.;*
- (f) supporting an ongoing programme of survey of habitats and species, and designation of Sites of Importance for Nature Conservation;*
- (g) encouraging and developing public understanding of biodiversity, e.g. through the New Forest Biodiversity Action Plan, and enabling public access to designated sites for the purpose of interpretation and understanding where feasible without harm to nature conservation interests;*
- (h) encouraging land management practices that restore or enhance sites of biodiversity value and which create new sites;*
- (i) working with landowners and developers to ensure land management practices protect and enhance valued landscapes, and to restore landscapes where valued features and habitats have been lost or degraded;*
- (j) protecting networks of natural habitats identified through the local Biodiversity Action Plan, where appropriate including them in access routes and areas of natural green space;*
- (k) extending specific protection to important trees and hedgerows including those not currently included within designated sites;*
- (l) ensuring development contributes, where possible, to biodiversity by designing in wildlife, and ensuring any unavoidable impacts are appropriately mitigated for (including on sensitive areas outside the Plan area including the international nature conservation designations in the National Park); and*
- (m) retaining and enhancing the green infrastructure networks within settlements.*

## **6.4 Energy and resource use**

6.4.1 The strategy seeks to minimise the consequences arising from development on resource use and energy consumption. Policy CS4 below is based on national policy [PPS1 Annex: Climate Change, and PPS22: Renewable energy] and the South East Plan. It also takes into account the common framework on sustainable development agreed by the PUSH authorities [PUSH Sustainability Policy Framework, Date].

### ***Policy CS4 Energy and resource use***

*High standards of energy efficiency and efficient water use in existing developments will be promoted wherever possible through retro-fitting.*

*All new development should be built to a standard which minimises the consumption of resources during construction and thereafter in its occupation and use.*

*New development will be required to:*

- (a) demonstrate high standards of energy efficiency;*
- (b) incorporate energy-efficient passive solar design principles wherever possible;*



- (c) maximise opportunities for the micro-generation of renewable energy. Renewable, low carbon and de-centralised energy will be encouraged in all development, and developments of more than 10 dwellings or 1000m<sup>2</sup> of non-residential floorspace will be required to provide at least 10% of their energy from these sources unless (having regard to the type of development involved and its design,) this is not feasible or viable.;*
  - (d) use recycled materials in construction where possible;*
  - (e) achieve a decrease of between 8% and 20% in water use (compared to the national average in 2005) for all new developments and help promote more efficient water use in existing developments and as set out in the South East Plan; and*
  - (f) include sustainable urban drainage systems where feasible;*
- recognising that these measures may involve the use of innovative building design, styles and techniques.*

*New homes will be required to meet requirements in the Code for Sustainable Homes, achieving a minimum of Level 3 from 2010 to 2012, Level 4 from 2012 to 2016, and Level 6 from 2016, with particular emphasis on water efficiency.*

*New commercial buildings over 1000 sq. m. built before January 2012 should will be required to meet the BREEAM ‘very good’ standards up to 2012, and thereafter the BREEAM ‘excellent’ standards.*

*Local opportunities to contribute towards energy supply from renewable and low-carbon technologies will be facilitated where there is no over-riding adverse local impact.*

6.4.2 As set out in PPS1 Annex: Planning and Climate Change, the Council will carry out an assessment of the local feasibility and potential for renewable and low-carbon technologies, including micro-generation, to supply new development in the Plan Area. Following this further work, it is intended to produce a Supplementary Planning Document on renewable energy and low carbon energy matters, based on the above policy.

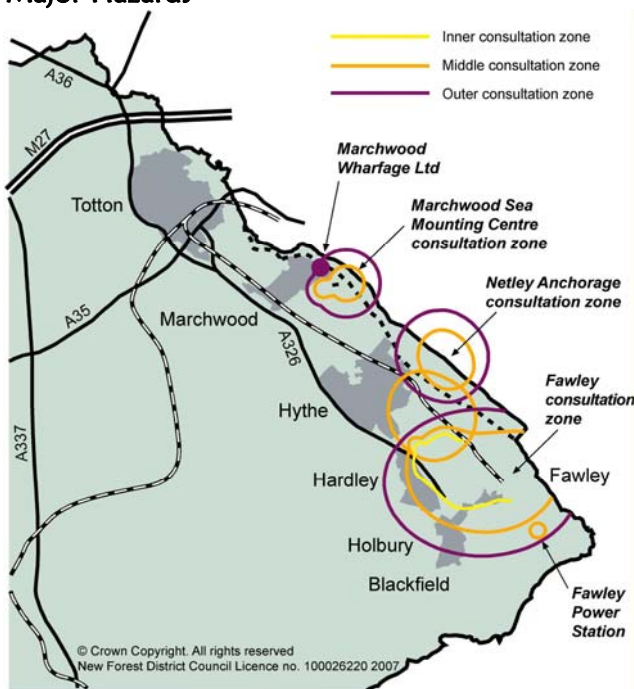
## **6.5 Safe and Healthy Communities**

- 6.5.1 Health, well-being and safety are major issues nationally and locally, and are closely interrelated. This Core Strategy aims to contribute to improving the health of communities includes creating places that are safe and that feel safe; and that promote healthy lifestyles. Access to a good range of health care facilities and services, and to open space, sport and recreation facilities are all important.
- 6.5.2 This Core Strategy aims to help improve the health and safety of the area’s communities by the measures set out in Policies CS5; by minimising flood risk (Policy CS6); and by ensuring that the Plan Area’s residents have access to opportunities for recreation, sport and open Space (Policy CS7).
- 6.5.3 While crime rates are relatively low in the Plan Area, the fear of crime is real. It is important to create places where people feel safe. The design and layout of the built environment can help to reduce crime, fear of crime and antisocial behaviour. Designing out crime and designing in community safety will be a core principle in planning any new development as well as in helping to reduce crime and the fear of crime in existing developments. The Council supports “Secured by Design”, the UK Police flagship initiative which promotes crime prevention through environmental design and provides guidance on design and security for new building and developments.

## Major hazards

- 6.5.4 The Plan Area contains a number of installations and forms of infrastructure that can give rise to various forms of pollution (including noise), and which involve the use of hazardous substances or explosives (see Fig.12). This has been taken into account in drawing up the strategy for the location of development, as set out in Chapter 7. Around the Fawley oil refinery, petrochemicals complex and power station, safeguarding consultation zones limit residential and institutional development (the Health and Safety Executive advises against residential and institutional development in the inner zone, institutional development in the middle zone, and major developments involving large numbers of people in the outer zone). There are military installations at Marchwood and off Hythe surrounded with explosives safeguarding zones, but these affect only small parts of these built-up areas.

Fig. 12 Major Hazards



- 6.5.5 The Plan Area lies entirely within the safeguarding consultation zones for Bournemouth and Southampton airports but this is not a constraint on the location of housing and employment uses in the Plan Area.<sup>1</sup>
- 6.5.6 The Environmental Protection Act 1990, the Water Resources Act 1991 and the Pollution Prevention and Control Act 1999 are the primary sources of legislation for controlling pollution. The Planning (Hazardous Substances) Act 1990 (as amended) controls hazardous substances. Government guidance on pollution is given in PPS23 'Planning and Pollution Control' and PPG24 'Planning and Noise' and Circular 04/00 'Planning Controls for Hazardous Substances'.
- 6.5.7 High traffic related air pollution (nitrogen dioxide) levels have resulted in statutory air quality management areas being declared for Totton (Junction Road area). A Draft Air Quality Action Plan has been prepared and it is anticipated that it will be adopted.

<sup>1</sup> Account will be taken of ODPM/DfT/NAFW Circular 01/2003 and DfT Circular 1/2002. There may be restrictions on the height or detailed design of buildings or on development which might create a bird hazard, as described in this Circular.

### ***Policy CS5 Safe and Healthy Communities***

*Development should not result in pollution or hazards which prejudice the health and safety of communities and their environments, including nature conservation interests and the water environment. Appropriate mitigation measures may be required to enable development.*

*Development in the vicinity of hazardous sites and uses, known to present risks to public health and safety, will be restricted to ensure that there are no unacceptable risks to people or to nature conservation or other environmental interests.*

*When the opportunity arises, particularly through development proposals, remedial measures will be taken to address existing problems of land contamination or air quality.*

*To reduce future threats to public safety, vulnerable development will not be permitted within the defined coastal erosion zone which runs along the cliff tops from the District boundary west of Barton-on-Sea to Milford on Sea.*

*Development will be planned, designed and managed to create environments in which people feel safe, reducing the fear of crime and opportunities for anti-social behaviour. Encouragement will be given to incorporation of Secured by Design principles in new development and in the design of public spaces. Particular attention will be given to creating places that:*

- (a) have well-defined routes, spaces and entrances that provide for convenient movement without compromising security;*
- (b) are structured so that different uses do not cause conflict;*
- (c) provide adequate surveillance of publicly accessible spaces;*
- (d) promote a sense of ownership, respect, territorial responsibility and community;*
- (e) where appropriate, offer well designed security features giving physical protection;*
- (f) have a level of activity which is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times; and*
- (g) are managed and maintained to discourage crime in the present and the future.*

6.5.8 Secured by Design principles cover the nature of the physical environment, the nature of the social environment, and how the interaction between the two can be managed to reduce opportunities for crime and fear of crime. A core principle for new development is that all significant components of design, planning and layout must be considered in an integrated manner at an early stage so that potential conflicts between security and other major objectives can be discussed and resolved.

## **6.6 Flood Risk**

6.6.1 Significant parts of the plan area, including parts of Totton, Marchwood, Hythe, Lymington, Milford, Ringwood and Fordingbridge, lie in areas at risk from fluvial or coastal flooding (see Fig. 4 in Chapter 3). The Strategic Flood Risk Assessment indicates that existing flood defences are already below standard for current flood risks.

6.6.2 As a consequence of climate change significant parts of the plan area will be at increased risk from flooding as a result of the rise in sea levels and increased storminess. In considering new locations for development, to minimise future risks, it is important that development is avoided in areas currently at risk from flooding, or likely to be at risk as a result of climate change, or in areas where development is likely to increase flooding elsewhere.

- 6.6.3 In towns and villages already built in areas at risk from flooding, climate change may increase the risk of flooding. National Planning Policy provides detailed guidance on development in areas at risk from flooding. While directing new development to areas at least risk from flooding, it recognises that there are circumstances where it can be appropriate for new development to take place in areas where there is a flood risk. This includes new building on previously-developed land within our towns and villages. However, where such development takes place there will be a need to consider minimisation and management of future flood risk.
- 6.6.4 Natural habitats will also be affected by increased incidents of flooding as a result of climate change. Coastal habitats could be lost from inundation, particularly where coastal defence measures limit the natural migration of these habitats landward.
- 6.6.5 The policy for management of New Forest District Council's coastline is set out by two Shoreline Management Plans, which take a strategic approach to management of the shoreline. The frontage between Hurst Spit and Chewton Bunny is covered in the Hurst Spit to Durlston Head Shoreline Management Plan. The North Solent Shoreline Management Plan covers the coastal frontage between Selsey Bill and Hurst Spit. Shoreline Management Plans aim to determine and recommend sustainable coastal defence policy options to reduce flood and erosion risks to people, the developed and natural environments, and to identify habitat mitigation and compensation measures, including potential habitat creation sites. Compensation habitat will be delivered through the Environment Agency's Regional Habitat creation Programme.

### ***Policy CS6 Flood Risk***

***Flood risk will be taken into account at all stages in the planning process to avoid inappropriate development in areas at current or future risk from flooding, and to direct development away from areas of highest risk. Development should not worsen flood risk elsewhere.***

***Development may be permitted on previously-developed land within defined settlements which is at risk from flooding, provided:***

- (a) it is for uses which are not "Highly vulnerable"<sup>2</sup>;***
- (b) a site-specific Flood Risk Assessment demonstrates that the development will be safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall;***
- (c) the scheme incorporates appropriate flood resilience and resistance measures;***
- (d) appropriate flood warning and evacuation plans are in place; and***
- (e) new site drainage systems are designed taking account of events which exceed the design standard.***

***Developer contributions may be required towards publicly-funded flood alleviation schemes.***

***A sustainable and practicable approach to coastal protection and flood defence for the built-up areas, to a level consistent with predicted sea level rise and increased river flows arising from climate change, will be established. This will include identification of opportunities for managed retreat of the coastline where defence is no longer economic, or to provide for replacement habitats in mitigation for continuing to maintain some of the sea defences along the district's coastline.***

***Flood protection measures should minimise damage to nature conservation and biodiversity interests.***

***The use of surface materials which increase surface water run-off will be discouraged.***

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<sup>2</sup> See Table D.2 Planning Policy Statement 25: Annex D

## 6.7 Open spaces, sport and recreation

### The Current Situation

- 6.7.1 The Plan Area contains a wide range of sports, leisure and recreation facilities. There are District Council indoor sports facilities including swimming pools in all the main towns, some associated with schools and colleges, and a range of private clubs. In the smaller settlements, community halls provide a range of indoor leisure activities. The provision of indoor sports facilities within the Plan Area surpasses the minimum level of provision recommended by Sport England.
- 6.7.2 The Plan Area also caters for a wide range of outdoor recreational pursuits, including organised sports, walking, cycling, riding, sailing, fishing, golf etc. Most of the towns and larger villages have access to outdoor sports facilities, although standards of provision vary across the Plan Area. There are many areas of informal open space, again with variations in standards of provision. Most outdoor facilities are maintained by Town and Parish Councils, although a number are in private ownership. There is some joint use of school facilities.
- 6.7.3 The New Forest National Park and other Natura 2000 sites of national and international importance are valuable assets to the district for recreational and education purposes. The New Forest is used extensively for informal recreation (mainly walking and dog-walking) by residents of the Plan Area. However, overuse of sensitive areas could result in the loss of the biodiversity and geological features which makes them so valuable. The Habitats Regulations Assessment identifies this as a potential issue in terms of pressures on the vulnerable European habitats of the National Park, and identifies a need for mitigation in the form of provision of alternative natural green space for informal recreational use.
- 6.7.4 There is a Plan Area-wide shortage of equipped facilities for children and young people. Such facilities include traditional equipped playgrounds, spaces designed or well-suited for natural play, Multi-use Games Areas (MUGAs) for ball games, skateboard parks and places for young people to congregate safely.
- 6.7.5 Given the ageing structure of the Plan Area's population, there is also a need to provide places for gentle exercise and leisure activities – essential towards maintaining a full and healthy lifestyle – including pleasant places to stroll or walk the dog.

### What this strategy aims to achieve

#### A New Standard for Open Space

- 6.7.6 A new minimum standard for public open space of 3.5 hectares of public open space provision per 1000 population will assist the Council in the negotiation of new open space provision to support new development in the plan area. This standard has been developed from the PPG17 study commissioned by the Council. The standard comprises the 0.2 hectares per 1000 population of designed play spaces for children and young people, 1.25 hectares of formal recreational space per 1000 population and 2 hectares of informal open space per 1000 population. The proposals for major new country parks to cater for the recreation needs of the major development areas in the PUSH area, and to deflect recreational pressures from areas including sensitive parts of the New Forest, are likely to be better provided for outside the Plan

Area of this Core Strategy, in locations that can provide large enough attractions to have a real impact.

**More facilities for children and young people**

- 6.7.7 The provision of children's and young people's public open space is a priority for the Council as a significant shortage of facilities has been identified. The provision of children and young people's facilities will assist in the delivery of the Council's priorities for young people, as set out in Future Matters (The Sustainable Community Plan). The Council will work with developers and parish councils to secure new facilities for children and young people as part of new developments. In addition, new facilities will be provided in suitable locations within existing open spaces.

**Enabling access to underused sports facilities**

- 6.7.8 In order to help achieve better standards of outdoor sporting provision, the Council will work with LEAs, individual schools and local communities to make better use of school sports facilities outside school hours. The Council will work to secure community use agreements for these facilities. The use of these facilities will supplement public provision but will not be considered as contributing to the outdoor sport standard, unless long-term public access is guaranteed.

**Improving the quality of existing open spaces**

- 6.7.9 The quality of public open space has a direct impact on levels of use and enjoyment. Well-designed, well-maintained and safe areas of open space are a greater asset and resource for local communities. By contrast, poorly maintained areas may attract antisocial behaviour. There is potential to improve open spaces within each of the district's parishes. The Council will work with parish councils and local community groups to draw up a schedule of possible improvements, to be included within a Supplementary Planning Document. Developer contributions towards open space will then be directed towards these projects.

**Ensuring new open spaces are of a high standard**

- 6.7.10 Quality of public open spaces is the key to their success. It is important that new open spaces are designed to be accessible, attractive and useable. Any play equipment should be of good quality and durable. An open space should provide an area in which people can interact with both nature and each other. A Supplementary Planning Document will provide developers with guidelines on how to design spaces that people of all ages will enjoy using.

**Preserving and enhancing green infrastructure**

- 6.7.11 In addition to areas of designated public open space, green infrastructure (open areas, including informal open spaces, formal parks, gardens, woodlands, green corridors, waterways, street trees) is an important recreational resource within our towns and villages. It not only makes the places we live and work more attractive, but also provides a pleasant environment for casual leisure activities which contribute to healthier and more sustainable lifestyles, such as walking, exercising the dog and cycling. Trees, hedgerows, green spaces and corridors also provide links between natural habitats, and support greater biodiversity within towns and villages.
- 6.7.12 In order to help relieve pressure on sensitive parts of the New Forest, the Council will work with other local authorities (including the Partnership for Urban South Hampshire) on green infrastructure strategies in order to improve local access to informal open spaces, the countryside and the coast in less sensitive areas which are easily accessible to the present and future populations living in the major conurbations in South Hampshire and South East Dorset. This may potentially include the provision of a new country park to the east of the National Park (and outside of this Plan Area).

### ***Policy CS7 Open spaces, sport and recreation***

*The aim is to provide, as a minimum standard, the equivalent of 3.5 hectares of public open space per 1000 population within the district's towns and larger villages. This provision will be supplemented by support for the community use of sports pitches on educational land and by private provision.*

*There will be a presumption against any development that involves the loss of a sport, recreation or play facility except where it can be demonstrated that alternative facilities of equal or better quality will be provided in an equally accessible location as part of the development.*

*Improvements will be made to enhance recreation, play and sports facilities within communities. Outdoor opportunities to improve the physical fitness of all age groups will be enhanced by providing accessible green spaces within our towns and villages, especially where new development takes place, and by creating safe environments for walking and cycling within and adjoining our towns and villages, where access is compatible with environmental designations.*

*The improvement of play, sports and other public open space provision will be implemented in the following ways:*

- (a) through the identification of new sites in other Development Plan Documents;*
- (b) through requiring all new residential developments to make provision for appropriately designed public open space, either through on site provision of new open space or by financial contribution to enhance or create off-site provision and management of public open space (based on a minimum level of provision of 3.5ha per 1000 population);*
- (c) through requiring all new residential developments on sites of 0.5ha or over to provide appropriately designed informal public open space on site and to include the provision of designed good quality play spaces;*
- (d) through giving priority to addressing the shortfall in the provision of play spaces designed for children's play and young people;*
- (e) by creating new designed play spaces for children and young people within existing informal open spaces;*
- (f) through the protection and improvement of existing facilities, including changes in open space management to address specific community needs;*
- (g) through securing more community use agreements with schools; and*
- (h) through improving informal leisure opportunities created by green infrastructure within settlements.*

*New open space provision should contribute to wider open space objectives, including enhancing local biodiversity and healthy lifestyles.*

*Allocations will be made for additional provision of new allotment gardens, to meet local needs identified through community plans.*

*The Council will work with the Partnership for South Hampshire (PUSH), the National Park Authority and other local authorities to develop Green Infrastructure Strategies; and with landowners and local communities to preserve and enhance green infrastructure and green links between open spaces.*

6.7.13 A Supplementary Planning Document will provide further guidance on the design of new open spaces and designed play spaces for children and young people.

## 6.8 Community Services and Infrastructure

6.8.1 Community services and facilities include education, health and social services, public and emergency services, village halls, community buildings, social clubs, libraries, cultural facilities, places of worship, allotments and cemeteries. Paragraph 3.1.6 and Background Paper 11 sets out the existing provision.

### **Water supply and waste water**

6.8.2 The Plan Area is well supplied with water as it contains large reservoirs at Blashford Lakes which draw water from the River Avon, and Testwood Lakes which draw from the River Test. It is understood that water supply is adequate to serve current and future needs in the Plan Area.

6.8.3 Waste water in the District is dealt with by Southern Water and Wessex Water. Some rural areas still rely on septic tanks. There are treatment works within the District, for example at Slowhill Copse, Marchwood, Ashlett and Pennington. These are understood to be adequate to serve current and future needs.

6.8.4 The term “infrastructure” is used to refer to all of the social, physical and “green” facilities needed for the proper functioning of the Plan Area and the communities within it, having regard also to the interaction with the surrounding areas. Some aspects of infrastructure have already been dealt with in other policies (e.g. in Policy CS7 above).

6.8.5 The population of the Plan Area is expected to decline during the Plan period (see paragraph 3.3.1). The amount of new development proposed in this Core Strategy is a relatively small increase in the amount of existing development in the Plan Area. The future housebuilding rate will be less than a half of that in recent year, and only about one-eighth of the peak local housebuilding rate in the early 1980s. In this context, and in line with the approach in the South East Plan, the approach towards infrastructure is based on making the most of the capacity of existing infrastructure, encouraging behavioural change where this will enable more efficient use of the existing infrastructure, remedying any major deficiencies in existing infrastructure and ensuring providing new infrastructure that is needed to serve the limited amount of new development proposed in this Core Strategy.

6.8.6 In Chapter 7, the spatial strategy sets out the key elements of infrastructure proposed in this Core Strategy. The Core Strategy Implementation Plan summarises the key responsibilities and actions for delivery.

