

New Forest District outside the National Park

Mitigation for Recreational Impacts

On European Sites

Supplementary Planning Document

(Review of the Mitigation Strategy for European Sites adopted in June 2014)

Consultation Draft



June 2018

This page is intentionally blank

Contents

List of Figures	2	5.0 The delivery of alternative natural recreational green spaces through strategic site allocations in the Local Plan Review	23
List of Tables	2	Totton and the Waterside	25
1.0 Executive Summary	3	The Coastal Towns and Villages	25
2.0 Introduction	5	Ringwood, Fordingbridge the Avon Valley and Downlands	26
Requirements of the Conservation of Habitats and Species Regulations	6	6.0 Implementation and Funding	28
Residential developments required to mitigate	8	Provision of On-site alternative natural recreational green spaces	28
Residential development not requiring the submission of a planning application	8	Provision for continuing management and maintenance of on-site alternative natural recreational green spaces	28
Hotel Development	9	Monitoring of onsite compliance	28
Appropriate Mitigation Measures to address adverse impacts of the European sites	9	Recreational Mitigation projects provided off site	29
Natura 2000 sites	9	Mitigation project design and implementation	29
New Forest European Sites	9	Access Management Costs	30
Southampton Water and Solent Coast European sites	10	Monitoring	30
Alternative approaches to recreation mitigation	11	Affordable Housing & CIL reliefs	30
Sustainability Appraisal of this document	11	Summary of contributions	31
3.0 Local Plan Policies and other relevant documents	12	Developments of less than 50 dwellings within 5.6km of the Southampton Water and Solent Coast European Sites	31
Local Plan Review	12	Developments of less than 50 dwellings not within 5.6km of the Southampton Water and Solent Coast European Sites	31
Habitats Regulation Assessment 2018	14	Developments of 50 or more dwellings within 5.6km of the Southampton Water and Solent Coast European Sites	32
Infrastructure Delivery Plan 2018	14	Developments of 50 or more dwellings not within 5.6km of the Southampton Water and Solent Coast European Sites	32
Guide to Developers' Contributions SPD	14	Appendix 1 - Monitoring Requirements	33
4.0 Recreation Mitigation requirements for new development	15	Appendix 2: Summary of offsite mitigation proposals	39
Calculating the recreational mitigation required	15	Projects 2018-2025	39
Provision of alternative natural recreational green spaces on new developments over 50 dwellings	16	Projects 2026-2036	40
Provision of offsite recreation mitigation projects for new developments of less than 50 dwellings	16	Appendix 3: Design considerations for recreation mitigation	43
Enhancement of existing green spaces as alternative natural recreational green spaces	17	Improve surface and route condition	43
Enhancement of Recreational Walking Routes	17	Improve signage	43
Access and Visitor Management	18	Improve accessibility	43
Monitoring	18	Provide additional amenities	44
Monitoring the implementation of the Mitigation Strategy	19	Provide dog waste bins	44
Monitoring the effectiveness of the Mitigation Strategy	20	Provide dog exercise areas	44
Working with others	20	Appendix 4 - A combined approach to the provision of Recreational mitigation, Natural Greenspace and Public Open Space - Strategic landscape requirements (in the New Forest District outside the National Park) to accompany planning applications for residential developments over 50 dwellings.	45
Transfer of land	21	Introduction	45
Mitigation for brownfield land site development in urban areas	21		
Opportunities for alternative recreational mitigation projects	21		

A combined approach	45	Avon Valley Ramsar	65
Location of Alternative natural recreational green spaces	47	Dorset Heaths SAC	66
Quality of Alternative natural recreational green spaces	47	Dorset Heathlands SPA	66
Space	47	Dorset Heathlands Ramsar	67
Routes	49	Appendix 8 – Managing dogs on recreational sites	68
Planting	49	Appendix 9 - Key Council Contacts and Useful Links	69
Furniture and facilities	49	Planning Contacts	69
Interpretation and Signage	49	Useful Links	69
Public Open Space expectations	50	Appendix 10 - Glossary	70
Integrating Sustainable Urban Drainage features (SuDS)	50		
Fig 1: A connected network of alternative natural recreational green spaces. Mitigation compliant space can extend up to 500m from the main space where a linked network of smaller spaces offer an attraction for dog walking	52		
Fig 2: A connected network of alternative natural recreational green spaces (the effect of road severance)	53		
Fig 3: A comprehensive green infrastructure integrating public open space	54		
Detailed design considerations for Alternative natural recreational green spaces: Spaces and Routes	55		
A hierarchy of new and existing footpath routes	55		
Provide additional amenities	57		
Waste bins	57		
Seating	57		
Provide opportunities for natural play	57		
Provide dog activity areas or trails	57		
Appendix 5: Allocated Sites yet to be implemented	59		
Totton and the Waterside	59		