### ***Policy CS8 Community Services and Infrastructure***

*New Forest District Council will work with service and infrastructure providers with the aim of ensuring the delivery of adequate infrastructure and services, as set out in the Delivery Plan (see Background Paper 34), to serve existing and proposed development in the plan area and support the local economy, ensuring that any adverse impacts arising are minimised, and that decisions on the provision of such infrastructure are taken on the basis of environmental sustainability as well as cost. Attention will be given to addressing the needs of areas of particular social deprivation.*

*Proposals for new and improved health care, education and social facilities that result in improvements in meeting the needs of the Plan Area’s population will be supported. These facilities should be well*



*related to public transport infrastructure, and should provide high standards of accessibility to all sectors of the community. In rural communities and other areas with poor public transport, support will be given to innovative schemes to secure the local delivery of public services. Delivery of some services through the use of mobile services and technology will be encouraged where this results in better local provision.*

*There will be a presumption against any development that involves the loss of education, health, social and other publicly provided community services, except where it is part of a service provider's plans to provide improved local services in equally accessible locations.*

*Suitable alternative uses, and environmental improvements, will be sought for major built infrastructure that has reached the end of its useful life (including Fawley Power Station if it should be decommissioned).*

## 7 Spatial Strategy

### 7.1 The Basis of the Spatial Strategy

- 7.1.1 This section sets out the spatial strategy for development and related matters over the plan period (2006 – 2026). In particular there is a focus on housing and on employment and commercial development, as these will be the main forms of development that will continue to shape our communities. The factors which have influenced the spatial strategy for the plan area are discussed below.
- 7.1.2 Key factors that have influenced the spatial strategy are:
- (a) Sustainable development principles (as set out above in Chapter 6), including the aim to protect and enhance the character of towns and villages, and the need to minimise flood risk and other hazards;
  - (b) The role of the Plan Area within the wider sub-region – between the New Forest National Park and two major conurbations in South Hampshire and South East Dorset, taking on board the strategic requirements for housing and employment development (as set out in the South East Plan) and the PUSH strategy that includes the Totton and Waterside areas;
  - (c) The needs of local people;
  - (b) The Core Strategy vision and objectives (as set out in Chapter 5);
  - (c) The environmental designations that affect much of the Plan Area (as set out in Chapter 2), including respecting the National Park and avoiding significant harmful impacts on it;
  - (d) The established settlement pattern of towns and villages;
  - (f) Transport and other infrastructure;
  - (g) The Sustainability Appraisal, Strategic Environmental Assessment and Habitats Regulations Assessment (See Background Papers 33, 30)

#### **The Established Settlement Pattern**

- 7.1.3 The established settlement pattern is clearly a significant factor in considering the location of future development. As described in Chapter 3, the plan area is unusual in shape, with the New Forest National Park Authority being the Planning Authority for the parts of New Forest District lying within the National Park boundary. This has left a plan area that divides into three distinct parts:
- In the east -Totton and the Waterside Parishes
  - In the south – the coastal towns (New Milton and Lymington) and villages
  - In the west – Ringwood, Fordingbridge, the Avon Valley and the downlands villages.
- 7.1.4 Within each of these parts of the plan area there are larger towns which are well established centres for the local economy and service provision, and are where most of people live. There are also smaller settlements within each area. These tend to provide a more limited range of services, facilities and job opportunities, and look towards the larger nearby towns for a wider range of provision.

#### **Settlement hierarchy**

- 7.1.5 A “settlement hierarchy” is useful as a basis for locating new development in a sustainable way, where local services will be available and the need to travel is minimised. The towns and larger villages in the Plan Area have been classified into a settlement hierarchy based on the availability

within the settlement, or ease of access to, the following services (see Background Paper 11 for more detail):

- Shops (convenience goods) and Post Office
- Leisure and community facilities
- Education facilities
- Health care facilities (doctors, dentists, pharmacies)
- Local employment (ratio of economically active population to jobs in the ward within which the settlement is located)
- Public transport.

7.1.6 Policy CS9 below sets out the defined Settlement Hierarchy, and the associated broad approach to development in each of the levels of settlement. This settlement hierarchy is based on the existing situation, but also reflects the reality that the limited amount of new development to be accommodated within the plan area is unlikely to generate a need for major changes to local services or infrastructure provision. In addition no major changes are planned by providers of services and facilities which could have an impact on the established settlement hierarchy.

### ***Policy CS9 Settlement Hierarchy***

*The settlement hierarchy is defined as follows:*

- *Level 1 - Larger towns and service centres - Totton & Eling, Hythe & Dibden, Lymington and Pennington, New Milton and Barton on Sea, and Ringwood are the main towns with a wide range of employment, facilities and services. These are the most sustainable locations for most new development (consistent with maintaining and enhancing their character) in terms of access to local services and facilities.*
- *Level 2 - Small towns and employment centres - Fordingbridge is a smaller town with a limited range of services, and Marchwood has a significant employment base. Both settlements would be suitable locations to accommodate some new development, consistent with maintaining and enhancing their character.*
- *Level 3 – Defined villages - Ashford, Blackfield & Langley, Bransgore, Everton, Fawley, Hardley and Holbury, Hordle, Milford and Sandleheath provide a limited range of local services and may be appropriate for limited local development. These villages have been defined previously through Local Plans as “built-up areas” primarily because the nature and extent of built development suggests the potential for some further small scale development within them provided it is consistent with maintaining and enhancing their character. Most have access to local facilities and workplaces.*
- *Level 4 - Breamore, Damerham, Ellingham, Harbridge, Ibsley, Martin, Rockbourne, Sopley and Whitsbury are rural villages of a dispersed, rural nature, with limited access to facilities and workplaces. In these villages, which are not defined as “built-up areas”, but rather in terms of planning policy are considered as ‘countryside’ in this strategy, development will be limited to that which is appropriate to rural areas.*

## **The Strategic requirement for housing and employment development and the needs of local people**

### **(a) Housing**

7.1.7 Plan Objective 3:Housing includes “To provide for additional housing within the Plan area to meet at least the requirements of the South East Plan for New Forest District outside the National Park (3,920 additional dwellings 2006-2026 which is equivalent to 196 additional dwellings a year)”.

- 7.1.8 The second element of Objective 3: Housing is “to ensure that new housing provision is as far as possible directed towards addressing local housing needs, in terms of type, tenure and location, and in particular the needs of local people for housing which is affordable”. This has been a major consideration in drawing up the spatial strategy. The Core Strategy must be in general conformity with the South East Plan, but is not limited to the minimum housing requirement of the South East Plan if more development is needed in order to provide for local affordable housing needs. The South East Regional Assembly, who have the responsibility for assessing general conformity, have confirmed in response to the consultation on the “Preferred Options” that the approach set out in this Core Strategy is in general conformity. Key considerations are that the development levels proposed must be based on the vision and objectives of the plan, must tie in with the principles of sustainable development, and must not create unacceptable impacts either within the Plan area or within neighbouring areas (including the National Park), taking account of mitigation measures.
- 7.1.9 The affordability of housing for local people has been a key issue in New Forest District for over twenty years. Planning policies to secure affordable housing as part of developments of market housing, and ‘rural exceptions’ policies to provide affordable housing for local people in rural communities, are well established.
- 7.1.10 The Strategic Housing Market Assessment (DTZ Final Report Nov.2007 Background Paper 24) has shown that, with a ‘house price to earnings ratio’ of 11:1 (ratio of lower quartile house prices to lower quartile earnings in 2006), two-thirds of newly forming households cannot afford to buy or rent in the market. An estimated 470 - 580 households a year fall into housing need. At May 2008 over 5,200 households had housing applications registered in New Forest District. (4383 in high priority or priority need. 84% had a local connection.) The Strategic Housing Market Assessment estimates a minimum annual need for 660 additional social rented homes in New Forest District.
- 7.1.11 In addition to social rented housing, intermediate affordable housing options, such as shared equity products, can meet the housing needs of some households. While absolute numbers are relatively small, in New Forest District only 14% of households that had registered an interest in intermediate housing were also registered on the local authority waiting list.
- 7.1.12 Increasing the supply of affordable housing in New Forest District is a priority of the Local Strategic Partnership’s Sustainable Community Strategy (Future Matters). The target in the Housing Strategy Action Plan is to start to build 100 new affordable homes per year, including 10 in rural areas.
- 7.1.13 The Council’s targets for affordable housing provision do not attempt to address the full scale of housing need within the District. They are set at a level which takes a realistic view of what may be achieved given the likely availability of resources and opportunities, and recognising the significant environmental constraints within the plan area.
- 7.1.14 Given the extent of the need for affordable housing in the Plan Area, the options appraised at the “Preferred Options” stage were not therefore limited to the housing requirement set out in the South East Plan.
- (b) Employment land**
- 7.1.15 With regard to the economy, Plan Objective 4: Economy includes “To foster the well-being of the local economy, facilitating a healthy and growing local economy without fuelling wider development pressures in the area.....” The South East Plan does not give any specific

quantitative requirement for employment development in the Plan Area, but requires the provision of a range of sites and premises accessible by a variety of transport modes, with a focus on urban areas and the re-use of previously developed land.

- 7.1.16 Assessing how much employment land is needed over the Plan period (20 years) is not easy. An assessment based on the needs of current employers is not very meaningful, as it would be unrealistic to expect employers to predict their requirements this far ahead. However, research carried out does indicate the need for more employment sites if local employers are to meet their expansion needs (see Background Papers 16 and 19).
- 7.1.17 One indication of future employment land needs is given by past rates of development (see Background Paper BP7). To continue 1989-2006 rates of employment land development over the future Plan period (2006-2026) would require some 37 hectares of additional employment allocations (some 19 hectares in Totton and Waterside; some 14 hectares in the southern part of the Plan area; and some 4 hectares in the Ringwood/Fordingbridge areas). However, these figures should be treated with great caution as past rates of development have been affected by the availability of land and other economic factors. They are a very crude indicator of potential need and there are other factors which suggest that simply planning for a continuation of past rates might not be appropriate. These factors include:
- given that there are generally low rates of unemployment across the Plan Area, and that the economically active population is expected to decline significantly (-10%) over the plan period, major additional employment development would add to housing pressures;
  - increased emphasis on retaining and reusing existing employment sites, and on attracting higher value employment uses including those which are based on office/design studio/product test areas etc, all of which tend to use land more intensively and therefore means that more employment needs could be met on existing sites;
  - the future proposed housebuilding rate is very much lower than in the past and, unlike in the past, the resident economically active population of the Plan Area is projected to fall;
  - in neighbouring districts and within a short distance of the Plan Area boundaries there are large employment centres and developments that could also provide both employment opportunities for residents in the Plan Area, and sites for local firms (see Background Paper 17 'Employment Allocations in Adjoining Districts).
- 7.1.18 The eastern part of the Plan Area, Totton and the Waterside, is within the PUSH (Partnership for Urban South Hampshire) area, for which the PUSH group of authorities has produced guidance on employment land/ floorspace requirements, based on the requirements for employment development in the PUSH area in the South East Plan. The PUSH guidance indicates that Totton and the Waterside should provide for approximately 16,000 sq.m of additional offices, (B1 uses) which will need some new allocations in the area. There is no requirement for additional general industrial sites (B2 uses) beyond existing sites and allocations. The guidance indicates a requirement for an extra 10,000 sq metres of additional warehousing/storage (B8) space beyond the existing supply. This provision will be met by more intensive use of existing sites which are currently in warehousing and/or open storage use, and not by the allocation of new greenfield sites.
- 7.1.19 With regard to town centre uses, research commissioned by the Council (See Background Papers 12,12a,12b,12c and 12d) has concluded that there is some limited scope for additional retail and related development in the four main town centres (Totton, Lymington, New Milton and Ringwood). These conclusions are taken on board in the spatial strategy set out in this Chapter.

- 7.1.20 Two sites have already been identified in previous plans for possible development in the longer term. These are at Crow Lane, Ringwood (reserve site for up to 7 hectares residential development and up to 3 hectares employment development) and at Durley Farm, Hounsdown (reserve site for up to 7 hectares residential development).

## 7.2 The Overall Spatial Strategy

- 7.2.1 The spatial strategy is a refinement of the proposed strategy consulted on at the “Preferred Options” consultation stage of preparing this Core Strategy. A full description of this “Preferred Option” and of the other spatial options appraised and consulted on, can be seen in the “Preferred Options Consultation Document, October 2007”, and its Appendices and Background Papers. (Background Paper 7).
- 7.2.2 The development of the spatial strategy has been informed in particular by:
- Sustainability Appraisal (including Strategic Environmental Assessment)
  - Habitats Regulations Assessment;
  - Transport assessment
  - Strategic Housing Market Assessment
  - Employment Land Review
  - Affordable Housing Economic Viability Assessment
  - Recreation, Sport and Open Space Assessment
  - Town Centres Strategy Study
  - Strategic Flood Risk Assessment
  - Strategic Housing Land Availability Assessment.
- 7.2.3 The spatial strategy recognises that the plan area is divided into distinct areas with their own local needs – many of which need addressing locally rather than in other parts of the plan area.

### ***Policy CS10 The spatial strategy***

*The spatial strategy is to provide for sustainable development to help meet the needs of local communities and the local economy by:*

- (a) locating new residential development, (in accordance with the settlement hierarchy set out in Policy CS9) primarily within the towns and larger villages, and in doing so securing the provision of affordable housing which meets the local need, and ensuring it retains and enhances the settlement’s character in accordance with Policy CS2;*
- (b) securing the continued provision of a good range of community facilities and services and leisure facilities within the towns and villages, in accordance with Policy CS8, appropriate to their role in the settlement hierarchy set out in Policy CS9;*
- (c) ensuring that development is accessible by both car based and other transport modes whilst ensuring that any adverse impact of traffic and parking is minimised (as set out in Policy CS24).*
- (d) ensuring through development management and the provision of appropriate mitigation measures that the local impacts arising from developments are acceptable, whether on the local services and infrastructure or on sensitive areas of nature conservation value (as further developed in Policy CS25);*
- (e) providing for a minimum of 3,920 new dwellings within New Forest District between 2006 and 2026 through:*
  - (i) the completion of existing permissions and allocations;*

- (ii) residential development within the defined towns and villages where it is consistent with maintaining and enhancing their character and quality of life and complies with the criteria in Policies CS1 and CS2;*
- (iii) the allocation of new greenfield sites for 250 dwellings as set out in Policy CS11.*
- (f) in addition, making additional provision for up to 850 dwellings within the Plan area (2006-2026) on sites adjoining the towns and larger villages that provide an exceptional contribution towards addressing identified local affordable housing needs (as set out in Policy CS12);*
- (g) meet the requirement for pitches for gypsy and travelling showpeople through Policy CS16;*
- (h) retaining existing employment and business sites and allocations for employment uses ( as set out in Policy CS17)*
- (i) encouraging the intensification of the use of existing employment sites where possible, and the presence of knowledge-based industries (as set out in Policy CS 17);*
- (j) having a flexible approach to small businesses (e.g. knowledge-based/design) which are compatible with adjoining land uses ( as set out in Policy CS17);*
- (k) providing new opportunities for employment development in each of the three parts of the Plan Area, (as set out in Policy CS18);*
- (l) supporting the local tourism industries, as set out in Policy CS19;*
- (m) maintaining and enhancing the vitality and viability of centres within the Plan Area to support the following hierarchy of shopping centres ( as set out in Policy CS20);*
  - Town centres: Lymington, New Milton, Ringwood and Totton, which will complement the larger regional/sub-regional centres by providing for bulk convenience food shopping and will provide a reasonable range and choice of comparison shopping facilities and other services;*
  - District centres: Hythe and Fordingbridge, which will complement the four main towns by catering for bulk convenience shopping and services, but will provide a more limited range of comparison shopping;*
  - Village and Local centres: the rest, which will serve small localised catchment areas – catering for basket and top-up shopping trips and provide some local services;*
- (n) securing the future of the rural area's and countryside as set out in Policies CS20(f), CS21 and CS22;*
- (o) retaining and supporting the Green Belt (as illustrated on the Key Diagram) in order to:*
  - check the sprawl of the built-up areas of Lymington, Hordle, Everton, Milford, New Milton, Bransgore and Ringwood and prevent these settlements from merging;*
  - safeguard the countryside and coast from encroachment by built development;*
  - preserve the setting of towns and villages, in particular the historic towns of Ringwood and Lymington.*

*Limited, small scale changes to the boundary of the Green Belt adjoining defined settlements will be considered in a review of the Green Belt inner boundary in a subsequent Development Plan Document. Boundary changes will be considered where they are necessary to meet the local housing need or employment land needs which could not otherwise be met, as set out in Policies CS12 and CS18. This review will adopt a longer time horizon than the Plan period (2006-2026) and will look ahead to 2031 as required by the South East Plan.*
- (p) maintaining Local Gaps between the following settlements (as illustrated on the Key Diagram) in order to protect their setting and distinctiveness, to prevent coalescence and in the case of those between the Waterside settlements, to maintain valuable countryside links between the National Park and the coast of Southampton Water:*
  - Totton and Marchwood*
  - Marchwood and Hythe/ Dibden*
  - Hythe and Fawley*

- *Fordingbridge and Ashford*
- *Ashford and Sandleheath*

*The detailed boundaries of these gaps will be defined in a subsequent Development Plan Document, based on the existing defined gaps in the adopted Local Plan, but having regard to the development requirements of this Core Strategy;*

- (q) *securing appropriate management and use of the coast and countryside. (See Policies CS1, CS3, CS6, CS7, CS17)*

7.2.4 The Spatial Strategy is illustrated on the Key Diagrams (Figure 1 and Section 9).

7.2.5 In pursuit of this overall spatial strategy, the Core Strategy policies are set out below in the following order:

- (i) housing,
- (ii) employment and business,
- (iii) tourism,
- (iv) town, village and local centres,
- (v) rural areas and the countryside.

7.2.6 With new development focused on existing towns and villages, the spatial strategy also seeks to maintain the distinct identity of settlements. Continuing to maintain the Green Belt and important Local Gaps between settlements therefore forms part of the spatial strategy. The extent of the Green Belt in the Plan Area is described above in paragraph 3.2.7, and the background to designation of important local gaps is set out in paragraph 3.2.10 above. National policies for Green Belts PPG2 'Green Belts' set out what type of development is appropriate within them and this national policy will apply to the Green Belt in the Plan Area. It will also be important to ensure there is positive management of land on the rural-urban fringe to secure and maintain appropriate land uses and avoid dereliction.

## 7.3 Housing (including Affordable Housing)

7.3.1 This section expands on Policy CS10 and deals with other aspects of the spatial strategy for housing.

### The distribution of housing between towns and villages

7.3.2 Housing development that has already taken place, permissions already granted and allocations already made, together with some new development within the towns and villages compatible with maintaining and enhancing their character and quality of life will provide for some 3,670 additional dwellings over the Plan period (2006-2026). The details of this housing land supply are set out in the Strategic Housing Land Availability Assessment (SHLAA) (Background Paper 21). This is 250 short of the South East Plan requirement for the Plan Area. To meet the minimum housing requirements of the South East Plan of 3,920 additional dwellings between 2006 and 2026, additional housing provision in the form of greenfield allocations will be made for some 250 dwellings. This is provided for in Policy CS11.

### ***Policy CS 11 New housing land allocations***

*Provision will be made for new housing development, post 2020, by allocation of land for residential development at:*

- a) Crow Lane, Ringwood, for 150 dwellings, and*
- b) Durley Farm, Hounslow, Totton for 100 dwellings.*



*These site allocations may be considered for development, in total or in part, prior to 2020 if the requirements for affordable housing of Policy CS15(b) are complied with.*

*At least 50% of the dwellings will be for affordable housing, in accordance with Policy CS12. New areas of public open space, to the full standard set out in Policy CS7 will be provided on site and will include designed and equipped areas for children's play. Site specific Transport Assessments will be required.*

#### ***Crow Lane, Ringwood***

- *Access to the residential development should be via a new road linking to Embankment Way and should include provision of a segregated cycleway.*
- *The layout of development should be designed to incorporate a road which, in the longer term, is capable of forming part of a possible future new road linking Christchurch Road to the A31, passing through the site from southwest to northeast. This section of road should be completed to the site boundaries to a timescale agreed with the local planning authority. Until the new road is completed from Christchurch Road to the A31, there should be no new vehicular access (except for buses, cycles and emergency vehicles) from this site to Crow Lane. The site layout should be designed to enable, in the longer term, development in this area to link directly into the new road linking Christchurch Road to the A31.*
- *The development should provide:*
  - *appropriate links for pedestrians, cyclists and emergency vehicles from the site to nearby residential and employment areas; and*
  - *required traffic restriction measures in the Eastfield Lane/ Hightown Road area; and*
  - *appropriate funding of mitigation measures necessary to address traffic impact of the development on the A31 and the local road network.*
- *The development should incorporate design measures, including appropriate landscaping, to ensure compatibility between the development and adjoining uses (which includes employment development) and to safeguard residential amenity.*

#### ***Durley Farm, Hounsdown, Totton***

*The site layout should:*

- *safeguard the nature conservation value of the SINC designated on part of the site;*
- *retain and protect existing trees and hedgerows within the site;*
- *provide for access by bicycle and on foot to the land to the east and for pedestrian, cycle and (if appropriate) general traffic access to the A35 Main Road to the west.*
- *incorporate design measures, including appropriate landscaping, to ensure compatibility between the development and adjoining uses and to safeguard residential amenity. Landscaping works will be required to the boundaries of the site with the Totton western bypass and with land to the west, in order to screen the development from the New Forest and protect new dwellings within the site from excessive traffic noise.*

7.3.3 Detailed guidance for the development of land at Crow Lane and land at Durley Farm will be set out in Supplementary Planning Documents or site briefs. This will supplement the development criteria set out above, including dealing with appropriate mitigation measures to address traffic and environmental impacts.

7.3.4 The Land at Durley Farm Supplementary Planning Guidance, adopted in 1999 will be revised.

7.3.5 Both sites to be released for new housing development under policy CS11 had previously been identified as reserve housing sites in the New Forest District Local Plan First Alternation, adopted in August 2005.

- 7.3.6 Beyond the greenfield site allocations referred to above, further releases of greenfield sites are not expected to be needed to meet the minimum requirements of the South East Plan. However, the spatial strategy seeks to properly address the lack of affordable housing for local people. This additional provision will provide additional certainty that the South East Plan requirement will be met. The strategy is therefore to give scope over the 20 year plan period, for further limited opportunities for residential development, within or on the edge of the towns and larger villages, specifically to help address a local communities' need for affordable housing. Policy CS12 identifies the potential level of this additional provision at each of the main settlements and suggests that the maximum additional provision could be in total up to 850 dwellings over the 20 year period. Windfall residential developments that occur within the plan period, but which have not been planned for in this strategy, will be taken into account when assessing the actual level of this additional provision.
- 7.3.7 This strategy is based on cautious approach towards redevelopments and “windfall” sites, taking account of the implications of Policy CS2 in particular, which is likely to result in significantly lower rates of development in the towns and larger villages than in recent years. The spatial strategy assumes that, within the towns and villages, a combination of higher design quality requirements and greater emphasis on maintaining and respecting local character will reduce future housing supply from infilling, garden development and higher-density redevelopments, but this will enable other plan objectives to be met. The Council has established appropriate monitoring systems ( as described later in Chapter 10) and will closely monitor the situation of development in the towns and villages; and if necessary will apply appropriate contingency measures (based on the possible additional provision described in Policy CS12 below) to ensure that an adequate housing land supply is maintained to meet the overall South East Plan requirements, and to meet the requirements for a 5 years housing land supply set out in PPS3.

***Policy CS12 Possible additional housing development to meet a local housing need***  
***Additional sites will be identified adjoining the main towns and larger villages to allow for housing to specifically address identified local needs for affordable housing which will not otherwise be met. These sites will be identified through subsequent Development Plan Documents and working with local communities.***

***These sites could provide for:***

- (a) up to around 50 dwellings at Totton [in addition to the 100 dwellings proposed under Policy CS10(e)(iii)]***
- (b) up to around 150 dwellings at Marchwood***
- (c) up to around 50 dwellings at Hythe***
- (d) up to around 150 dwellings at Lymington***
- (e) up to around 150 dwellings at New Milton***
- (f) up to around 100 dwellings at Fordingbridge***
- (g) up to around 200 dwellings in total from small sites at the smaller defined villages provided from sites of:***
  - up to about 30 dwellings at each of Blackfield and Langley, Hardley and Holbury, Fawley, and Milford on Sea ,***
  - up to around about 10 dwellings at each of Hordle, Everton, Bransgore, Ashford and Sandleheath***

***The total provision under this policy during the period 2006-2026 should not exceed around 850 dwellings.***

*Development permitted under this policy will be subject to the affordable housing contribution requirements set out in Policy CS15(b) below.*

7.3.8 Table 1 below, sets out the distribution of the additional housing between the various towns and villages, on the basis of the proposals in Policies CS10 and CS11. Columns (a) to (f) demonstrate how the requirements for the Plan Area in the South East Plan are met. Further detail is given in the Strategic Housing Land Availability Assessment (Background Paper 21). Column (g) sets out the possible additional provision in order to address local affordable housing needs that would not otherwise be provided for, and to give some flexibility and contingency provision in meeting the South East Plan requirements.

**Table 1: Proposed Housing Distribution April 2006 – March 2026**

Settlement	(a) Already developed 2006-2008	(b) Large site commitments @ April 2008	(c) Large urban potential	(d) Small urban potential	(e) New allocations based on reserve sites	(f) Total 2006-2026	(g) Possible additional provision to address local affordable housing needs
Totton & Eling	75	350	150	140	100	815	Up to 50
Marchwood	40	10	40	30	0	120	Up to 150
Hythe & Dibden	125	90	40	90	0	345	Up to 50
Holbury, Fawley & Blackfield	30	100	20	90	0	240	* See below
<b>Plan area east sub-total</b>	<b>270</b>	<b>550</b>	<b>250</b>	<b>350</b>	<b>100</b>	<b>1520</b>	
Lymington & Pennington	165	460	65	210	0	900	Up to 150
Milford-on-Sea	30	0	10	50	0	90	* See below
Hordle & Everton	15	0	10	75	0	100	* See below
New Milton	125	185	70	290	0	670	Up to 150
<b>Plan area south sub-total</b>	<b>335</b>	<b>645</b>	<b>155</b>	<b>625</b>	<b>0</b>	<b>1760</b>	
Bransgore	15	0	20	25	0	60	* See below
Ringwood	65	30	30	190	150	465	
Fordingbridge	25	0	10	55	0	90	Up to 100
Ashford & Sandleheath	5	0	0	20	0	25	* See below
<b>Plan area west sub-total</b>	<b>110</b>	<b>30</b>	<b>60</b>	<b>290</b>	<b>150</b>	<b>640</b>	
Possible additional developments at smaller settlements							*Up to 200 in total
<b>Total</b>	<b>715</b>	<b>1225</b>	<b>465</b>	<b>1265</b>	<b>250</b>	<b>3920</b>	<b>Up to 850</b>

**Notes**

- (a) Number of dwellings completed (net of losses) between April 1st 2006 and March 31st 2008
- (b) Existing allocations and sites of 10 or more dwellings with planning permission which were either not started or were under construction at April 1st 2008 (discounted by 5% to allow for an element of non-delivery)
- (c) Dwellings in sites within settlements identified through the SHLAA which offer potential for 10 or more dwellings (includes sites permitted since April 1st 2008)
- (d) Additional dwellings on sites of less than 10 dwellings anticipated within settlements (including unimplemented small site planning permissions)
- (e) Previously identified reserve sites at Totton and Ringwood to be allocated
- (f) Total provision proposed to meet the South East Plan requirement
- (g) Indicative figures of maximum additional provision to address local affordable housing needs

7.3.9 The overall South East Plan requirement for 3,920 additional dwellings 2006 -2026, (or an annual average of at least 196 dwellings) is clearly met (see column (f) in the table above). There is a slight variation, in the minimum provision, in meeting the separate South East requirements for the two parts of the Plan Area:

- minimum provision proposed in the South Hampshire Plan Area is 1,465 dwellings as compared with the South East Plan requirement for 1,540;
- minimum provision proposed in the “rest of the District outside the National Park” is 2,455 dwellings as compared with the South East Plan requirement for 2,380.

- 7.3.10 The District Council does not consider this slight variation to be of importance, given that the overall South East Plan requirement for the Plan Area is met, and the additional provision allowed for in column (g) of the table above will allow for the South East Plan requirements to be easily met for the separate parts of the Plan Area.
- 7.3.11 Local communities will be involved in the consideration of possible sites for the possible further provision set out in column (g), in particular through the involvement of subsequent Development Plan Documents and through the production of Town and Village Plans. The figures given for possible additional provision in column (f) should be treated as indicative figures of the maximum additional provision, rather than as prescriptive figures or targets.
- 7.3.12 Taking into account the proposed allocation of the previous “reserve sites” at Ringwood and Totton, all of the towns in levels 1 and 2 of the settlement hierarchy (Policy CS9) have possible additional provision of 150 dwellings, except for Hythe and Fordingbridge which have lower indicative figures having regard to the likely difficulties in finding suitable sites and the size of the settlements.
- 7.3.13 The smaller defined villages have possible additional provision of up to about 30 dwellings at the larger Waterside settlements or up to 10 dwellings at the smaller settlements in the coastal Green Belt or west of Fordingbridge, where there are existing Local Gaps. The review of detailed Green Belt boundaries (Policy CS 10(o)) and the definition of Local Gap boundaries (Policy CS10(p)) through a subsequent Development Plan Document(s) will be co-ordinated with consideration of suitable sites to provide for possible development as set out in column (g) of the table above.

#### **Addressing housing provision to meeting local needs, including affordable housing**

- 7.3.14 Local housing needs have been assessed from:
- demographic trends, which indicate increasing proportions of smaller households and of older people; (See Section 3.3)
  - The findings of the Central Hampshire & New Forest Strategic Housing Market Assessment (SHMA) (Background Paper 24).
  - the District Council’s Homeseach Register, which indicates a need for affordable family houses;
  - Annual monitoring.
- 7.3.15 The strategy aims to ensure that the new homes provided address the needs of local people, including those unable to afford to purchase their own home. The new dwellings to be built over the plan period will be a very small proportion of the total housing stock. It is therefore important that the types and sizes of housing built should reflect priority local needs as far as possible. Maximising the number of additional affordable homes provided within the overall new dwelling provision planned for is a key priority of the Core Strategy. Where it is economically viable to do so, the Council expects all new residential development to make some form of contribution towards addressing the local need for additional affordable housing. Meeting the needs of families is the most pressing priority need.

- 7.3.16 The new dwelling stock which will be built over the plan period should, like the existing stock, provide a variety of dwelling types and choices. However, all new dwellings should be built to very high environmental standards, minimising energy and resource use, both in their construction and subsequent use. They should also be designed to be flexible to the needs of their occupiers, and capable of being adapted to a household's changing needs.
- 7.3.17 The Strategic Housing Market Assessment (Background Paper 24) suggests a need for mainly one and two bedroom properties and a smaller number with three bedrooms, but recognises that because a significant proportion of the growth in single person households in the area will be elderly households, the requirement for small dwellings may be overstated. There is not a strong relationship between household size and dwelling size; for example, many of the single person households will be older people continuing to occupy their family homes. Simply building only small dwellings in the district over the plan period is unlikely to provide for all future households' housing needs or aspirations.
- 7.3.18 The strategy also aims to ensure that additions to the dwelling stock provide accommodation that is flexible to a household's changing needs. Over the period covered by the plan it is likely that all new dwellings will be required to meet 'lifetime homes' standards, making them more functional for everyone including families, disabled people and older people, and enabling cheaper and simpler adaptations. Small properties, in particular flats, often provide inflexible accommodation which may only meet a household's needs for a short period. Small houses offer more potential for adaptation to meet the changing needs of the occupiers.
- 7.3.19 The southern coastal area is a popular location for retirement, and is well provided already with sheltered housing and care homes. However, this is leading to a local population structure that contains a significantly higher than usual proportion of elderly people. Building more homes specifically catering to the needs of the elderly would be likely to encourage further retirement migration into the area. Increasing the provision of homes specifically for the elderly is not a housing priority in this part of the Plan Area.

### ***Policy CS13 Housing types, sizes and tenure***

*All new residential development should address the housing needs of local people by:*

- (a) maximising the provision of additional affordable housing within the overall provision of new residential development;*
- (b) ensuring new residential development includes housing suitable for newly forming local households;*
- (c) requiring dwellings, including small dwellings, to be designed to provide flexible accommodation which is capable of future adaptation; and*
- (d) providing additional family housing in the social-rented sector.*

- 7.3.20 The extent of the need for affordable housing was set out above (paragraphs 7.1.9 to 7.1.14). An important element of the strategy is to make best use of available opportunities to make provision for affordable housing as part of the general housing development that takes place in the plan area. To do this it is necessary to ensure that where it is economically viable to do so, all new residential development makes a contribution to enhancing the supply of affordable homes within the plan area.
- 7.3.21 The Council has commissioned extensive research looking at the issue of the economic viability of affordable housing provision. (See Background Papers 25 and 26). This has shown that while it is not viable for all new housing development to make provision for affordable housing, there is

significant potential to secure additional affordable housing from many residential development sites which previously had not been required to contribute towards affordable housing.

- 7.3.22 It is expected that the provision of affordable housing as part of the development will normally be economically viable for all developments falling within the scope of Policy CS14. However, it is recognised that circumstances vary, and it will be up to developers to clearly demonstrate why any deviation from Policy CS14 is necessary. This will be tested using an economic viability assessment toolkit which will examine specific site viability, based on ‘open book’ information relating to a particular development. In these circumstances negotiations will aim to provide as much affordable housing as is viable.

### ***Policy CS14 Affordable housing provision***

*The Council’s housing target of providing 100 additional affordable dwellings per annum within New Forest District will be addressed by:*

- (a) requiring provision to be made for affordable housing as part of all new developments providing residential accommodation, subject to Policy CS15 below. Affordable housing provided will be integrated into the development and be indistinguishable from other development on the site.*
- (b) the District Council and Registered Social Landlords or approved Affordable Housing Providers continuing to develop sites which provide 100% affordable housing (primarily social rented housing), both within existing built-up areas and on exceptions sites.*
- (c) on suitable land in Council ownership within the defined towns and villages, maximising suitable opportunities to increase social–rented housing provision.*
- (d) encouraging other public sector land owners to review their land holdings with a view to making suitable sites available for affordable housing provision.*
- (e) making additional provision for affordable housing on rural exception sites in accordance with Policy CS22.*

### ***Policy CS15 Affordable housing contribution requirements from developments.***

*Private developments creating new dwellings will be required to contribute towards the provision of affordable house by making provision as set out below, under one of requirements (a) to (d). Affordable housing provision will not be required where the development is:*

- *a single replacement dwelling*
  - *an agricultural/ forestry workers dwelling or commoners’ dwelling (but the removal of an occupancy condition will require an affordable housing contribution)*
  - *the conversion or subdivision (without significant extension) of an existing dwelling*
  - *a residential redevelopment scheme for 4 or less dwellings, involving the demolition of at least 1 dwelling, and where the site size is smaller than 0.1 hectare.*
- (a) On greenfield housing site allocations (except for those covered by (b) below) the target is 50% affordable housing, of which 35% of the total dwellings will be social rented housing and 15% of the total dwellings will be intermediate housing. At least 50% of the affordable dwellings provided should be family housing.*
- (b) On greenfield housing sites released specifically to meet an identified local need for affordable housing which will not otherwise be met [under Policy CS12], the target will be a minimum of 70% affordable housing. The development should provide a minimum of 40% social rented housing and 30% intermediate affordable housing. The remainder of the site may be developed for low-cost market housing which could include starter homes and self-build units. At least 50% of the affordable dwellings provided should be family housing.*

- (c) *Within the defined settlements of Lymington, Everton, Hordle and Milford on Sea and Bransgore, the target is for 50% of all new dwellings on the site to be affordable housing, of which 35% of the total dwellings will be social rented housing and 15% of the total dwellings will be intermediate housing.*
- (d) *Within the other defined towns and villages<sup>3</sup>, the target is for 40% of all new dwellings to be affordable housing, of which 25% of the total dwellings will be social rented housing and 15% of the total dwellings will be intermediate housing.*

*Provision will normally be made on site. The affordable housing should reflect the type and size of the development as a whole, and should include family housing if that is provided as part or all of the market provision.*

*Where it can be demonstrated that provision of the target level of social rented and/or intermediate affordable housing is not economically viable the Council will seek to maximise the potential for affordable housing contributions from that development by allowing a higher proportion of intermediate housing to be provided to meet the overall affordable housing target.*

*In the following circumstance the affordable housing contribution may be made by payment of a fixed affordable housing contribution/ tariff rather than on site provision. This will be additional to any other planning charges or tariffs (including Community Infrastructure Levy) required by the development.*

- *On developments of 4 or less dwellings in the defined built-up areas of Totton, Hythe, Lymington, New Milton and Ringwood;*
- *On developments of 1 or 2 dwellings in all other defined settlements.*
- *Where the proposed development is a care home.*

*The contributions will be used to enable additional affordable housing provision on alternative sites, or to subsidise the provision of social rented housing on sites where social rented housing cannot be achieved without public subsidy.*

*In settlements where the site size threshold for affordable housing provision had previously been set at 15 or more dwellings<sup>4</sup>, on developments of 14 or fewer dwellings, the above affordable housing contributions will be applied subject to a 50% discount in the affordable housing provision required until 31 December 2010.*

7.3.23 Sheltered housing, extra care housing<sup>5</sup> and care homes all come within the scope of this policy.

7.3.24 A Supplementary Planning Document on Affordable Housing requirements and mechanisms will be produced to give detailed guidance on the implementation this policy.

## **7.4 Gypsies, travellers and travelling showpeople**

7.4.1 In the Plan Area there is a permanent site for gypsies at Bury Brickfields, Marchwood, which has 20 pitches<sup>6</sup> and is managed by Hampshire County Council. In addition, there is a privately-

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<sup>3</sup> Totton, Marchwood, Hythe and Dibden, Hardley and Holbury, Blackfield and Langley, New Milton, Ringwood, Fordingbridge, Sandleheath, Ashford

<sup>4</sup> Totton, Marchwood, Hythe and Dibden, Hardley and Holbury, Blackfield and Langley, Lymington, Hordle, New Milton, Milford on Sea, Ringwood, Fordingbridge

<sup>5</sup> Extra care housing is housing to rent or to buy, designed to meet the needs of frailer elderly people and with varying levels of care and support available on site

<sup>6</sup> A pitch accommodates two caravans and parking and may also have ablutions facilities

owned site at Little Testwood Farm, Totton which currently provides for about 11 transit pitches. There are two sites occupied by travelling showpeople at Totton (and another in the New Forest National Park at Netley Marsh).

- 7.4.2 Government guidance in ODPM Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites' highlights the need to make site specific provision to meet the needs of gypsies and travellers. A particular reason for this is an attempt to reduce the number of illegal encampments. Social and welfare issues amongst the gypsy and traveller community are also key considerations.
- 7.4.3 The South East England Regional Assembly (SEERA) is carrying out a partial review of the South East Plan to provide a strategic view of requirements over the region, and identify pitch requirements for each local planning authority. SEERA's consultation document (for consultation September to November 2008) proposes in New Forest District (including the National Park):
- between 5 and 8 extra permanent gypsy pitches
  - 4 or 5 extra pitches for travelling showpeople.
- 7.4.4 Policy CS16 sets out the criteria which will be used, in a subsequent Development Plan Document, to meet the South East Plan requirements.

### ***Policy CS16 Gypsies, travellers and travelling showpeople***

*The Council will work with neighbouring local authorities, the National Park Authority, Hampshire County Council, local communities, Hampshire Constabulary, and other stakeholders to ensure that the identified need for pitch provision (both permanent and transitory) for gypsies, travellers and travelling showpeople, for this part of Hampshire are met. The need is being identified through a partial review of the South East Plan.*

*The following considerations will be taken into account in the determination of locations for gypsy, traveller and showpeople sites:*

- 1. The impact on landscape character and/or sites/areas of nature conservation value.*
- 2. The site should be well located on the highway network and provide safe and convenient vehicular and pedestrian access and adequate parking, and not result in a level of traffic generation which is inappropriate for roads in the area.*
- 3. The site must provide adequate on site facilities for parking, storage, play and residential amenity (including basic essential services).*
- 4. In the case of permanent sites, there should be reasonable and convenient access to schools, medical services, shops and other community facilities.*
- 5. The site should not be visually intrusive nor detrimental to amenities of adjacent occupiers.*
- 6. Adequate levels of privacy and residential amenity for occupiers should be provided.*

## **7.5 Employment and Business**

- 7.5.1 The key features of the local economy are set out above in Section 3.4. The Core Strategy recognises the importance of all sectors of the diverse local economy and the need to make best use of the area's assets for securing a healthy local economy which is compatible with its sensitive environment.
- 7.5.2 Policy CS10 (h) to (n) outlines the key components of the spatial distribution of employment development. This section expands on Policy CS10 and deals with other aspects of the spatial strategy for employment and the economy. Tourism (dealt with later in Section 7.6), retailing



and other services (dealt with later in Section 7.7) and other sectors are very important in the Plan Area's economy and provide large numbers of jobs. This section of the Core Strategy, however, focuses on the land needs of industry, offices and warehousing.

- 7.5.3 The spatial strategy for employment and business development aims to help meet local employment land needs where they arise, including smaller scale provision of the type outlined in the District Council's Economic Strategy, focusing in particular on encouraging knowledge-based businesses and maximising the use of existing sites and premises.

#### Existing employment sites and allocations

- 7.5.4 The vast majority of economic activity and employment will continue to take place where it already takes place. The new land proposed for employment development will add a small, but nevertheless important, amount to the economy of the district.
- 7.5.5 The strategy is to make better use of existing employment land and encourage redevelopment and intensification of employment uses when suitable sites become available. Much of the identified supply of employment land consists of sites which were previously in employment use and have become available through factory closures or relocations. Successful examples of the re-use of employment land can be found in most of the main towns.
- 7.5.6 There remain a number of employment allocations and opportunities in the Plan Area that are not yet developed. These include the major sites listed in Fig.13 below.

**Fig.13 : Employment site allocations and identified sites by sub-area (as at 1<sup>st</sup> April 2008)**

Employment sub-Area	Supply on existing identified sites	Hectares
<b>Totton &amp; Waterside</b>	Cracknore Industrial Estate, Marchwood	5.1
	Hardley Industrial Estate, Hardley	1.0
	Marchwood Industrial Park, Marchwood	7.0
	Hythe Marine Park, Shore Road, Hythe	5.0
	<b>Sub-Area Total</b>	<b>18.1</b>
	[+ land at Fawley reserved for petro-chemical uses]	30
<b>Lymington &amp; New Milton</b>	Ampress Park, Lymington	2.5
	East of Caird Avenue, New Milton	4.2
	<b>Sub-Area Total</b>	<b>6.7</b>
<b>Ringwood &amp; Fordingbridge</b>	Christchurch Road, Ringwood	7.0
	Embankment Way, Ringwood	0.9
	Sandleheath Industrial Estate, Sandleheath	1.2
	<b>Sub-Area Total</b>	<b>9.1</b>
		[+ West of Crow Lane, Ringwood reserve site]

- 7.5.7 The Council's Employment Land Review (Background Paper 14) assessed the quality of existing employment sites in the plan area. It concluded that, with the exception of four small sites, all existing sites and allocations are fit for purpose and should be retained for employment use. The four small sites to be released from employment use are:
- Bus Depot, 200 Salisbury Road, Totton

- Storage Depot, New Road, Blackfield
- Dairy Depot, Foxponds, Pennington
- Ashley Motors, Ashley, New Milton.

- 7.5.8 Employment sites which become available are often targeted for higher value uses such as housing. However, the retention of sites for continued employment use is key to the strategy. The South East Plan recognises this is an important part of employment land provision strategies.
- 7.5.9 With the exception of the refinery at Fawley, there is relatively low representation of large firms within the plan area. This may be attributed to the largely rural nature of the district, and its location between two conurbations which tend to be the focus for inward investment. Some larger firms have located in Totton taking advantage of its favourable location in relation to transport routes. The strategy welcomes this type of investment in appropriate locations. Totton and Marchwood are likely to offer the most suitable locations for large firms.
- 7.5.10 The strategy seeks to build on the healthy rate of business formation and large number of small firms in the district. Small firms and knowledge-based businesses, which tend to have low environmental impacts, are likely to be more appropriate for the market towns and smaller settlements in the plan area.
- 7.5.11 Sites identified for general employment development will help meet the needs of local businesses, business start-ups and relocations. Sites will also be identified, through subsequent Development Plan Documents specifically for office development in Totton and the Waterside area. The intensification of existing employment sites in Totton and Marchwood will be encouraged to accommodate warehouse development to meet the South Hampshire sub-regional floorspace requirements arising from the South East Plan (see paragraph 7.1.18).
- 7.5.12 The large extent of coast in the plan area means that there is considerable scope to encourage the already thriving marine sector. Suitable employment sites with direct access to the coast should be retained for marine-related businesses. All proposed and potential locations will involve the re-use of existing employment sites and care will be taken to ensure that there will be no significant additional impacts upon nature conservation interests in these locations.

### **Workforce Skills**

- 7.5.13 The Economic Profile of the district (2006) (Background Paper 15) shows that those with lower-paid skills in manufacturing, skilled trades and administrative work are slightly over-represented in the district while higher-paid professional, technical and managerial work are slightly underrepresented.
- 7.5.14 The need to improve workforce skills across the region is recognised in the South East Plan. It is seen as a particular priority for the South Hampshire Sub-Region which has a skills base below the regional average. Similarly, both the Council's Economic Strategy and emerging Community Strategy see improving access to training and the development of business skills as priorities.
- 7.5.15 The strategy to encourage high value and knowledge-based businesses will also require efforts to improve the skills-base of the local workforce in order that local people can take advantage of the employment opportunities that will arise in these sectors. The strategy is to work with relevant partners in business and education to further this priority and where possible to identify sites through a subsequent Development Plan Document to accommodate new training infrastructure.

## Flexible Working

- 7.5.16 Technology is making home working more feasible. There is already a high proportion of working from home in the district with over 11% of those in employment working from home (2001 Census). The proportion of home-working is particularly high in the more rural parishes where it can exceed 20%. This level of home-working is consistent with an economy typified by small businesses and a high rate of business start-ups. Working from home can also reduce the need to travel and help meet wider sustainability objectives.
- 7.5.17 The South East Plan recognises the benefits to be gained from information and communications technology (ICT) in terms of facilitating flexible working and in promoting the knowledge-based economy, addressing social and economic disparities, and reducing pressure on transport infrastructure. Flexible working can be promoted by allowing more adaptable home spaces and the building of live-work units.
- 7.5.18 The strategy is to encourage flexible working, including home-working, which is becoming increasingly feasible through developments in ICT. The strategy will bring benefits through reducing the need to travel, and the approach is consistent with the Council's Economic Strategy which seeks to promote small, low impact and high value business. Another way in which flexible working can be encouraged is through the provision of conveniently located child-care facilities which can help bring parents back into the workforce.

### ***Policy CS17 Employment and economic development***

*The strategy is to:*

- (a) encourage a greater presence of high value and knowledge-based businesses in the Plan Area;*
- (b) encourage small-scale and start-up businesses including through the provision of additional managed workspace<sup>7</sup>;*
- (c) encourage the redevelopment and intensification of existing employment sites, particularly those sites located within the main towns and those with good access by a variety of transport modes;*
- (d) keep all existing employment sites<sup>8</sup> and allocations for employment use (including the sites listed in Fig.13 above), except for the few small sites identified for release in the Employment Land Review, and provide for new employment land allocations as set out in Policy CS18;*
- (e) encourage and make provision for office development within the town centres where this is appropriate to the scale and role of the centres in the settlement hierarchy;*
- (f) support visitor-based service sector jobs and the local tourism industry as set out in Policy CS19;*
- (g) identify and protect opportunities suitable for marine-related business;*
- (h) improve workforce skills by:*
  - working with local education and skills agencies, and local business organisations to establish training facilities to enhance workforce skills*
  - encouraging the provision of new training facilities on employment sites*
- (i) encourage flexible working by:*
  - encouraging home-working where there is no adverse impact on residential amenities and as part of Green Travel Plans associated with new employment development*
  - allowing the development of live-work units on residential and mixed use sites subject to the retention of the employment element and safeguarding of residential amenities*
  - allowing the development of child care facilities on suitable employment sites.*

<sup>7</sup> A managed workspace is a property development which provides serviced premises from which small businesses can trade. The core shared services that they are likely to provide include: office management, central reception, supply of equipment and security.

<sup>8</sup> Employment sites can include sui-generis land uses where there is employment and business activity.

## New employment land allocations

7.5.19 The strategy aims to provide for new employment sites in each of the three parts of the Plan area.

7.5.20 Taking account of existing supply, other available previously developed sites, and small new greenfield allocations around some of the main settlements, up to 49 hectares of employment land will be allocated for new employment development within the Plan Area over the Plan period, of which some 37 hectares is already identified (including the Ringwood reserve site).

### ***Policy CS18 New provision for industrial and office development and related uses***

*The strategy is to make new provision for industrial and office development, and related uses, by:*

- (a) making provision for new employment sites, for development over the 2006-2026 period:
  - (i) adjoining Totton (up to around 5 hectares);*
  - (ii) east of Caird Avenue New Milton, (up to around 5 hectares);*
  - (iii) west of Crow Lane Ringwood (up to around 5 hectares, including the existing reserve site of 3 hectares).**
- (b) making provision for new employment floorspace by identifying sites in subsequent Development Plan Documents :
  - (i) within town centres and on other suitable sites for offices to meet local requirements;*
  - (ii) specifically to provide for an additional 16,000 sq. metres of office floorspace in Totton and the Waterside, to meet the South Hampshire PUSH requirement for the Plan area.*
  - (iii) specifically to provide for an additional 10,000 sq. metres of warehousing floorspace on existing employment sites through the redevelopment and intensification of sites currently used for open storage and low-density employment uses at Totton and Marchwood, to meet the South Hampshire PUSH requirement for the Plan area**

#### *In particular*

- (d) the South Hampshire sub-regional requirement for the eastern part of the Plan Area will make an important contribution to the regeneration of Totton town centre;*
- (e) encouragement will be given to the redevelopment and intensification of existing low density, underused or poor quality employment sites where suitable for higher-value employment uses, particularly within the towns and villages;*
- (f) sites suitable for the provision of managed workspace will be identified in Lymington and Ringwood; and*
- (g) sites suitable to accommodate marine industries will be identified.*

7.5.21 New allocations proposed in Policy CS18 will be defined through subsequent Development Plan Documents, Supplementary Planning Documents and/or site briefs.

## 7.6 Tourism

7.6.1 The New Forest National Park, the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty, the coast and the character of the rural market towns and villages, all attract visitors to the area. Employment related to tourism in such areas as hotels, leisure facilities, shops, restaurants, camp sites, holiday parks, and sailing is one of the largest employment sectors in the district. Tourism also supports facilities and amenities which benefit

local communities, while the maintenance of high quality and diverse environments contribute to the general quality of life for all.

- 7.6.2 The main focus for tourism in the plan area includes the historic towns and villages of Lymington, Hythe, Ringwood, Fordingbridge and Milford-on-Sea, and the coast. These areas can provide facilities and amenities which will complement and relieve visitor pressures on the National Park, as well as being visitor destinations in their own right.
- 7.6.3 The South East Plan seeks to regenerate coastal resorts, promote rural tourism, improve the quality of tourist attractions and encourage consideration of the need for tourist accommodation.
- 7.6.4 The Council's Tourism Strategy seeks to encourage tourism businesses to adapt to change; retain existing serviced accommodation, especially hotels; promote small scale proposals related to existing businesses and the re-use of suitable redundant rural buildings for tourism and visitor purposes; and promote the role of tourism in the regeneration of settlements.
- 7.6.5 The Sustainable Community Strategy – Future Matters, reflects both the Council's Tourism Strategy and its Economic Strategy. It seeks to help visitors understand and contribute to the local area; support sectors of the tourism industry in improving standards and the quality of service provision; engage the local community in decision-making; promote car-free tourism; and promote New Forest Marque produce.
- 7.6.6 A high proportion of tourist accommodation in the area takes the form of camping and caravan sites. Visitors staying in serviced accommodation, such as hotels and guest houses, spend on average three times as much as those staying in self-catering accommodation and more than seven times the amount spent by day visitors. However, serviced accommodation is vulnerable to pressures from other forms of development.
- 7.6.7 The strategy is to raise the quality of the tourist 'offer' and extend the length of stay of visitors to the area. An emphasis on the retention and provision of serviced accommodation; improved visitor facilities and information; and enhanced recreational opportunities and access to the coast should increase the economic and environmental benefits arising from tourism.

### ***Policy CS19 Tourism***

*The strategy is to support the local tourism industry by:*

- (a) encouraging tourism and provision for visitors which is appropriate to the district's settlements and countryside and consistent with environmental objectives;*
- (b) retaining and enhancing existing serviced accommodation and supporting the provision of new serviced accommodation in towns and villages;*
- (c) maintaining and enhancing existing tourist and visitor facilities;*
- (d) supporting new tourist provision and initiatives in towns and villages, and in the countryside through the reuse of existing buildings or as part of farm diversification, particularly where these would also benefit local communities and support the local economy;*
- (d) supporting measures within the plan area which would relieve tourist pressures on the most sensitive areas of the New Forest National Park and which would protect and enhance vulnerable habitats and landscapes;*
- (e) enhancing the visitor appeal of coastal environments and the coastal settlements of Barton, Milford, Lymington, Hythe and Eling. Improve the quality of recreational opportunities and managed access to the coast where this would be consistent with the protection of nature conservation interests;*
- (f) continuing to support the development and promotion of New Forest Marque produce;*

- (g) *supporting car-free tourism initiatives that benefit tourists and local communities.*

## 7.7 Town, village and local centres

- 7.7.1 The main towns within the plan area (Totton and Hythe in the east, Lymington and New Milton in the south, and Ringwood and Fordingbridge in the west), provide a good range of services and facilities and local employment opportunities for the communities living within and around them. However, large regional shopping centres lying to the east, west and north of the District, which provide a much greater range of shopping and entertainment facilities, are a strong draw to the district's residents, resulting in significant retail expenditure flowing out of the district.
- 7.7.2 Totton, Lymington, New Milton and Ringwood town centres are the main centres for comparison goods (such as clothing, footwear, household and entertainment goods), as well as providing a good range of convenience goods retailers (food) and services. Hythe and Fordingbridge provide a much smaller range of shops and cater more for convenience shopping and services.
- 7.7.3 PPS 6 'Planning for Town Centres' sets out a sequential approach to the selection of sites for new retail and other town centre functions. This emphasises the approach of 'town centres first' when looking to accommodate the future shopping floorspace in an area (this basic approach is confirmed in proposed revisions to PPS6). The South East Plan does not include any centre in the plan area as part of the defined 'strategic network' of town centres, however it recognises the need to support existing centres (TC2). It requires that the role and regeneration of town centres should not be undermined by intensification of out-of centre uses (Policy TC3).
- 7.7.4 The future need for new retail, business/ office and leisure and entertainment development to serve the New Forest District, including the communities within the National Park part of New Forest District have been assessed as part of the preparation of the Core Strategy. The scale of housing and employment change proposed in Policies CS11, CS12, and CS 18, is not big enough to have a major impact of the existing pattern of town and village centres in the plan area.
- 7.7.5 The plan area is already well provided with convenience goods shopping floorspace (food, drinks, newspapers, confectionary). The need for additional convenience goods retail floorspace in the plan area up to 2018 is modest (up to 2400sq.m by 2018) and can be accommodated by extensions to existing stores and new provision within defined centres. There is no identified need for additional convenience food shopping floorspace in the western part of the district before 2018. In the period up to 2012 the priority area for new convenience goods floorspace is the southern part of the District. (See Background Paper 12).
- 7.7.6 Most of the future requirement for new retail floorspace is in the comparison goods sector – items such as clothing, footwear, household and recreational goods.
- 7.7.7 On the basis that large stores selling goods traditionally sold within retail warehouses (i.e. DIY, furniture, carpets and large electrical goods), can increase the level of comparison expenditure retained in the District, there is limited scope for additional retail warehouse floorspace, mainly in the coastal towns part of the plan area.
- 7.7.8 The estimates for the quantities of retail floorspace (convenience, comparison and large-format retail warehousing) which will need to be accommodated in the plan area after 2012 need to be treated with some caution and will be monitored and reviewed.

## Town centres strategy

- 7.7.9 The strategy for town centres is one based on making provision for new retail, commercial and service developments to maintain and enhance the town centres, but without significantly altering existing shopping patterns. The strategy accepts that town centres in the District cannot compete on level terms with Southampton, Bournemouth and Salisbury and that some retail expenditure will continue to flow out of the District over the plan period. The strategy is to ensure that the centres within the district complement the nearby regional centres and provide a good range of local shopping, leisure, and service facilities. The principal retail centres will continue to be, in the east – Totton, in the south – Lymington and New Milton, and in the west – Ringwood.
- 7.7.10 However, the strategy allows future consideration to be given in other DPDs, of opportunities to provide for a higher level of comparison shopping floorspace, to increase the town's share of expenditure, provided it can be accommodated within the town centre and will have a positive environmental as well as economic benefit to the town centre.
- 7.7.11 All new commercial floorspace in town centres should be accommodated in a way which maintains and enhances not only the commercial characteristics of the town centre but also protects and enhances the environmental quality and character of the town centre. This is a particular issue for the two historic town centres, Lymington and Ringwood, which are Conservation Areas.

### ***Policy CS20 Town, District, Village and Local Centres***

*The strategy is to:*

- (a) Create safe, attractive and accessible town and district centres, providing a good range of shopping, food and drink uses, services, offices, and entertainment and leisure facilities, and high quality public spaces.*
- (b) Protect the primary retailing role of the defined primary shopping areas in town and district centres, within the context of maintaining a broader mix of uses, including service, office, entertainment, leisure uses, and appropriate visitor facilities within town and district centres. Within the primary shopping areas there will be a presumption against the loss premises in an A1 retail use, except where it can be demonstrated that an alternative use proposed would be complementary to the retailing function and would enhance the overall vitality of the centre.*
- (c) Maintain active ground floor frontages, within town centres, district centres and local centres with appropriate town centre uses.*
- (d) Strengthen the vitality and viability and enhance consumer choice in town and district centres by making provision for additional retail floorspace consistent with their scale and function, as set out below:*

<i>Proposed distribution of additional retail floorspace 2005-2018</i>						
<i>Centre</i>	<i>Convenience</i>		<i>Comparison</i>		<i>Large Format</i>	
	<i>2005-2011</i>	<i>2012-2018</i>	<i>2005-2011</i>	<i>2012-2018</i>	<i>2005-2011</i>	<i>2012-2018</i>
<i>Totton</i>	-	<i>350sq.m</i>	<i>1700sq.m</i>	<i>1900sq.m</i>	<i>1700sq.m</i>	<i>900sq.m</i>
<i>Hythe</i>	-	<i>350sq.m</i>	<i>800sq.m</i>	<i>900sq.m</i>		
<i>Lymington</i>	<i>850sq.m</i>		<i>2200sq.m</i>	<i>2000sq.m</i>	<i>2200sq.m</i>	<i>1300sq.m</i>
<i>New Milton</i>	<i>850sq.m</i>		<i>1500sq.m</i>	<i>1300sq.m</i>		
<i>Ringwood</i>	-	-	<i>1400sq.m</i>	<i>1400sq.m</i>	<i>1000sq.m</i>	<i>700sq.m</i>
<i>Fordingbridge</i>	-	-	<i>600sq.m</i>	<i>600sq.m</i>	-	-

- (e) *Require major shopping, commercial or service development (including large extensions to existing stores) outside the four town centres and two district centres to comply with the sequential approach to site selection which prioritises development in existing centres, then edge-of-centre sites, and only then out-of-centre sites which are accessible by a choice of means of transport. There will be a requirement demonstrate that the proposed development will have no unacceptable impact including cumulative impact on existing centres.*
- (f) *Within Village and Local Centres, ensure active ground floor frontages are maintained and permit new retail and other commercial, service and leisure uses that help meet the day to day needs of the local community and are of a scale appropriate to the role of the centre in the shopping hierarchy and proportionate to its size.*

## 7.8 Rural areas and the countryside

- 7.8.1 The countryside is defined as everywhere outside the defined towns and villages, Most of the countryside surrounds, or is close to, the main towns and larger villages and so all of the policies in this Core Strategy are relevant to the countryside. This includes the policies on open space, sport and recreation (Policy CS7) and Community Services and Infrastructure (Policy CS8). More specifically, Policy CS20(f) seeks to ensure healthy village centres.
- 7.8.2 The countryside is protected from inappropriate development by Planning Policy Statement 7: Sustainable development in rural areas. This states, as national policy, that new building development in the open countryside away from existing settlements, or outside areas allocated for development in development plans, should be strictly controlled; the Government's overall aim is to protect the countryside for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and so it may be enjoyed by all.
- 7.8.3 The Core Strategy aims to continue to protect the countryside but also recognises the social and economic needs of rural communities. Many rural communities are working on a community plan for their area which will highlight local issues. The District Council is supporting rural communities in their work on Community Plans and will address identified needs through the Local Development Framework.
- 7.8.4 The lack of affordable housing for local people is an issue for most rural communities. Policies to allow small scale residential developments to provide affordable housing for local people in housing need will continue. Suitable sites for new affordable housing will have reasonable access to local facilities and services and be well related and integrated within the existing community.



## Rural Economy

- 7.8.5 Traditional rural employment in agriculture, forestry, horticulture and fishing provide less than 1% of employment in the plan area. However, agriculture, forestry and horticulture have a substantial impact on the quality of the landscape, and on biodiversity. Parts of the Plan Area support the traditional practice of commoning which is essential to maintain the particular character of the New Forest by providing back-up grazing land and dwellings for commoners.
- 7.8.6 National policy states that policies should promote a healthy and diverse economy, and recognise the importance of farm diversification and tourism. The submitted South East Plan requires support for agriculture, horticulture and forestry and the promotion of economic diversification in towns, villages and farms where proposals would provide positive benefits. The District Council's Economic Strategy supports local food and produce initiatives. The Community Strategy identifies supporting the rural economy as a priority issue.
- 7.8.7 The strategy aims to support the economy of rural areas by allowing the re-use of suitable rural buildings for employment uses which are appropriate to a rural area, including farm diversification. New development for small scale employment proposals as well as essential community infrastructure and affordable housing will be allowed within rural settlements. The economic prosperity of rural areas influences the quality of the environment, and the quality of the local environment attracts businesses to the area. It is important that any development which takes place should maintain the environmental qualities of the countryside.

### ***Policy CS21 Rural Economy***

*The strategy for the rural economy is to:*

- (a) encourage agricultural, horticultural and forestry enterprises and farm diversification projects where this would be consistent with maintaining and enhancing the environment, and contribute to local distinctiveness;*
- (b) keep existing employment sites, and encourage improvements and redevelopments that will help maintain and enhance the environment, and contribute to local distinctiveness;*
- (c) allow small scale-built development for employment purposes in rural settlements (CS9, Level 3 settlements);*
- (d) support local business development through the conversion of existing buildings, with particular encouragement of enterprises that have little adverse environmental impacts (e.g. design/research activities);*
- (e) support the local delivery of services and the retention of local shops and pubs;*
- (f) work with the New Forest National Park Authority and other neighbouring authorities to protect essential back-up grazing land to support commoning; and*
- (g) allow developments essential to support a rural workforce, including agricultural workers dwellings and rural community facilities.*

### **Affordable housing in rural areas**

- 7.8.8 Problems of housing affordability are greatest in the rural parts of the District. Combined with the strict controls over new housing development, it often results in local people, particularly the young, having no alternative but to leave their community to find housing.
- 7.8.9 In the countryside and in villages which do not have a defined settlement boundary new residential development is not normally permitted. However, the Council has well established

policies which as an exception to normal policies, and subject to strict criteria, permit new small-scale housing development where it meets an identified local housing need which would not otherwise be met. Suitable sites must be well related to existing communities, services and facilities. Occupation is normally restricted to a local person, which means someone who lives or works in, or who has strong connections with the settlement or parish in which the scheme is proposed. The Council's Rural Housing Strategy seeks to deliver at least 10 rural affordable homes per year.

- 7.8.10 New Forest District is a member of the Hampshire Alliance for Rural Affordable Housing (HARAH<sup>9</sup>) which formed in 2005 to address the need for affordable housing in the villages of Hampshire. HARAH was set up to respond to the change in funding for affordable housing to a more strategic approach by the Regional Housing Board and the Housing Corporation. The HARAH partners agreed that by working together, efficiencies could be made in terms of time, costs and experience, whilst also having high standards in the quality of homes. The partnership aims to give rural housing a stronger voice to ensure future funding for affordable housing in Hampshire's rural communities.

***Policy CS22 Affordable housing for rural communities***

***New residential development will only be permitted in rural areas (i.e. beyond that provided for within the defined towns and villages, or in Policy CS12 as allocated small extensions to towns and larger villages) where it is for small scale affordable housing developments (as defined in Annex B of PPS3,) developed to meet the identified needs of local people unable to meet their housing needs in the housing market.***

***Suitable sites will be located within or adjoining an (undefined) village which either provides a range of local services and facilities, or has good accessibility to larger settlements nearby which provide a wider range of services and facilities. Sites particularly suitable to address a community's need for affordable housing may be allocated for that purpose. The District Council will work with local communities to identify suitable sites, which may also be identified through Parish Plans.***

***Sites developed under this policy will be subject to controls on the occupancy of the housing provided to ensure it continues to provide affordable homes which address local housing needs in perpetuity.***

- 7.8.11 For the purposes of this policy, a local person will normally mean someone who lives or works in, or who has strong connections with the settlement or parish in which the scheme is proposed.
- 7.8.12 Schemes permitted under this policy are subject to a planning obligation under Section 106 of the Town and Country Planning Act (1990) to ensure that all dwellings permitted as part of the scheme provide affordable housing for local people in perpetuity (a minimum of 80 years unless overridden by Statute).

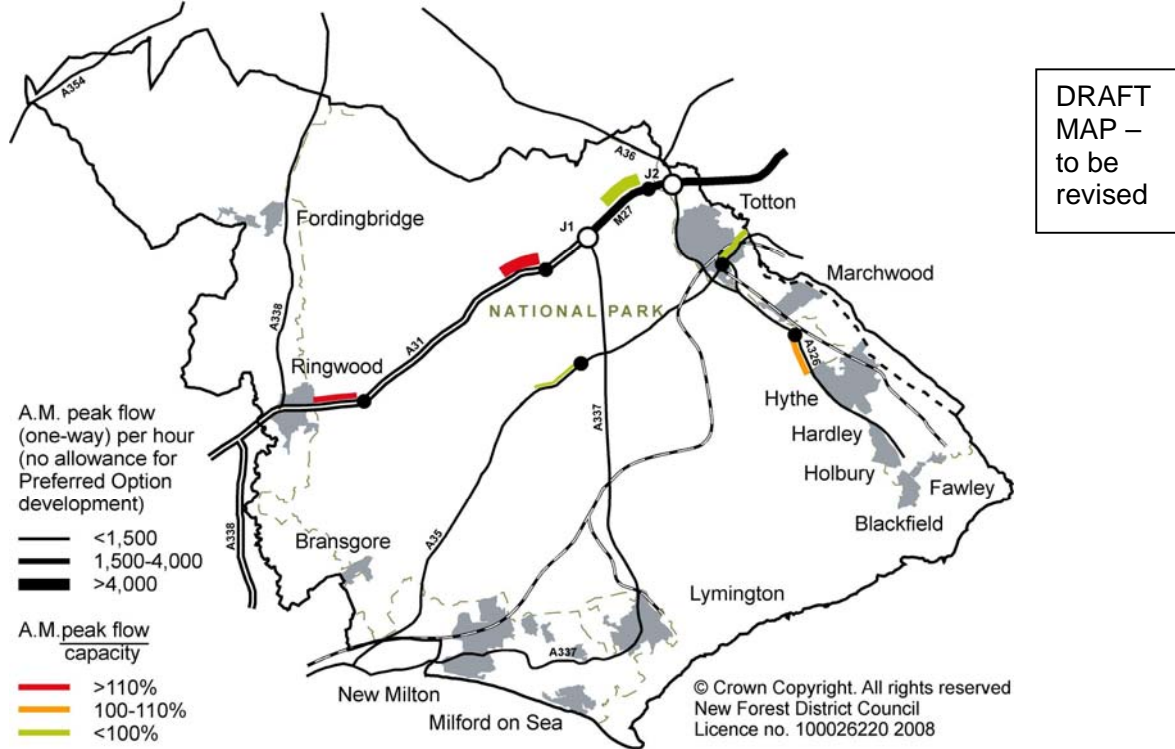
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<sup>9</sup> The founding members of the HARAH are the Hampshire Rural Housing Enablers (RHEs), the Housing Corporation and the six rural local authorities in Hampshire - Basingstoke and Deane, East Hampshire, Hart, New Forest, Test Valley, Winchester, and a Housing Association partner Hyde Housing Association.

## 7.9 Transport

- 7.9.1 Transport links with neighbouring areas and local accessibility are important to, and have a significant impact on, the lives of communities in the plan area. The unusual shape of the plan area and dispersed settlement pattern mean that many transport issues within the area need to be considered as part of a bigger picture for a much wider area.
- 7.9.2 Core Strategy Objective 5 is: “To reduce the need to travel, particularly using the private car and other unsustainable modes, and improve the accessibility and attractiveness of alternative transport modes. To provide safe and convenient access to services, employment, social and leisure opportunities. To manage congestion on key traffic routes.”
- 7.9.3 Wider environmental and energy concerns related to transport also need to be addressed in pursuit of securing sustainable communities for the future.
- 7.9.4 The task of addressing these issues is not an easy one given:
- long-established behaviour patterns
  - the pressures from expected development outside the Plan area (see below)
  - the dispersed nature of towns and villages in the Plan Area
  - restrained levels of “public” investment in the local transport infrastructure
  - limited public transport
- 7.9.5 The spatial strategy for the plan area is one of restrained and modest growth over the plan period. The levels of development proposed will not in themselves generate a new need for additional major transport infrastructure. However, in some instances development may contribute to and/ or worsen existing problems or deficiencies in the area’s highway and transportation networks.
- 7.9.6 Traffic levels within the district are significantly affected by activity levels and planned growth in neighbouring areas – particularly the growing areas of SE Dorset & South Hampshire. In these areas alone in the order of 120,000 new dwellings will be built over the plan period. This, along with other predicted increase in levels of through traffic travelling with no origin or destination within the Plan area, is expected to result in significant additional traffic flows on key routes far in excess of those associated with the limited development within the Plan area.
- 7.9.7 In preparing the spatial strategy for the plan area the following have been key transport factors affecting the broad location of development:
- Totton has relatively good access by car or public transport, although the town centre environment is adversely affected by traffic;
  - Access to the Waterside is not so good, as the A326 is congested at peak periods and access to the lower part of the Waterside is fairly poor;
  - Ringwood and Fordingbridge are located on the strategic road network, but have no railway;
  - Access to the coastal towns includes crossing the New Forest if from a northern or eastern direction, and there are particular problems with congestion on the A35 and A337 in the Lyndhurst area which cause difficulties for road users who need to travel to the Lymington and New Milton areas.

Fig. 14 : Traffic Flows



7.9.8 Whilst it is clear the development proposals within the Plan area will have a relatively minor impact on most roads they will contribute towards increased traffic flows on key parts of the road network.

**Access for those without a car**

7.9.9 While car ownership levels in the District are high, 10,236 households (16% of the total: 2001 Census) are without access to a private car. Milton Ward has over 23% of households that are “Pensioner Only” households with no car. Young people also want independent access to services. Where there is a lack of adequate public transport, community transport provision to enable people to access essential services and facilities is very important. There are a number of effective schemes and groups operating in the Plan area but the long term prospects could be prejudiced by the difficulties with recruiting volunteers.

7.9.10 The provision of cycle routes and improved pedestrian routes also has a significant role to play in encouraging less use of cars, particularly for local trips. Although a number of cycle route proposals have now been implemented, there are still many gaps in strategic and local level cycle networks. Totton has the most well developed network but even here there are significant gaps. It is not always necessary for a cycle route to be off road. Especially in areas with low traffic volumes and speeds cycle routes may be on the street. It is envisaged that, apart from safety-led or on -carriageway routes, most funding for improving the cycle network will be from developers’ contributions.

7.9.11 Pedestrian routes in town and larger villages are generally well developed. In smaller settlements and at the edges of many settlements the pedestrian network is often deficient. High traffic flows on roads can cause community severance. Whilst there are facilities to assist pedestrians to

cross in most key locations, ongoing investment in improved crossing facilities will be necessary during the Core Strategy period.

### **Strategic Transport Infrastructure**

- 7.9.12 The Local Transport Plan 2006-2011 produced by Hampshire County Council (the local transport authority for the Plan Area), sets out a five year transport investment programme. The overarching approach of the LTP is to:
- Reduce (traffic growth)
  - Manage (traffic)
  - Invest.
- 7.9.13 The Local Transport Plan also includes the 2006-2026 Solent Transport Strategy and the 2003 New Forest Area Transport Strategy, which between them cover the whole Plan area. The Totton and Waterside areas are included in “Transport for South Hampshire – Towards Delivery” (2008).
- 7.9.14 The 2008 Sustainable Community Strategy “Future Matters” records the concern of local communities about congestion along:
- A31 Ringwood area
  - A35 east of A326
  - A326 south of the A35
- 7.9.15 **A31 Ringwood area** – The Highways Agency have recognised an existing need to improve road safety and reduce congestion on the A31 westbound carriageway west of Ringwood. The limited amount of new development proposed in this spatial strategy at Ringwood will have some, albeit relatively small, impact on the existing problems on the A31 and may be required to incorporate appropriate mitigation measures to reduce its impact to enable the development to proceed. It is expected that the Highways Agency will make a decision on their proposed improvement during the early part of the Core Strategy period
- 7.9.16 **A35 east of A326** – Hampshire County Council’s Local Transport Plan 2006-2011 refers to highway improvements, including bus priorities, to tackle existing congestion. There are also concerns about lorry access to the Eling Wharf site via unsuitable minor roads. The proposed highway improvement should not prejudice a new access directly from the A35 (westbound carriageway) into the site.
- 7.9.17 **A326 south of the A35** - Hampshire County Council’s Local Transport Plan 2006-2011 refers to A326 Highway improvements, including bus priorities, to tackle congestion. Hampshire County Council has previously accepted proposals for improvements that could be undertaken substantially within highway boundaries between Marchwood and Totton. The Transport Assessment indicates that traffic flows arising from residential development within the Plan area will adversely affect peak hour congestion levels (morning northbound congestion and afternoon southbound congestion) on this section of the A326. Greater use of ferries between the Waterside and Southampton and further improvements to local bus service if bus priority measures are introduced could address some of the congestion problems.

### **Access to the Waterside**

- 7.9.18 The A326 provides the main road access to the Waterside. Important connections to Southampton are also provided by the Hythe Ferry, linking Hythe centre with Town Quay in the city centre.

7.9.19 The Hampshire LTP identifies access to the Waterside as a strategic issue within the context of the South Hampshire Sub-regional Strategy. The following measures have been included in Transport for South Hampshire's indicative programme (April 2008). No funding has been committed to these schemes and none is expected before 2016 at the earliest.

- Hythe-Southampton ferry upgrade possibly including associated park and ride (see also above)
- A326 Highway improvements, including bus priority, to tackle congestion (see also above)
- A35 Rushington – Millbrook highway improvements including bus priority (see also above)
- Reinstatement of passenger rail services from Hythe and Marchwood

#### **Access to the southern coastal towns**

7.9.20 Access to the Lymington and New Milton area (total population 49,000 including neighbouring villages from the north is either by the B3054 across open Forest or by the A337 (north), most of which runs through the National Park and can be subject to serious and unpredictable delays in the summer months particularly at Lyndhurst. The character of the A337 through Highcliffe means that the A337 between the southern coastal towns and the M27 will remain the main access route into the area.

7.9.21 Lymington and New Milton have a good rail service. Internal links for pedestrians are generally good but for cyclists need significant improvement.

#### **Public Transport**

7.9.22 The national concessionary fares scheme, with local enhancements, for those 60 or over has encouraged greater use of buses across the District and into adjacent areas which has improved accessibility for many. There have been improvements to bus services in the Waterside and Totton areas in 2006 and some improvements to services in the Coastal Towns area. However there have been reductions in some of the more poorly used services and financial considerations may result in more services being withdrawn.

7.9.23 There is a need to ensure that there are good facilities for bus users. Bus Quality partnerships have resulted in modern low floor buses serving local routes and many of the bus stops in the area being improved. Real time bus information has yet to be introduced. The importance of retaining and improving at public transport hubs such as Hythe Ferry Head, Ringwood Meeting House Lane Interchange, Lymington High Street Bus Station and New Milton Town Centre is recognised. None of these hubs meet all users' reasonable expectations.

7.9.24 There is a long-standing safeguarding for a new rail station at Bartley Park, Totton. This proposal is included in the Transport for South Hampshire programme to facilitate greater use of public transport. This proposal is unlikely to be funded before 2016.

7.9.25 There are also long-standing safeguardings for new stations and associated works to enable the reintroduction of passenger services along the existing line (Waterside branch line) between Totton and Hythe. This proposal is included in the Transport for South Hampshire programme to facilitate greater use of public transport. This proposal is unlikely to be funded before 2016.

7.9.26 The re-opening of the Ampress Halt on the Brockenhurst-Lymington community rail line has been considered by Hampshire County Council. No decision has been made and it is not referred to in the Local Transport Plan 2006-2011.

### **Policy CS23 Strategic Transport Proposals**

*The strategy is to support improvements that reduce congestion, improve accessibility and improve road safety including the strategic transport proposals set out in the table below, providing they can be achieved without an unacceptable impact on the local environment and communities.*

*High priorities for improvement are:*

- (a) A31 Ringwood area;*
- (b) A35 east of A326 (in particular, capacity improvements on A35 Rushington – Millbrook, including bus priorities;*
- (c) A326 (in particular, capacity improvements including bus priorities on A326 between Dibden and Totton Western Bypass)*

*The Council will seek improvements to public transport provision in the plan area by:*

- (e) giving support to infrastructure and other improvements which increase scope for public transport services, unless there are overriding environmental objections;*
- (f) supporting improvements to public transport interchanges and facilities in Town and District Centres. Existing provision at Hythe Ferry Head, Ringwood Meeting House Lane Interchange, and Lymington High Street Bus Station will be maintained unless alternative improved facilities for users and bus and coach operators are provided.*
- (g) seeking the reinstatement of passenger services on the Waterside branch railway, safeguarding land for the provision of new passenger railway stations on the Waterside branch railway, together with associated works and facilities, including pedestrian and cycle links at:*
  - Jacob’s Gutter Lane, Hounslowdown*
  - Plantation Drive, Marchwood*
  - New Road car park (Southern end) Hythe; and*
- (h) keeping the safeguarding for a new railway station at Bartley Park, West Totton.*

### **Transport Proposals**

<b>Scheme (Items expected to be started before 2011 <u>underlined</u>)</b>	<b>Lead agency</b>	<b>Estimated cost (£million)</b>	<b>Land required?</b>	<b>Main areas / communities to benefit</b>	<b>Funding sources</b>
<u>Walking &amp; Cycling Measures</u>	HCC	3* plus development contributions	Yes for certain elements	Transport for South Hampshire area	Regional, HCC, NFDC & Development Contributions
<u>Ringwood – A31 Westbound Carriageway – capacity and safety improvements including closure of West Street access point</u>	HA		Not envisaged but may be required for environmental mitigation measures	SE & SW Regions	HA
<u>Ringwood - Implementation of Town Access Plan</u>	HCC	1? **		Ringwood	HCC & Development Contributions
Totton & Waterside A326 between Dibden Totton Western Bypass - improvements, including bus priorities, to tackle congestion	HCC	50**	Substantially within highway boundaries between Marchwood to beyond the A35.	Totton & Waterside	Regional

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<b>Scheme (Items expected to be started before 2011 underlined)</b>	<b>Lead agency</b>	<b>Estimated cost (£million)</b>	<b>Land required?</b>	<b>Main areas / communities to benefit</b>	<b>Funding sources</b>
Totton A35 east of A326 – highway improvements, including bus priorities, to tackle congestion	HCC	100**	Anticipated that most or all of the works will be undertaken within highway boundaries	Totton & Waterside	Regional
<u>Totton Town centre improvements</u>	HCC	20*	Yes for certain elements	Totton	Regional, HCC, NFDC and Development Contributions
<u>Totton Air quality management</u>	HCC	0.3 **		Totton Air quality management area	HCC
Totton & Waterside - Works to facilitate re-introduction of Passenger Services on the Waterside Branch line (includes 3 new stations)	HCC / Network Rail	30 *	Yes	Western part of Transport for South Hampshire area	Regional
West Totton - New Station at Bartley Park,	HCC / Network Rail	8*	Yes	Western part of Transport for South Hampshire area	Regional

\* *Towards Delivery*, 2008 Transport for South Hampshire <http://www.hants.gov.uk/decisions/decisions-docs/080414-tshjcc-R0408161639.html>

\*\*ST5 Hampshire Local Transport Plan 2006-11: Solent Transport Strategy to 2026 (2006) <http://www3.hants.gov.uk/hampshire-transport/local-transport-plan.htm>

7.9.27 The above table indicates, where possible, the estimated cost of schemes and likely sources of funding.

7.9.28 In addition to the schemes referred to in the above table, the Hampshire Local Transport Plan 2006-11 includes a County-wide Capital Integrated Transport Programme. The categories within this programme are:

- Safety – Casualty Reduction (£13.5m) & Safer Routes to Schools (£5m)
- Tackling Congestion – includes Capacity Improvements (£2.9m), Passenger Transport Improvements (£5.8m) & Quality Bus Partnerships (£1m)
- Accessibility – includes Access Plans and air quality (£9.6m), Pedestrian severance (£3.7m), Countryside Access (£0.9m), Community Transport (£1m) & Personal/Community Safety (£0.2m)
- Others – includes Environment (£0.5m), Minor Schemes (£2.4m) & Lighting (£3.9m)

It is anticipated that a number of proposals covered by the above will be implemented within the Plan Area. Typically schemes will be developed and implemented by Hampshire County Council (HCC) during the plan period to address local concerns and needs. Quality Bus Partnerships covering New Forest District have been agreed.

7.9.29 The District Council, working in partnership with HCC, aims to use the developers' contributions it collects on schemes that mitigate the effect of development on the locality by addressing



accessibility, road safety, air quality and congestion in settlements where new development is planned. Hampshire County Council, as local transport authority, will, in consultation with the District Council, decide which schemes should be progressed. Where development has a significant impact on motorways or trunk roads, the District Council will work with the Highways Agency to ensure that appropriate measures are agreed to mitigate the impact of the development proposal to enable it to proceed.

- 7.9.30 Funding for major capital schemes is agreed at a regional level. A programme up to 2016 has been identified and no regional funding for schemes within the Plan area has been included. There is the possibility of funding for schemes in the plan area beyond 2016 but no decisions have been made at this time (2008).

### **Traffic management and local transport considerations**

- 7.9.31 Effective traffic management is a vital and cost effective tool and will be the preferred way to address many local transport concerns with the Plan area. New Forest District Council's Traffic Management Strategy, which was prepared in close consultation with the Highway Authority and the Police, sets out a vision and aims:

Aim A - To contribute towards maintaining the financial viability of the District's Town, Village and local centres through effective traffic management

Aim B - To improve road safety

Aim C - To minimise congestion

Aim D - To reduce dependence on the private car where there is a suitable alternative

Aim E - To improve the environment/quality of life through traffic management measures

Aim F - To work in partnership with other agencies to co-ordinate traffic management/regulation throughout the District

Aim G - To have parking standards for new development that take account of the characteristics of the area (excludes National Park)

Aim H - To set and review on and off street parking charges that are compatible with other strategy aims.

This Strategy is reinforced by the District Council's role as traffic management agent for Hampshire County Council.

- 7.9.32 Where traffic management cannot properly address significant deficiencies in the highway network then other measures will be required. Such measures will include improvements to:
- improve conditions for pedestrians (including those with disabilities) and pedal cyclists
  - improve road safety especially at locations with a poor personal injury record
  - assist public transport operators
  - reduce congestion

### **Access to town centres & parking**

- 7.9.33 The Hampshire Local Transport Plan envisages the preparation over the next few years of town access plans for selected towns in the county. These will make it easier for pedestrians and cyclists to access and move round the town centres. It is anticipated that town access plans for Ringwood and Totton will be prepared initially and further improvements progressed. The studies should identify the appropriate action needed to maintain and improve the accessibility of each centre, by all appropriate modes. Funding, including from developers' contributions, will be needed to implement proposals arising through the town access plans. Preparation of a town access plan for Ringwood will start in 2008 and this will guide the preparation of an environmental improvement scheme for Southampton Road, Ringwood.

- 7.9.34 Significant work on improving Rumbridge Street Totton Town Centre is underway (2008) and a further work is planned in the Water Lane area during 2009. Further major work in Totton Town Centre has been included in Transport for South Hampshire's indicative programme (April 2008). The indicative cost is £20m but no funding has been committed and none of this magnitude is expected before 2016 at the earliest.
- 7.9.35 The use of existing car parking provision should be optimised through regulation and revision to layout. However the need to make car parks as secure as reasonably practical and ensure that they contribute towards the visual amenities of the area is equally important. In some cases there will be a need to make additions to the supply of public parking to maintain the economic vitality of town and village centres.
- 7.9.36 Some of the Plan Area's main shopping centres (in particular, Lymington and Hythe) experience considerable pressure on public car parking space. Others (notably Totton) are at present well provided with car parking space, but the overall layout of the town centre and ease of access by means other than the car fall short.
- 7.9.37 Parking in Lymington town centre is under greatest pressure. A study, to be carried out in consultation with Hampshire County Council and other key stakeholders, will identify options for managing the ever-increasing demands for parking provision in Lymington. Further work of this kind may be needed for other centres over the plan period.

### ***Policy CS24 Local Transport Considerations***

*The spatial strategy seeks to promote improvements in the quality and sustainability of local transport infrastructure in the following ways.*

*To minimise the impact of new development on the existing transport infrastructure, where appropriate, development proposals will be required to:*

- (a) include a range of appropriate mitigating transport measures, particularly aimed at improving accessibility by non-car modes and reducing the adverse impact of traffic;*
- (b) ensure that adequate lorry access routes are available and suitable;*
- (c) ensure necessary transport improvements are addressed prior to development;*
- (d) produce and implement Transport Assessments and Site Travel Plans, as appropriate.*

*New land allocations should be in locations where good pedestrian routes can be provided to the town or local centre. Where appropriate the development shall make provision for improvements to pedestrian and cycle routes running alongside or through the site.*

*Walking and cycling will be promoted by:*

- Safeguarding land for improvements to pedestrian and cycle networks.*
- Ensuring all development has safe and convenient links to:
  - existing pedestrian and cycle routes*
  - proposed pedestrian and cycle routes including those on adjacent developments**

*Contributions will be sought to improve local pedestrian and cycle routes and assist public transport to improve accessibility by non-car modes.*

*Development proposals will be assessed in relation to the Council's published parking standards. These set out the maximum provision to be made for different types of development proposals.*

*Management measures will ensure town centre car parks are used efficiently and effectively, and in the interests of maintaining the vitality of the town centre.*

*Measures to improve pedestrian and road safety will be supported, including by ensuring new development accords with Government and Highway Authority design guidance related to road safety.*

## Road safety

7.9.38 Road casualty rates continue to be a concern. Hampshire County Council have been successful in reducing the number of people killed or seriously injured (KSI) on the County’s roads below the annual target of 684 KSIs (killed or seriously injured) agreed with Government . The figures for New Forest District indicate that the small increase in the number of KSIs on roads within the District in 2005 has reduced a little since. Traffic speeds are a concern for many communities. Since 2005 the Police, District Council, Hampshire County Council and other stakeholders have worked working together to address these concerns through a variety of initiatives including speed indicator devices, “20mph is plenty” campaigns outside schools and “village 30” review. There is extensive guidance available to developers relating to the design of new developments so as to reduce the risk of accidents to a realistic minimum.

**Fig.15 Numbers killed or injured in New Forest District**

	2004	2005	2006	2007
<b>KSI</b>	107	122	109	110
<b>Fatal</b>	15	15	12	9
<b>Serious</b>	92	107	97	101
<b>Slight</b>	711	717	661	596

## 8. Developers' contributions

- 8.1 New development often creates a need for new or improved infrastructure and community facilities (such as open space, roads, footpaths etc) without which the development could have a detrimental impact upon amenity, safety or the environment. Development can also help to achieve the objectives of the plan, for example by providing affordable housing, a coherent footpath and cycleway network and improvements to the environment.
- 8.2 Planning obligations are legally binding agreements between a local authority and a developer/landowner through which the developer/landowner makes the contributions necessary to support their development and achieve the plan objectives. They include legal agreements made under Section 106 of the Town and Country Planning Act 1990, and/or obligations under other legislation, for example, Section 278 of the Highways Act 1980.
- 8.3 The Government has outlined proposals for a Community Infrastructure Levy, which would enable the local authority to apply a levy to most new developments (residential and commercial) in order to provide funding for the infrastructure requirements arising specifically from development in the area. If the Community Infrastructure Levy is brought into effect, this will be taken on board in implementing Policy CS25 below.
- 8.4 Developer contributions may be required towards:
- Transport improvements (including public transport)
  - Car parking
  - Footpaths and cycleways
  - Surface water drainage infrastructure
  - Flood defences
  - Environmental improvements
  - Waste management
  - Affordable housing
  - Education provision
  - Community facilities (including health) and community safety
  - Recreation provision, including public open space, play and sports facilities
  - Nature conservation and wildlife mitigation measures, including in relation to the National Park
  - Commuted payments for maintenance of facilities provided
  - Public realm provision (including public art)
  - Local labour and training initiatives
  - Offsetting carbon emissions through contributions to renewable energy or energy efficiency schemes/measures
- 8.5 Planning agreements will be drafted by the District Council with the developer being responsible for the costs resulting from administering and monitoring the agreement.

### ***Policy CS25 Developers' contributions***

***Development proposals will be required, through planning contributions, to meet the reasonable costs of on-site and off-site new infrastructure required to support the development, including the mitigation of the impact of cumulative developments on existing community interests.***

*Where the provision or improvement of infrastructure or other works or facilities is needed to meet community or environmental needs associated with new development or to mitigate the impact of development on the environment or existing communities, standard charges and/or standard formulae as appropriate will be imposed for the payment of financial contributions towards such infrastructure, works or facilities to ensure that all such development makes an appropriate and reasonable contribution to the costs of provision.*

*The requirement to pay the standard charges and/or standard formulae might be re-assessed and modified where appropriate, in cases where actual provision of infrastructure, works or facilities normally covered by standard charges is provided as part of the development proposal.*

*The planning contributions will need to provide for maintenance.*

*The mechanism by which developers' contributions are achieved will be reviewed in the light of changes in national policy. Tariff-based approaches and, subject to legislation, the Community Infrastructure Levy will be considered where this would simplify procedures and better ensure the provision of necessary social, physical and green infrastructure.*

## Chapter 9: Local implications of the spatial strategy

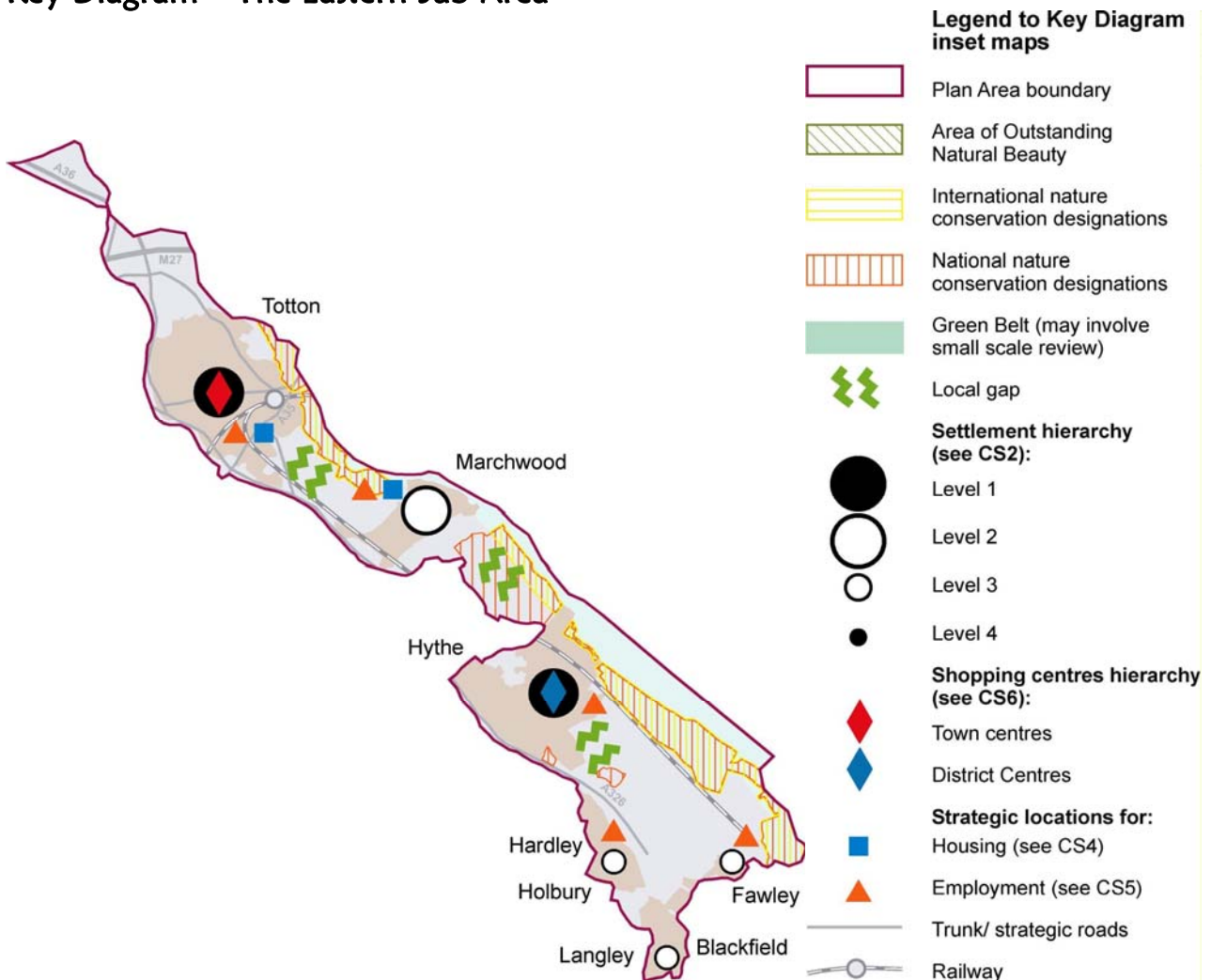
The area covered by this spatial strategy falls into three distinct areas and this section of the document sets out the implications of the spatial strategy (set out in Chapter 7) for these three areas and the town and villages within them.

### Totton and the Waterside - The Eastern Sub-Area

Located in the eastern part of the plan area, the towns and villages lie between two very different areas. Immediately to the west is the New Forest National Park, while to the east is Southampton Water and the undeveloped floodplain of the River Test, and beyond the city of Southampton. For strategic planning purposes this part of the plan area is within the South Hampshire Sub-Region. (See Section 3.6).

Although within the South Hampshire Sub-Region, (the Partnership for Urban South Hampshire (PUSH) area), the South East Plan takes account of environmental attributes and does not anticipate new greenfield development (in addition to existing commitments) in the Totton and the Waterside area to address the strategic housing requirement to provide 77 new dwellings a year – a total of 1540 up to 2026.

### Key Diagram – The Eastern Sub-Area



## Totton & Eling

Totton has grown significantly in recent decades and is the largest settlement in the Plan Area in terms of population. The main issues are; the quality of the town centre – the converging of the A36 and A336 in the town centre result in the commercial heart of the town being dominated by traffic and traffic congestion; pressure for further development (especially to the north) and related transport issues, in particular the implications for the M27 of further development in or near the town; the future of Eling Wharf and its lorry access issues; and the need for affordable housing.

The spatial strategy defines Totton and Eling as a larger town and service centre, and a sustainable location for new development which is consistent with maintaining and enhancing the town's character. In the spatial strategy, Totton will be the main focus for retail and leisure development for this sub-area providing for bulk convenience food shopping and a reasonable range and choice of comparison shopping facilities and other services. It will continue to provide a good range of services and facilities which meet the needs of the town and the surrounding communities, including those within the National Park. New retail and other commercial developments, including new office development, and environmental improvements will take place within Totton town centre to enhance its commercial vitality and viability and improve the appearance of the centre. (See Policies CS10 and CS20)

Over the plan period up to 815 additional homes will be built in Totton. These will be built on the remaining allocated sites in west Totton, by bringing forward for development after 2020 the site at Hounsdawn previously reserved for future housing, and through general infilling and redevelopment within the existing built up area where new housing can be accommodated while respecting the character and identity of the neighbourhood. New housing schemes will contribute towards providing additional affordable dwellings to address the local need. To further address Totton's need for affordable housing, provision is made in the strategy for an additional small housing allocation, for up to 50 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. (See Policies CS9, CS10, CS11 and CS12, CS15)

Totton will continue to be an important local centre for employment. Existing employment sites will be retained and there is scope to make better use of some existing sites. There will be opportunities for local businesses to expand, mostly through the intensification of use of existing sites. In addition, up to 5 hectares of new employment land is proposed. New employment development will also include at least 12,000 sq metres of office development in the town, some of which will be located in the town centre. (See Policy CS18)

The town will continue to provide for a wide range of recreation and leisure activities. Improvements will continue to be made to the network of green routes, green spaces, footpaths and cycle way links within the town. (See Policies CS7, CS24)

Air quality concerns in the Junction Road area will continue to be addressed through the Air Quality Management Area which has been declared along the entire length of Maynard Road and parts of Junction Road and Rumbridge Street in the Old Town. Improvements will be made to the poor air quality which results from the traffic queues caused by the Junction Road rail level crossing being frequently closed. The closure of the level crossing results in severance of the old Totton/ Rumbridge Street area from the main commercial core as well as problems from the emissions from the stationary vehicles. Work already underway to reduce the level of emissions and to improve the shopping environment in Rumbridge Street will continue. (See Policy CS5)

## **Marchwood**

Marchwood has grown considerably in recent decades. As well as substantial areas of new housing, major redevelopments of the power station and shipyard areas have provided two large employment sites – the Marchwood Industrial Park and the Cracknore Industrial Park, neither of which is fully developed. Marchwood is also home to a significant military presence relating to the Marchwood Sea Mounting Centre.

There is a thriving local community, and the local centre and school provide some local services. The main issues for Marchwood which the spatial strategy seeks to address are; the need for affordable housing for local people; the need to improve youth and leisure facilities; improving access to the coast for leisure purposes; and making better use of the allocated employment sites.

The spatial strategy defines Marchwood as a settlement important as an employment centre and suitable for accommodating some new development which is consistent with maintaining and enhancing its character. The spatial strategy does not propose major change for Marchwood over the plan period. There will be some new housing development within the existing settlement, which will provide a further 120 dwellings. New housing schemes will contribute towards providing additional affordable dwellings to address the local need. Of the settlements in the Waterside, Marchwood provides the best opportunities for releasing additional land for development which is aimed at addressing the need for additional affordable housing for the communities in the Waterside. The spatial strategy therefore identifies a further opportunity to make additional provision for up to 150 new dwellings in the Marchwood area for this purpose. This provision will bring forward opportunities to improve some facilities for the local community. (See Policies CS9, CS10, CS12, CS15)

Given the existing large industrial sites, this is not currently seen as a priority area for additional employment development. Better use will be made of land already in employment use (much of which is currently used for open storage) to provide a wider range of types of employment opportunities, including the development of technology and knowledge-based industries. (See Policies CS17, CS18)

The local centre will continue to provide for the everyday needs of the community, together with a limited range of local services. Improvements will be made to public access and enjoyment of the waterfront, where compatible with environmental designations. (See Policies CS7, CS20)

## **Dibden Bay**

The undeveloped, reclaimed land known as Dibden Bay is a site of strategic significance in the Plan Area. Representations that the site should be allocated for port development have been considered through the sustainability appraisal process (see Background Paper 32 Annex 11). This concluded that the development of a container port or port related development at Dibden Bay would have a very substantial environmental impact, including the loss of sites subject to European and international designations, and adverse impacts on the New Forest National Park. Such development would need to be justified in terms of over-riding national needs. There are no specific proposals for Dibden Bay in the South East Plan. It is a Site of Special Scientific Interest and the foreshore is also a Special Protection Area and Ramsar Site. It immediately adjoins the National Park, providing a link between the Park and the coast, and provides an important local gap between Waterside settlements.

## **Hythe and Dibden**

The historic waterside village of Hythe has grown into one of the largest towns in the plan area over the past fifty years. Its growth has been as a predominantly residential community. It has little employment



development within the settlement itself, but is well located in relation to major employment provision at the Fawley Refinery and petrochemicals complex, and at Marchwood. The town also has good links with the centre of Southampton, via the Hythe Ferry.

Hythe's potential for further growth is severely constrained by the National Park on two sides, the coast on the third, and a narrow gap on the fourth that is substantially within the major hazard consultation zone for the Fawley Refinery and petrochemicals complex. Any further increase in development will therefore be predominantly within the built-up area. The centre of Hythe acts as a district centre providing a good range of services and facilities for the Waterside communities, with bulk convenience shopping and services, but a more limited range of comparison shopping.

The main issues within the town are: the shortage of employment opportunities; the lack of affordable housing for local people; the need for more playing fields; and the need to enhance the historic character and vitality of the town's centre, developing the potential it may have for visitor enjoyment of the local maritime heritage.

The centre of Hythe is in an area at risk from flooding, and beyond the plan period, this risk is likely to worsen with sea-level rise. Competing demands on town centre car parks from ferry users and those using the town will increase as spare capacity is used up.

The spatial strategy defines Hythe and Dibden as a larger town and service centre, and a sustainable location for new development which is consistent with maintaining and enhancing the town's character. Some 345 dwellings are expected to be built in the town over the plan period, on developments which are compatible with maintaining the character of existing neighbourhoods. New housing schemes will contribute towards providing additional affordable dwellings to address the local need. It will be difficult to find further opportunities to address the local need for additional affordable housing within Hythe itself. Local opportunities to address this need will be taken where possible, but some of the communities needs may have to be provided for elsewhere in the Waterside (principally at Marchwood). (See Policies CS9, CS10, CS12, CS15)

There are limited employment opportunities within Hythe and Dibden. The main opportunity to improve employment provision in the town has been the regeneration of the former RAF Hythe site at Shore Road. This important waterside employment site (now known as Hythe Marine Park) has been redeveloped for marine-related industries and is expected to provide some 300 jobs.

The town's commercial centre is a conservation area and it is important that the centre's historic character is protected and enhanced, while ensuring the centre provides a good range of shopping and services for the town's residence. Regeneration of Hythe waterfront, and the adjoining commercial areas will create new employment opportunities and enhance the commercial vitality of the centre, as well as enhancing the appearance and improving public access to the waterfront. A major opportunity exists to improve the area around the Pierhead. (See Policies CS18, CS20)

### **Hardley, Holbury, Blackfield, Langley and Fawley**

The settlements that combine to make Fawley Parish are located at the southern end of the Waterside. The area is dominated by the Oil Refinery and the associated petrochemical industry. The area will continue to be important for employment associated with the petrochemical industry. Land is identified at the Fawley Refinery and petrochemicals complex for future expansion of petro-chemical based industries.

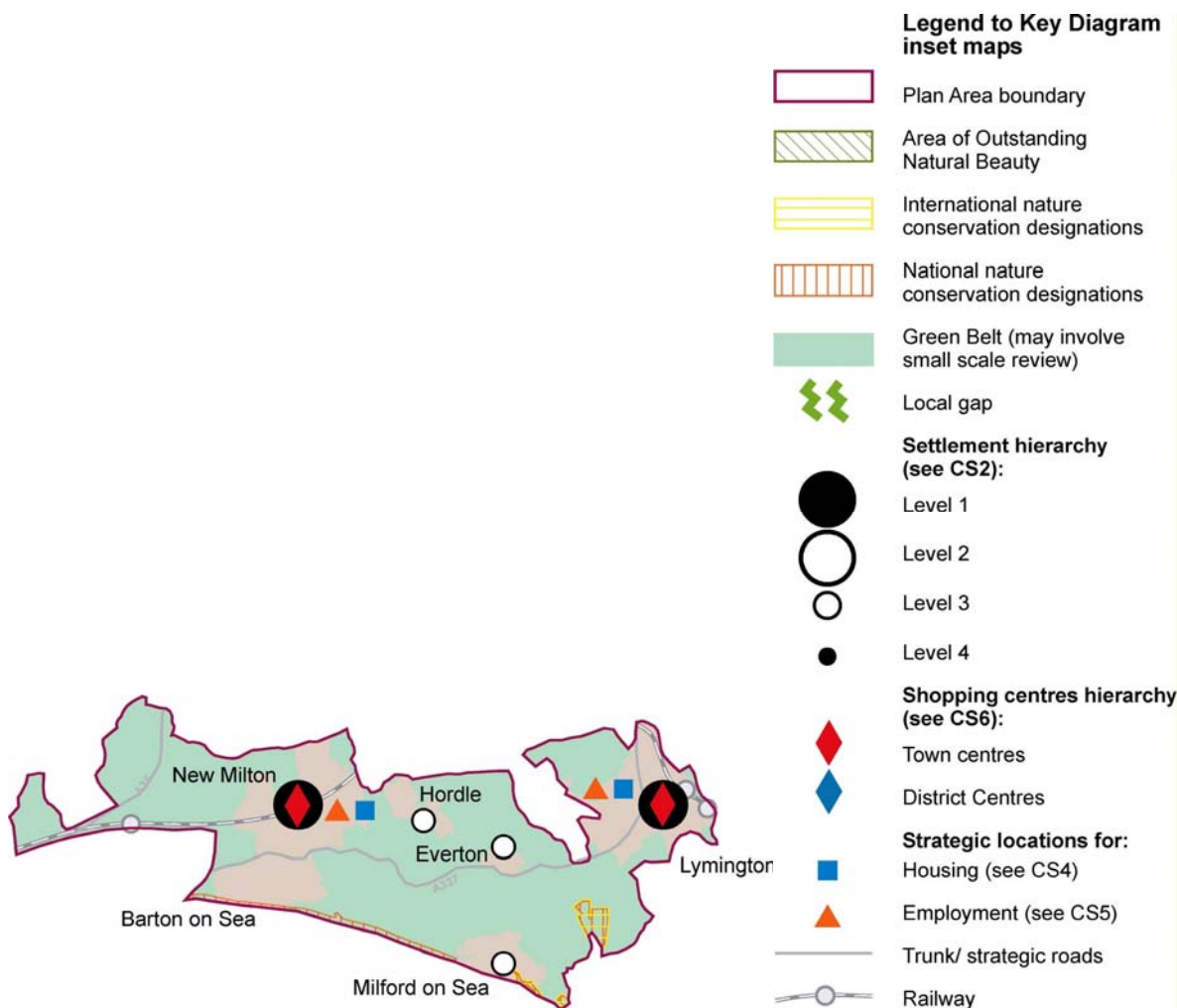
In the event that the Fawley Power Station is decommissioned, the District Council will work with the site operators and other interests to find appropriate alternative uses for the site.

The spatial strategy identifies Hardley, Holbury, Blackfield, Langley and Fawley as defined villages where some limited development which is consistent with maintaining and enhancing their character will take place. Up to 240 new dwellings will be provided on sites within the existing built-up areas on sites where the development can be accommodated in locations compatible with the nearby petro-chemical industry and where the development is in keeping with the existing character of the neighbourhoods. New housing schemes will contribute towards providing additional affordable dwellings to address the local need. To further address the area’s need for affordable housing, provision is made in the strategy for additional small scale housing allocations, for up to 30 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. (See Policy CS9, CS10, CS12, CS15)

Local shopping centres will continue to provide for convenience goods shopping and the everyday needs of the local community for goods and services. (See Policy CS20).

### The Coastal Towns and Villages – The Southern Sub- Area

#### Key Diagram – The Southern Sub-Area



## **Lymington and Pennington**

Lymington is an historic town situated to the south of the New Forest in the southern coastal area. It is an important shopping and tourist destination, and an important centre for sailing. It is surrounded entirely with the Green Belt, and the National Park is in close proximity to the north, east and south, and part of the west. The main issues in the town are the maintenance of the attractive historic centre, traffic and parking, providing scope for continuing economic prosperity, and the affordability of housing for local people.

The spatial strategy defines Lymington and Pennington as a larger town and service centre, and a sustainable location for new development which is consistent with maintaining and enhancing the town's character. The spatial strategy provides for up to 900 new dwellings in the town up to 2026. New housing schemes will provide additional affordable dwellings to address the housing needs of local people. Many of the existing commitments arise from the redevelopment of a number of large sites in the town. The spatial strategy does not rely on continuing the recent trend, which has affected parts of Lymington in particular, of redeveloping large family homes with flatted developments. In addition, to further help address the local housing need, it is proposed that green field land for up to 150 new homes will be allocated for residential development which specifically addresses the local need for affordable housing. Given the constraints around the town, this is likely to involve a minor review of the green belt boundary adjacent to the existing settlement boundary to enable the release of suitable site/sites from the green belt for this purpose. (See Policies CS9, CS10, CS12)

Lymington will be the main comparison goods shopping centre in the Plan Area catering for the town, surrounding communities and visitors to the coast and New Forest, as well as providing bulk convenience shopping. The town centre will continue to provide a good range of cultural, entertainment, community and visitor facilities. The commercial role of the centre will be protected. The town centre will provide local employment opportunities, particularly in the service sector. Measures will be undertaken to ensure that car parking and coach tourist parking facilities are appropriate to maintaining the commercial and environmental attractiveness and accessibility of the town centre. (Policies CS20, CS24)

Lymington will also continue to be an important centre of employment, with a range of manufacturing, service and distribution, marine and tourism-related jobs. The remaining existing employment sites will be retained in employment use. (Policy CS17)

The historic character of the town will be protected and enhanced. Change will be managed to minimise any impact on the town's historic character. The Quay and riverfront have been enhanced to provide quality facilities for visitors and marina users. Improvements will continue to be made to public access and enjoyment of the riverside where opportunities arise.

## **New Milton and Barton-on-Sea**

New Milton is a relatively modern sub-urban settlement that has developed around the main line railway to the south of the New Forest. Barton-on-Sea extends the town to the coast of Christchurch Bay. It is an important shopping and employment centre.

The main issues in New Milton are; the vitality, quality and character of the town centre and the need to enhance provision of leisure and entertainment uses; the local need for affordable housing; a local population imbalance with a significantly higher than usual proportion of older people (40%),

particularly at Barton-on-Sea; the provision of local opportunities for local employers to expand their businesses; the quality and character the sea-front and the coastal erosion issues at Barton-on-Sea.

The spatial strategy defines New Milton as a larger town and service centre, and a sustainable location for new development which is consistent with maintaining and enhancing the town's character. The spatial strategy envisages that the town centre will be revitalised as the social and economic heart of the community. It will provide for bulk convenience food shopping and a reasonable range and choice of comparison shopping facilities and other services. Leisure and entertainment provision in the town centre will be enhanced. (Policies CS9, CS10, CS20)

Over the plan period up to 670 additional homes will be built in New Milton, mostly within the existing built-up area. New housing schemes will provide additional affordable dwellings to address the housing needs of local people. To further address New Milton's need for affordable housing, provision is made in the strategy for an additional housing allocation, for up to 150 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. The spatial strategy does not rely on continuing the recent trend of redeveloping large family homes with flatted developments. The town already has good provision of accommodation for elderly people, and to redress the population imbalance in the town and protect the established character of residential areas, there will be an emphasis on providing new housing which meets the needs of young people and families. (See Policies CS10, CS11 CS12, CS13 and CS15).

Additional provision will be made for new employment land to respond to the expansion needs of existing companies in this sub-area. (Policy CS17, CS18)

Improvements will be made to the sea-front at Barton on Sea to improve enjoyment of the coast and help to achieve a local aspiration to promote the town as a gateway into the National Park. (See Policies CS3, CS7)

## **Milford-on-Sea**

Milford-on-Sea is a small coastal settlement of some character, closely surrounded with the Green Belt. There are holiday camps close to it which mean that it is a popular tourist destination. Local issues include the need for affordable housing for local people, the need for additional playing fields, and protection of valued character in the built-up area and on the coast. There may be scope to develop further the tourism potential of the village. There are issues of coastal erosion and flooding, and beyond the plan period, these are likely to be aggravated by sea-level rise.

The spatial strategy identifies Milford as a defined village where some limited development that maintains and enhances its character, may take place. It is expected that around 90 new dwellings will be built within the village over the plan period. Particular attention will be given to addressing the need to provide additional affordable housing for local people, will new residential developments contribution towards affordable housing provision. To further address the area's need for affordable housing, provision is made in the strategy for additional small scale housing allocations, for up to 30 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. This may be provided on small scale 'exception' development adjoining the village. (See Policies CS9, CS10, CS12).

The village centre will continue to provide for the day to day shopping needs and a range of local services to meet the needs of the local community and visitors to the area. (See Policy CS20)

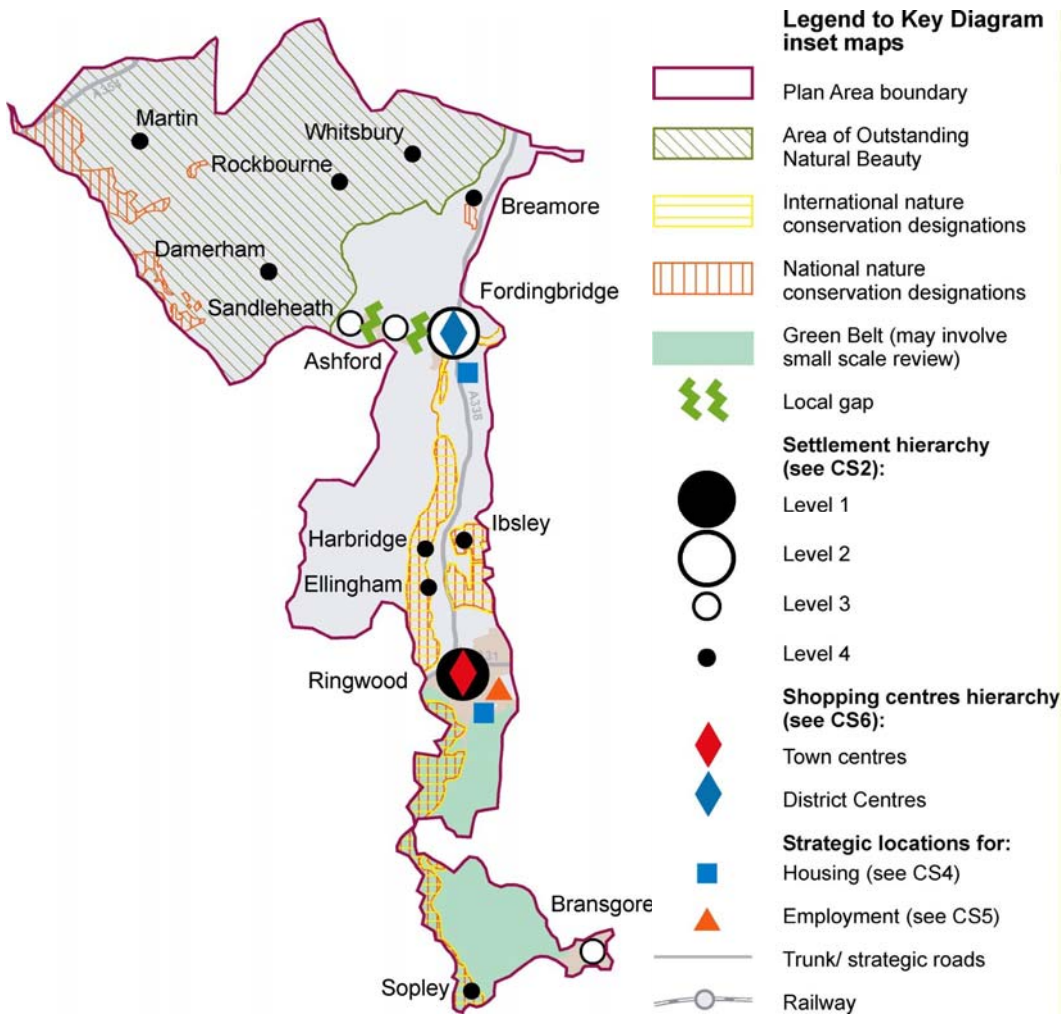
Local recreation facilities will be improved and the provision of a new community sports/games hall supported. (See Policy CS7)

### Hordle and Everton

The spatial strategy identifies Hordle and Everton as defined villages where some limited development which is consistent with maintaining and enhancing their character will take place. It is expected that around 100 new dwellings (in total) will be built within the villages over the plan period. To further address the area’s need for affordable housing, provision is made in the strategy for additional small scale housing allocations, for up to 10 dwellings (in each village), specifically to provide additional affordable homes to address the housing needs of local people. This may be provided on small scale ‘exception’ development adjoining the villages. (See Policies CS9, CS10, CS12).

### Ringwood, Fordingbridge, the Avon Valley and Downslands – The Western Sub-Area

#### Key Diagram – The Western Sub-Area



## **Ringwood**

Ringwood is the largest town on the western side of the District, close to the boundary of the National Park, situated on the bank of the River Avon. It is an historic town with an attractive centre, and thriving industrial estates to the north and south. It is divided by the A31 trunk road. Land to the south of the town is within the Green Belt.

The main issues in the town include; resolving the future of the central parts of the town around the main car parks, including provision of improved shopping, community and entertainment facilities; and need for more local employment opportunities and for more housing which is affordable to local people. There is also a need to improve provision of playing fields.

The spatial strategy defines Ringwood as a larger town and service centre, and a sustainable location for new development which is consistent with maintaining and enhancing the town's character. Ringwood will be the main shopping and commercial centre for the west of the district providing for bulk convenience food shopping and a reasonable range and choice of comparison shopping facilities and other services. New development in the town centre will enhance its role as a retail, service and cultural centre. (See Policies CS9, CS10, CS20)

Over the plan period up to 465 additional homes will be built in Ringwood. This will be provided through ongoing infilling and redevelopment within the built-up area where new housing can be accommodated while respecting the character and identity of the neighbourhood, and by bringing forward for development after 2020 the site at west of Crow Lane, previously reserved for future housing. New housing schemes will provide additional affordable dwellings to address the housing needs of local people. (See Policies CS10, CS11, CS12)

Ringwood will be an important local centre for employment. There will be opportunities for local businesses to expand, through the intensification of use of existing sites, the development of existing allocations and through release of some new green field land for employment development adjoining existing employment sites on the southern edge of the town, west of Crow Lane. A future Development Plan Document will consider whether it would be appropriate to permit some form of enabling development on part of the site to bring forward the regeneration of land at Christchurch Road for employment development. Alternative provision would need to be made for any reduction in land for employment uses from this site. (See Policies CS17, CS18)

Ringwood may be well suited for the establishment of a combined business start-up workspace/skills centre on an allocated employment site.

## **Fordingbridge and Ashford**

The spatial strategy defines Fordingbridge as a small town, suitable for accommodating some new development which is consistent with maintaining and enhancing its character. Fordingbridge will continue as the main district centre serving the north western part of the district. There will be some new housing development within the existing settlement, which will provide a further 90 dwellings. New housing schemes will contribute towards providing additional affordable dwellings to address the local need. To further address Fordingbridge's need for affordable housing, provision is made in the strategy for an additional housing allocation, for up to 100 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. An additional small scale housing allocation at Ashford, for up to 10 dwellings, specifically to provide additional affordable homes to address the housing needs of local people, may also be made. (See Policies CS9, CS10, CS12, CS15, CS20)

Improvements will be made to public open space provision in the town and to the accessibility of the riverside Recreation Ground. (See Policy CS7)

### **Sandleheath**

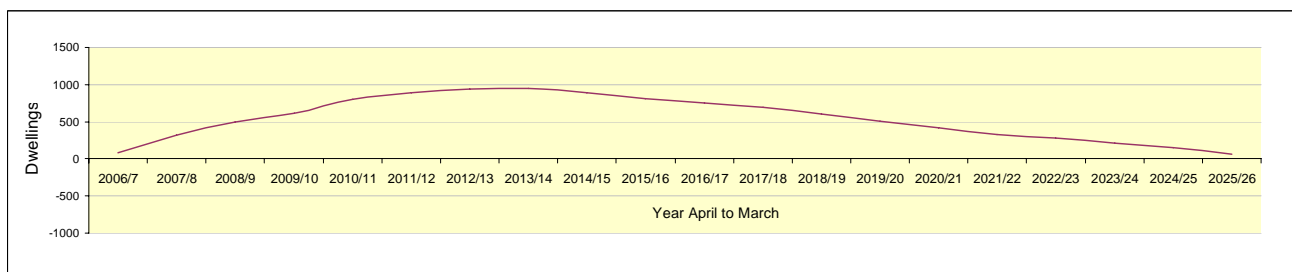
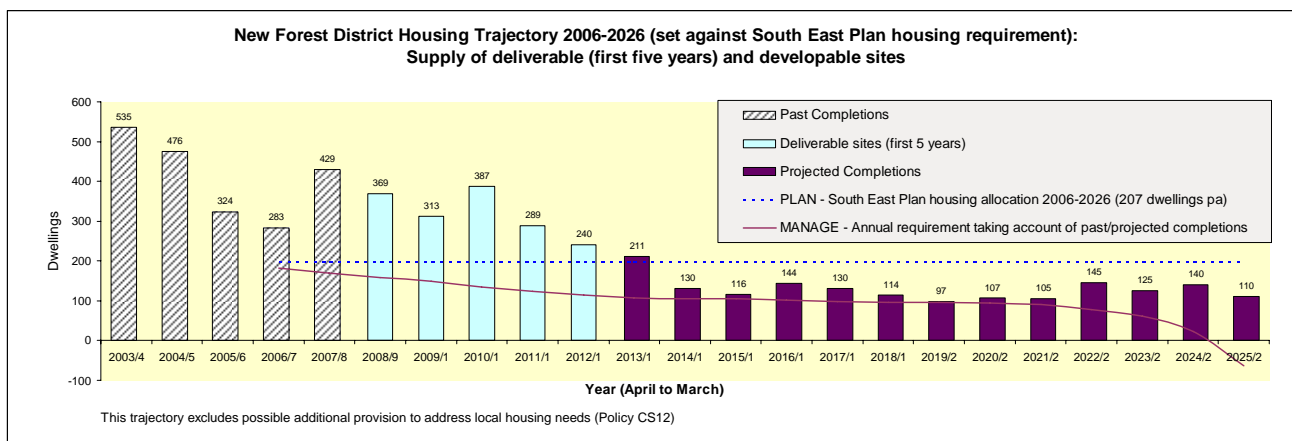
The spatial strategy identifies Sandleheath as defined villages where some limited development which is consistent with maintaining and enhancing its character will take place. To further address the area's need for affordable housing, provision is made in the strategy for an additional small scale housing allocation, for up to 10 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. This may be provided on small scale 'exception' development adjoining the village. (See Policies CS9, CS10, CS12).

### **Bransgore**

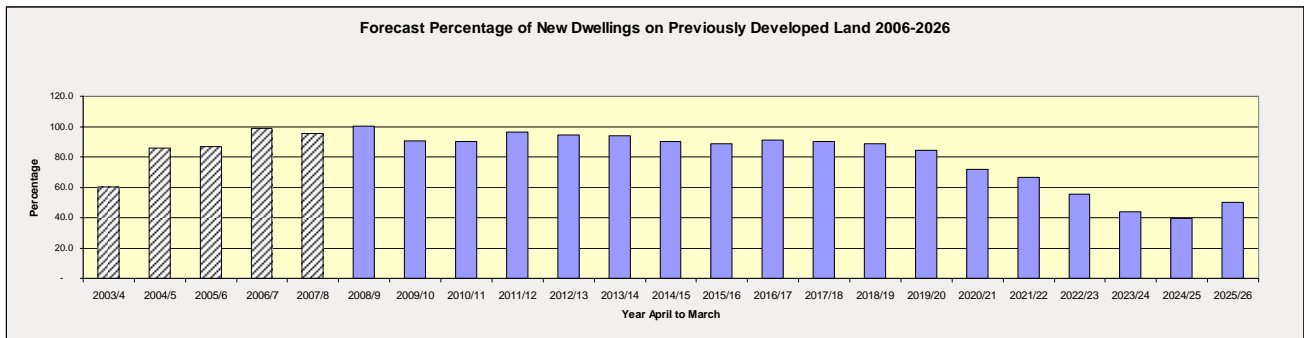
The spatial strategy identifies Bransgore as defined villages where some limited development which is consistent with maintaining and enhancing its character will take place. To further address the area's need for affordable housing, provision is made in the strategy for an additional small scale housing allocation, for up to 10 dwellings, specifically to provide additional affordable homes to address the housing needs of local people. This may be provided on small scale 'exception' development adjoining the village. (See Policies CS9, CS10, CS12).

## 10. Implementation and Monitoring

- 10.1 Background Paper 34 sets out the main responsibilities for ensuring the delivery of this Core Strategy.
- 10.2 It is important that there are adequate processes to monitor the implementation of the plan. It is essential to check that the plan is being implemented satisfactorily and to monitor whether the outcomes from its implementation are as intended. The main way to check and report on the implementation of the Plan is through the production of an Annual Monitoring Report (AMR). This is a key component of the LDF process.
- 10.3 The District Council has produced an AMR since 2001 relating to its Local Plans. Recent AMRs have included information relating to the LDF process such as reporting progress in producing Development Plan Documents set against the programme in the Local Development Scheme (LDS). As the various Development Plan Documents (DPDs) are adopted the AMR will monitor the objectives, policies and proposals contained within them. However, given that each DPD will supersede different parts of the Local Plan there will be a period of transition during which DPDs and elements of the Local Plan will continue to be monitored together in the AMR.
- 10.4 Housing delivery is afforded high priority by government and will be a key component of monitoring the implementation of the LDF. The Housing Trajectory below shows the expected housing delivery over the plan period.







- 10.5 Monitoring will focus on the achievement of the objectives and policies of the Core Strategy, and of subsequent Development Plan Documents. Where practicable, targets relating to the implementation of policies will be established and progress towards achieving these targets will be measured using indicators. Different types of indicators will be used, including:
- contextual indicators - relating to the social, economic and environmental conditions in the district, and
  - output indicators – measurable changes and outcomes resulting from implementing planning policies. These will be divided into ‘local output indicators’, which the Council defines and reports on, and ‘core output indicators’ which are defined by central government and are collected to provide consistent regional and national data sets. These will be collected where local data is available.

10.6 The format will be as follows:

Plan Objective	<i>Objectives of the Core Strategy</i>
Policies	<i>Policies in the Core Strategy and subsequent Development Plan Documents relating to the objective</i>
Responsible Agency	<i>The bodies responsible for implementation e.g. District Council / County Council / Private sector</i>
Targets	<i>Targets for implementing the policies (where practicable)</i>
Indicators	<i>What is used to measure or assess implementation of policies and objectives (contextual / local output / core output)</i>
Data Source	<i>Where the data used in the indicators will be drawn from</i>

## Monitoring the Core Strategy

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>1. Special qualities, local distinctiveness and a high quality living environment</b></p> <p>To provide for a high quality, safe and attractive living environment for communities in both urban and rural areas in a way that respects and safeguards the special qualities, character and local distinctiveness of the Plan area and the adjoining New Forest National Park.</p>	<p>CS1 Sustainable development principles</p> <p>CS2 Design quality</p> <p>CS3 Protecting and enhancing our special environment</p> <p>CS5 Safe and healthy communities</p> <p>CS6 Flood risk</p> <p>CS7 Open spaces, sport and recreation</p> <p>CS9 Settlement hierarchy</p> <p>CS10 Spatial strategy</p> <p>CS21 Rural economy</p>	<ul style="list-style-type: none"> <li>• Not to allow, contrary to Environment Agency advice, development in areas at risk from flooding, or which would threaten water quality.</li> <li>• Protect the quality of air, water and soil.</li> <li>• Not to allow, contrary to HSE or MoD advice, development in areas at risk from hazardous installations.</li> <li>• All new homes constructed after 2013 (2011 for affordable housing) to meet Lifetime Homes Standard</li> <li>• Public open space standard of 3.5 hectares per 1000 population in Level 1, 2 and 3 settlements</li> <li>• Retain back-up grazing land which supports commoning activity within the National Park.</li> </ul>	<ul style="list-style-type: none"> <li>• Applications granted contrary to Environment Agency advice on flooding or water quality (<i>core output indicator E1</i>).</li> <li>• Applications refused because of flood risk/ coastal erosion (<i>Local indicator</i>).</li> <li>• Areas subject to air quality management (<i>contextual indicator</i>).</li> <li>• Applications refused on grounds of air, water, or soil pollution (<i>local indicator</i>)</li> <li>• Population within major hazard zones (<i>contextual indicator</i>).</li> <li>• Applications refused on basis of hazard zones / hazardous substances (<i>local indicator</i>).</li> <li>• Applications refused on the basis of noise (<i>local indicator</i>).</li> <li>• Reported crime figures per 1000 population (<i>Contextual indicator</i>).</li> <li>• Applications refused on the basis of crime (<i>Local indicator</i>).</li> <li>• Percentage of homes built to Lifetime Homes standard (<i>local indicator</i>).</li> <li>• Applications refused because of impact on commoning / loss of back-up grazing land (<i>local indicator</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• NFDC planning records.</li> <li>• Environmental Health.</li> <li>• Census data and population forecasts.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>2. Climate change and environmental sustainability</b> To minimise the impact of local factors contributing to climate change, including minimising the use of non-renewable energy and natural resources; and to assess the implications on the plan area of climate change and develop appropriate local responses that minimise any harmful local impacts.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS4 Energy and resource use CS6 Flood risk CS23 Strategic transport proposals CS24 Local transport considerations</p>	<ul style="list-style-type: none"> <li>Renewable energy target to be set in subsequent DPD.</li> <li>Promote high standards of sustainable design in new development – target to be set in subsequent DPD.</li> <li>At least 60% of new housing and new employment development to be on previously developed land in order to minimise the use of green field sites.</li> <li>Targets for transport are set under Objective 5.</li> </ul>	<ul style="list-style-type: none"> <li>Renewable energy generation by installed capacity and type (<i>core output indicator E3</i>).</li> <li>Percentage of new homes meeting Eco Homes standards (<i>local indicator</i>).</li> <li>Permissions granted for coast protection/ flood defence works (<i>local indicator</i>).</li> <li>Percentage of new dwellings on previously developed land (<i>core output indicator H3</i>).</li> <li>Amount of employment floorspace on previously developed land by type (<i>core output indicator BD2</i>)</li> </ul>	<ul style="list-style-type: none"> <li>Energy supply companies records.</li> <li>Government statistics.</li> <li>NFDC planning records.</li> <li>Hampshire County Council / New Forest District Council housing &amp; employment monitoring.</li> </ul>
<p><b>3. Housing</b> To provide for additional housing within the Plan area to meet at least the requirements of the South East Plan (3,920 additional dwellings 2006-2026 which is equivalent to 196 additional dwellings a year) and to ensure that new housing provision is as far as possible directed towards addressing local housing needs, in terms of type, tenure and location, and in particular the needs of local people for housing which is affordable.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS4 Energy and resource use CS9 Settlement hierarchy CS10 Spatial strategy CS11 New housing land allocations CS12 Possible additional housing development to meet a local housing need CS13 Housing types, sizes and tenure CS14 Affordable housing provision CS15 Affordable housing contributions from developments CS16 Gypsies, travellers and travelling showpeople CS22 Affordable housing for rural communities</p>	<ul style="list-style-type: none"> <li>Meet the South East Plan housing requirement for New Forest District of 3,920 new dwellings between April 1996 and March 2026.</li> <li>Identify affordable housing needs within the District.</li> <li>Provide 100 affordable dwellings per annum.</li> <li>Increase the provision of smaller, 1, 2 and 3 bed dwellings as a proportion of new dwellings built and as a proportion of the housing stock – targets to be set in subsequent DPD</li> <li>Identify the needs of gypsies and travellers for pitches – target to be set through a selective review of the South East Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Housing Trajectory showing: <ul style="list-style-type: none"> <li>Plan period housing target (<i>core output indicator H1</i>)</li> <li>Net additional dwellings for previous years</li> <li>Net additional dwellings for the reporting year</li> <li>Net additional dwellings in future years</li> <li>Managed delivery target (<i>core output indicators H2(a) to (d)</i>).</li> </ul> </li> <li>Net additional gypsy and traveller pitches (<i>core output indicator H4</i>).</li> <li>Gross affordable housing completions (<i>core output indicator H5</i>)</li> <li>Housing quality – building for life assessments (<i>core output indicator H6</i>)</li> </ul>	<ul style="list-style-type: none"> <li>Hampshire County Council / New Forest District Council housing monitoring.</li> <li>Housing needs and market assessment studies.</li> <li>Census.</li> <li>NFDC planning records.</li> <li>Housing quality assessment.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>4. Economy</b> To foster the well-being of the local economy, facilitating a healthy and growing local economy without fuelling wider development pressures in the area. To support economic growth that reflects and complements the District's specific qualities and advantages, in particular tourism, low impact, higher paid knowledge-based enterprises and marine industries. To maintain the economic vitality and viability of town centres. To make a positive contribution to the delivery of the South East Plan's strategy for the regeneration and improved economic performance of the South Hampshire Sub-Region. To promote measures that enable the local workforce to have the necessary skills and ancillary facilities to be able to participate fully in local employment.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS4 Energy and resource use CS8 Community services and infrastructure CS9 Settlement hierarchy CS10 Spatial strategy CS12 Possible additional housing development to meet a local housing need CS17 Employment and economic development CS18 New provision for industrial and office development and related uses CS22 Affordable housing for rural communities</p>	<ul style="list-style-type: none"> <li>• To provide in Totton and the Waterside 24,000sqm of B1 offices, 11,500sqm of B2 manufacturing, and 37,000sqm of B8 warehousing floorspace in accordance with the PUSH apportionment.</li> <li>• Maintain or increase the ratio of jobs to economically active persons in the main service centres.</li> <li>• Seek to ensure that unemployment rates in all wards remain below the average for the Hampshire Economic Partnership area.</li> <li>• Seek to increase the proportion of high-tech and knowledge-based employment in the district.</li> <li>• Targets for affordable and local needs housing set out under Housing objective above.</li> </ul>	<ul style="list-style-type: none"> <li>• Total amount of additional employment floorspace by type (<i>core output indicator BD1</i>).</li> <li>• Employment land available by type (<i>core output indicator BD3</i>).</li> <li>• Amount of floorspace developed for employment by type in Totton and Waterside (<i>local indicator</i>).</li> <li>• Ratio of jobs to economically active persons in main service centres (<i>contextual indicator</i>).</li> <li>• Unemployment rates (<i>local indicator</i>).</li> <li>• Proportion of employment in the district in high-tech and knowledge-based industries (<i>contextual indicator</i>).</li> <li>• Applications approved for new or improved visitor and tourist facilities (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Hampshire County Council / New Forest District Council employment monitoring.</li> <li>• ONS unemployment statistics.</li> <li>• Annual Business Inquiry data.</li> <li>• NFDC application records.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>5. Travel</b> To reduce the need to travel, particularly using the private car and other unsustainable modes, and improve the accessibility and attractiveness of alternative transport modes. To provide safe and convenient access to services, employment, social and leisure opportunities. To manage congestion on key traffic routes.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS8 Community services and infrastructure CS9 Settlement hierarchy CS10 Spatial strategy CS21 Rural economy CS23 Strategic transport proposals</p>	<ul style="list-style-type: none"> <li>• Implement schemes identified in a subsequent DPD.</li> <li>• Hampshire Local Transport Plan (LTP) 2006-2011 contains various targets to 2020 mostly monitored through LTP Annual Progress Reports. <ul style="list-style-type: none"> <li>– County-wide: reduce traffic growth by 50%</li> <li>– Reduce people killed or seriously injured by 40%</li> <li>– Reduce children killed or seriously injured by 50%</li> <li>– Reduce slight casualties by 10%</li> </ul> </li> <li>• New Forest Transport Strategy (NFTS) 2003. <ul style="list-style-type: none"> <li>– Reduce traffic growth by 30% by 2020</li> <li>– Reduce animal deaths and injuries on Forest roads by 30%</li> </ul> </li> <li>• Totton &amp; Waterside Transport Strategy (TWTS) 2000 <ul style="list-style-type: none"> <li>– Reduce traffic growth by 75% by 2020</li> </ul> </li> <li>• Both NFTS &amp; TWTS. <ul style="list-style-type: none"> <li>– Improve accessibility to local services – Ensure new residential development has good access to key facilities and services achieving at least 80% with access to schools and GP surgeries within 30 minutes public transport travel time</li> </ul> </li> <li>• 5% public car parking bays to be for disabled people.</li> </ul>	<ul style="list-style-type: none"> <li>• Transport schemes implemented (<i>local indicator</i>).</li> <li>• Amount of completed non-residential development within Use Classes A, B &amp; D complying with car parking standards (<i>local indicator</i>).</li> <li>• Use of different modes (car, bus, rail, ferry, bicycle, walking) (<i>contextual indicator</i>).</li> <li>• New public transport routes / facilities (<i>local indicator</i>).</li> <li>• Length of journeys to work (<i>contextual indicator</i>).</li> <li>• Volumes of traffic on road network (<i>local indicator</i>).</li> <li>• Numbers of accidents involving personal injury / deaths (<i>local indicator</i>).</li> <li>• Accidents involving New Forest stock (<i>local indicator</i>).</li> <li>• Percentage of public car parking bays designated for disabled people (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Survey of implemented schemes.</li> <li>• Local Transport Plan annual monitoring.</li> <li>• Public transport operators data.</li> <li>• NFDC planning records.</li> <li>• HCC / police records.</li> <li>• Verderers records.</li> <li>• NFDC data.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>6. Towns, Villages and built environment quality</b> To encourage, and provide for the needs of, mixed and balanced communities in the towns and villages by providing, appropriate to the size of settlement, for a range and choice of good quality housing, job opportunities, and facilities and services which help meet the needs of residents; and in the main towns to aim for a good range of facilities providing for the social, economic, shopping, leisure, community, health and educational needs of all sections of the local community. To ensure that local character and distinctiveness which is valued is maintained, that heritage is protected, that enhancements are encouraged and that new development is well designed and is appropriate in scale and character to its setting.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS5 Safe and healthy communities CS6 Flood risk CS7 Open spaces, sport and recreation CS9 Settlement hierarchy CS10 Spatial strategy CS12 Possible additional housing development to meet a local housing need CS13 Housing types, sizes and tenure CS14 Affordable housing provision CS15 Affordable housing contributions from developments CS16 Gypsies, travellers and travelling showpeople CS17 Employment and economic development CS18 New provision for industrial and office development CS19 Tourism CS20 Town, district, village and local centres CS22 Affordable housing for rural communities</p>	<ul style="list-style-type: none"> <li>• To provide new housing in locations with good access to jobs, facilities and services.</li> <li>• Maintain vital and viable town, district and local centres including sustaining retail presence. Target to be established through a subsequent DPD.</li> <li>• To ensure that development respects its context and maintains local character.</li> </ul>	<ul style="list-style-type: none"> <li>• Amount of new residential development within 30 minutes public transport time of: a GP, a hospital, a primary school, a secondary school, areas of employment, and a major retail centre (<i>local indicator</i>).</li> <li>• Applications refused due to design and supported at appeal (<i>local indicator</i>).</li> <li>• Total amount of floorspace for town centre uses (<i>core output indicator BD4</i>).</li> <li>• Shop unit / frontages in retail / non-retail uses including vacancy rates (<i>local indicator</i>).</li> <li>• Applications refused due to listed building / conservation area / archaeology / historic landscape reasons and supported at appeal (<i>local indicator</i>).</li> <li>• Listed buildings and archaeological sites at risk (<i>local indicator</i>).</li> <li>• Applications approved for new or improved community facilities (<i>local indicator</i>).</li> <li>• Applications approved for new utilities development (<i>local indicator</i>).</li> <li>• Permissions granted for the development of education facilities (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Hampshire County Council accession modelling.</li> <li>• NFDC annual retail survey.</li> <li>• NFDC planning records.</li> <li>• English Heritage data.</li> <li>• Hampshire County Council / New Forest District Council retail, employment and leisure monitoring.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>7. The countryside</b> To promote a positive future for rural areas, securing their economic prosperity and environmental and social well-being, and enabling the diversification of the rural economy in ways which are compatible with environmental and adjoining National Park aims.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS9 Settlement hierarchy CS14 Affordable housing provision CS15 Affordable housing contributions from developments CS19 Tourism CS21 Rural economy CS22 Affordable housing for rural communities</p>	<ul style="list-style-type: none"> <li>• Provide 10 affordable dwellings per annum in rural areas.</li> <li>• All new and reused rural buildings outside settlements to be for agricultural, employment, tourist or community use, or for residential use related to agriculture and forestry.</li> <li>• Protect the landscape character of the countryside and the character of its settlements.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of affordable dwellings completed in rural areas (<i>local indicator</i>).</li> <li>• Number of applications approved outside settlements for agricultural, business, tourist, community or essential residential use of new and existing rural buildings compared with other uses (<i>local indicator</i>).</li> <li>• Applications refused due to countryside / landscape / design impacts within the countryside (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Housing development data.</li> <li>• NFDC planning records.</li> </ul>
<p><b>8. Biodiversity and landscape</b> To promote and safeguard biodiversity, protection and enhancement of wildlife, and landscape quality in the Plan Area. To avoid significant harmful impacts on the adjoining National Park. To promote public education and understanding of the care and quiet enjoyment of the natural environment.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS6 Flood risk CS19 Tourism</p>	<ul style="list-style-type: none"> <li>• Achievement of targets set out in Biodiversity Action Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Area of sites subject to: <ul style="list-style-type: none"> <li>– statutory nature conservation designations</li> <li>– local designations (SINC, LNR) (<i>contextual indicator</i>).</li> </ul> </li> <li>• Reported condition of national / international sites (<i>contextual indicator</i>).</li> <li>• Change in areas of biodiversity importance (<i>core output indicator E2</i>).</li> <li>• Changes in priority habitats and species (<i>contextual indicator</i>)</li> <li>• Applications refused due to impact on nature conservation interests (<i>local indicator</i>).</li> <li>• Applications refused due to landscape impacts (<i>local indicator</i>).</li> <li>• Applications refused due to impacts on trees, woodlands, hedgerows (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Natural England data.</li> <li>• Hampshire County Council data.</li> <li>• NFDC planning records.</li> <li>• Coastal monitoring.</li> </ul>

Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>9. Leisure and recreation</b> To provide a range of accessible and varied opportunities for good quality leisure and recreation activities within local communities for all ages and sectors of the District's population and to promote participation in active recreation. To facilitate the enjoyment of the coast and the area's other special qualities by visitors as well as local communities. To manage recreational pressures within areas subject to environmental designations, to minimise human impacts while maintaining appropriate opportunities to enjoy and experience the special qualities of the area.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS3 Protecting and enhancing our special environment CS7 Open spaces, sport and recreation CS9 Settlement hierarchy CS19 Tourism</p>	<ul style="list-style-type: none"> <li>• Implementation of specific proposals in the LDF to be detailed in a subsequent DPD.</li> <li>• Target for informal and formal open space per head of population as per Policy CS7</li> </ul>	<ul style="list-style-type: none"> <li>• Amount of completed leisure development (<i>local indicator</i>).</li> <li>• Areas of informal and formal open space per head of population by parish (<i>contextual indicator</i>).</li> <li>• New recreational development permitted (<i>local indicator</i>).</li> <li>• Monitoring of site-specific allocations (<i>local indicator</i>).</li> </ul>	<ul style="list-style-type: none"> <li>• Hampshire County Council / New Forest District Council leisure monitoring.</li> <li>• NFDC survey work.</li> <li>• NFDC planning records.</li> </ul>



Core Strategy Objective	Policies	Targets	Indicator	Data Source
<p><b>10. Minimising Deprivation</b> To ensure, so far as is possible through spatial planning, that all sectors of the Plan Area's population have access to the opportunities and facilities that allow a fulfilling life.</p>	<p>CS1 Sustainable development principles CS2 Design quality CS4 Energy and resource use CS7 Open spaces, sport and recreation CS8 Community services and infrastructure CS14 Affordable housing provision CS15 Affordable housing contribution requirements from developments CS16 Gypsies, travellers and travelling showpeople CS17 Employment and economic development CS18 New provision for industrial and office development and related uses CS21 Rural economy CS22 Affordable housing for rural people</p>	<ul style="list-style-type: none"> <li>• New Forest District to remain ranked in the top 20% of least deprived districts in England (currently ranked 302 out of 354).</li> <li>• No areas within the District to fall within the 20% most deprived in England (part of Holbury and North Blackfield Ward is at 17.8% - 2007)</li> </ul>	<ul style="list-style-type: none"> <li>• Rank of super output areas in England (<i>contextual indicator</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Indices of Multiple Deprivation</li> </ul>

## Appendices

1. List of Background Papers
2. List of Local Plan Policies to be replaced (Under preparation)
3. Vision and objectives of New Forest District Council's Community Strategy Review: Future Matters
4. How the Core Strategy has been prepared

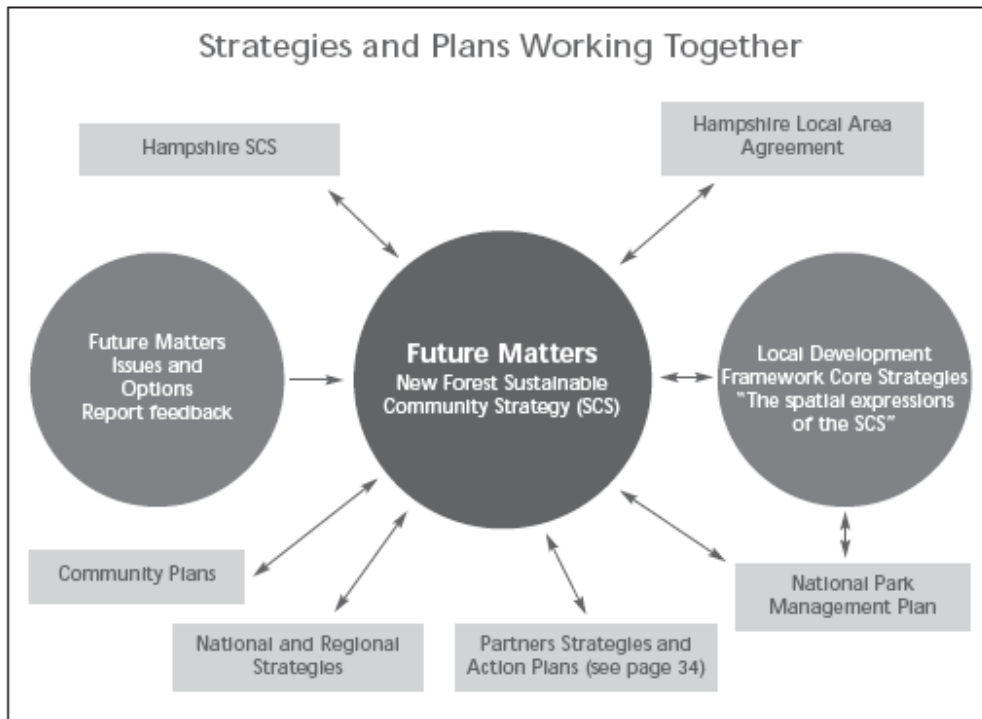
## Appendix 1: Core Strategy Background Papers

Background Paper Number	Name/Title	Date of Publication	Available via NFDC Website?
1	Citizens Panel Survey on Planning Issues	2004	Yes
2	Young People's Panel Survey on Planning Issues	2006	Yes
3	Response to Employment DPD Preferred Options consultation	2007	Yes
4	Future Matters- Issues and Options	December 2006	Yes
5	Future Matters Issues and Options– Report on Responses	February 2007	Web-site only
6	Summary of response to Future Matters consultation	2007	Yes
7	Core Strategy Development Plan Document Preferred Options (including Appendices)	October 2007	Yes
8	Response to Preferred Options consultation	2008	Yes
9	Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (at September 2008)	September 2008	Yes
10	Summary of Progress with Preparation of Town and Village Plans		Yes
11	Range of facilities in the Plan Area's main towns and villages		Yes
12	New Forest District Town Centre Strategy – Strategic Assessment	July 2006	Yes (Conclusions and recommendations)
12a	Lymington Town Centre Strategy Study	July 2006	Yes (Conclusions and recommendations)
12b	New Milton Town Centre Strategy Study	July 2006	Yes (Conclusions and recommendations)
12c	Ringwood Town Centre Strategy Study	July 2006	Yes (Conclusions and recommendations)
12d	Totton Town Centre Strategy Study	July 2006	Yes (Conclusions and recommendations)
13	PPG 17 Sport, Recreation and Open Space Study	February 2007	Yes
14	Employment Land Review	2005	Yes
15	Economic Profile of New Forest District	2006 (HCC)	Yes

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Background Paper Number	Name/Title	Date of Publication	Available via NFDC Website?
16	Analysis of Employment Development Trends	2006	Yes
17	Employment allocations in adjoining districts	2006	Yes
18	Property Market Review - a commercial Viewpoint 2005 (Vail Williams)	2005	Yes
19	Business Needs Survey Report	2005	Yes
20	Urban Housing Potential Study (Draft)	October 2007	Yes
21	Strategic Housing Land Availability Assessment	October 2008	Yes
22	Gypsy & Traveller Accommodation Assessment (Hampshire)	2007	Contact Policy and Plans Team
23	South Hampshire Housing Market Assessment (Parts I and II)	April 2005/ October 2006	Yes
24	Central Hampshire and New Forest Strategic Housing Market Assessment	November 2007	Yes
25	Affordable Housing Economic Viability Assessment	August 2007	Yes
26	Affordable Housing Economic Viability Study: Report on Residential to Residential sites and the impact of other community charges (Community Infrastructure Levy)	September 2008	Yes
27	Sustainability Appraisal Scoping Report	May 2006	Yes
28	Strategic Flood Risk Assessment	October 2007	Yes
29	Draft Habitats Regulations Assessment of Preferred Options document (Appropriate Assessment)	October 2007	Yes
30	Habitats Regulations Assessment (Appropriate Assessment) of Core Strategy	September 2008	Yes
31	Transport Assessment/ Assessment of Preferred Option and 2008 Update	June 2007/ September 2007 / July 2008	Yes
32	Sustainability Appraisal Report of Preferred Options	October 2007	Yes
33	Sustainability Appraisal Report of Core Strategy	October 2008	Yes
34	Core Strategy Delivery Plan	October 2008	Yes

## Appendix 3: Sustainable Community Strategy for the New Forest District - Vision and Objectives and links to the Core Strategy



Minor  
diagram  
revisions  
needed

### Future Matters – The Sustainable Community Strategy for New Forest District – 2008-2012

“Future Matters” the Sustainable Community Strategy for the New Forest District looks at the period 2008 to 2012. It has been prepared by the Local Strategic Partnership for New Forest District – the Changing Lives Partnership.

#### The Vision for 2026

A thriving New Forest where people, the environment and the economy provide an exceptional quality of life

#### Medium term objectives of the strategy

The Sustainable Community Strategy puts forward the following statement of medium term objectives and vision:

“Compared with today (April 2008), by the end of the strategy (March 2012) the New Forest District will be a community where:

- More people will lead healthier lifestyles
- People will be and feel safer

- People will have better access to services and facilities
- People will have more opportunity to shape their communities and the services they receive
- People’s impact on the environment is better managed and controlled
- People have greater opportunity to develop as individuals
- People’s housing needs are better met
- The built and natural environment are improved and protected
- The environment is an asset that provides opportunities for the economy and people’s enjoyment
- Businesses have better local opportunities to thrive and influence decisions that affect them”

### Sustainable Community Strategy Priorities

The table below sets out the priorities of the Sustainable Community Strategy for each topic area.

<b>Future Matters Topic Area</b>	<b>Priorities</b>
<b>Children and Young People</b>	1.1 Being healthy: Promote healthy eating along with increased activity
	1.2 Staying safe: Foster the development of self esteem / need for success
	1.3 Enjoy and Achieve: Development work in communities with areas of relative poverty to engage with Children’s Centres and Extended Schools
	1.4 Make a positive contribution: Involve young people to enable themselves to make a positive contribution.
	1.5 Economically active: Improve public transport for children & young people, particularly outside of 9-5
<b>Community Safety</b>	2.1 Anti social behaviour
	2.2 Assault
	2.3 Vehicle Crime
	2.4 Domestic Violence
	2.5 Community engagement and reassurance
	2.6 Alcohol
	2.7 Re-offending
	2.8 Partnership working
<b>Economy</b>	3.1 Improving access to training opportunities for developing business skills
	3.2 Increasing the economic benefits derived from local distinctiveness
	3.3 Increasing the numbers of small businesses in the District
	3.4 More businesses involved in the activities of the business partnership and representing the interests of local commerce.
	3.5 Increasing the vitality and viability of town and village centres

<b>Future Matters Topic Area</b>	<b>Priorities</b>
<b>Built Environment</b>	4.1 Promote understanding and achievement of high quality design.
	4.2 Identify and protect distinctive valued local character and increase engagement with the historic environment.
	4.3 Encourage creation of safe and healthy places by raising quality and quantity of public space and access to natural greenspace.
	4.4 Reduce carbon footprint of new development.
	4.5 Make town centres more attractive.
<b>Natural Environment</b>	5.1 Restore or enhance landscapes and habitats at the landscape scale where character or condition has been lost or degraded
	5.2 Support land management which sustains the special qualities of the area
	5.3 Improve understanding and good management of the wealth of individual features which contribute to local distinctiveness
	5.4 Manage the impacts of development (both direct and indirect) on the natural environment
<b>Environmental Protection and the Wise Use of Natural Resources</b>	6.1 Reducing environmental pollution – greenhouse gas emissions
	6.2 Reducing the use of non renewable resources
	6.3 Reducing the amount of waste
	6.4 Adapting to climate change
	6.5 Keeping the District clean and tidy
<b>Health</b>	7.1 Reduce adult and childhood overweight and obesity
	7.2 Reducing the number of people who smoke
	7.3 Improving the sexual health of all groups, especially young people & at risk groups
	7.4 Reduce harm to young people and the wider community connected with alcohol
	7.5 Improve access to information and support to enable older people to live independently.
	7.6 Reduce the number of older people suffering injury as a result of falling
<b>Housing</b>	8.1 Increase the supply of affordable housing
	8.2 Preventing homelessness and meeting the needs of special groups.
	8.3 Providing the right type of new housing to meet the needs of local communities.
	8.4 Making the best use of existing stock
<b>Leisure</b>	9.1 Healthy communities: More people being more active.
	9.2 Local facilities Making the most of local leisure facilities through

<b>Future Matters Topic Area</b>	<b>Priorities</b>
	marketing.
	9.3 Improving accessibility Make best use of community transport / public transport
	9.4 Manage recreational pressures Strategic management of recreational opportunities and pressures
	9.5 Enabling everyone to recognise and appreciate the special qualities of the area
<b>Older People</b>	10.1 Access to health and care facilities
	10.2 Providing more care facilities/ day centres/ care homes
	10.3 Improving transport
	10.4 Improved access to information
<b>Tourism</b>	11.1 Engagement of local, day and staying visitors in a comprehensive visitor stewardship programme
	11.2 Support to all sectors of the Local Tourism Industry, particularly serviced accommodation (eg hotels & B&B), to improve quality in standards and services.
	11.3 Engagement of local communities in tourism development and decision making
	11.4 The promotion of local New Forest Marque produce to the tourism and visitor industry
	11.5 An effective Car Free Tourism Programme
<b>Transport</b>	12.1 Manage congestion on the following routes: <ul style="list-style-type: none"> <li>• A35 and A337 in the Lyndhurst area</li> <li>• A35 east of A326</li> <li>• A326</li> <li>• A31</li> </ul>
	12.2 Reduce the negative impact of transport on people and on the environment
	12.3 Invest to maintain and improve the local road network
	12.4 Improve accessibility whilst reducing reliance on the private car.
<b>Active Communities</b>	13.1 Improving community engagement
	13.2 Using community planning as a key tool
	13.3 Integrating the impact of equalities issues into service delivery
	13.4 Increasing opportunities to volunteer



## The Sustainable Community Strategy (SCS) and Local Development Framework (LDF) Working Together

### How the LDF helps deliver the SCS

Key:	✓✓✓	= major links
	✓✓	= moderate links
	✓	= minor links

		LDF Core Strategy Objectives									
		1 Special qualities, local distinctiveness & a high quality environment	2 Climate change & environmental sustainability	3 Housing	4 Economy	5 Travel	6 Towns, villages & built environment quality	7 The countryside	8 Bio-diversity & landscape	9 Leisure & recreation	10 Minimising deprivation
SCS objectives	1 healthier lifestyles	✓				✓	✓	✓		✓✓	✓✓✓
	2 being & feeling safer	✓✓		✓		✓	✓✓				✓✓
	3 better access to services & facilities			✓✓	✓	✓✓✓	✓✓	✓		✓✓	✓✓✓
	4 more opportunities to shape their communities & services			✓			✓				✓✓
	5 impact on the environment is better managed & controlled	✓✓✓	✓✓✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓✓	✓✓

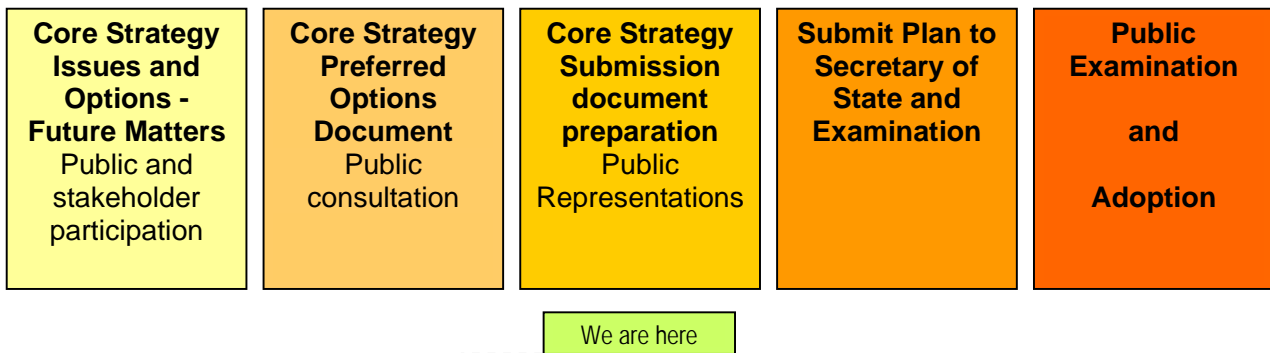
		LDF Core Strategy Objectives									
		1 Special qualities, local distinctive- ness & a high quality environ- ment	2 Climate change & environ- mental sustain- ability	3 Housing	4 Economy	5 Travel	6 Towns, villages & built environ- ment quality	7 The country- side	8 Bio- diversity & land- scape	9 Leisure & recreation	10 Minimising deprivation
	6 greater opportunities to develop as individuals				✓	✓	✓		✓	✓	✓✓
SCS objectives	7 housing needs are better met	✓	✓✓	✓✓✓			✓✓				✓✓✓
	8 the built & natural environment are improved & protected	✓✓✓	✓✓✓	✓			✓✓✓	✓✓✓	✓✓✓	✓✓	
	9 the environment is an asset that provides opportunities for the economy & enjoyment	✓	✓		✓✓	✓	✓✓	✓✓	✓✓	✓✓	✓
	10 businesses have better local opportunities to thrive & influence decisions that affect them			✓	✓✓✓	✓	✓✓	✓			✓

## Appendix 4 How the Core Strategy has been prepared

### How has this Core Strategy been prepared?

A4.1 This Core Strategy Submission Document follows an extensive process of consideration of issues, evidence gathering, appraisals of options, and formal and informal public consultation. The key stages are summarised in Figure 1. A summary of the full process for preparing the Core Strategy is included in Appendix 1.

Fig. A4.1 : The Core Strategy Process



A4.2 Work started on preparing this Core Strategy in early 2006. Initially, New Forest District Council and the New Forest National Park Authority were working jointly on a Core Strategy for their combined areas. However in June 2007 the National Park Authority decided not to continue with the joint Core Strategy. New Forest District Council and the National Park Authority have tried to ensure that as far as possible the Core Strategies for the District outside and inside the National Park are consistent with each other.

A4.3 An important stage in the preparation of this Core Strategy was the “Future Matters Issues and Options” consultation (December 2006 to January 2007). This dealt with the combined area of the whole of New Forest District and the National Park and set out “Issues and Broad Options”. The results of the consultation have fed into the Core Strategies of the District Council and National Park Authority, the New Forest District Sustainable Community Strategy and the National Park’s Management Plan. A large response was received to the “Future Matters Issues and Options” consultation. The comments received are summarised in Appendix 2.

A4.4 The development of the Core Strategy also took on board the work done, and consultations carried out, on an Employment Development Plan Document in 2005 – 2006 (see Appendix 3). In the light of subsequent Government advice that a Core Strategy should normally be the first LDF document to be prepared, it was decided to roll the Employment Document work into the Core Strategy preparation rather than progress a separate document.

A4.5 A further major public consultation on the Core Strategy proposals took place from October to December 2007. This was on the “Preferred Options” for the Core Strategy, and on the other options considered and the reasoning behind the selection of the Preferred Options. Again a substantial response was received to this consultation from organisations and from members of the public. Most of policy outlines proposed received substantially more support than objections. The responses regarding the spatial distribution of housing and employment sites were more

balanced. A fuller summary of the responses received to the Preferred Options consultation is set out in Background Paper 8.

- A4.6 There has been much involvement of other organisations in the preparation of this Core Strategy and in the evidence-gathering and in the various assessments carried out. A full list of Background Papers related to this Core Strategy is included in Appendix 1. All of these Background Papers are publicly available and can be seen on the District Council's website ([www.newforest.gov.uk](http://www.newforest.gov.uk)).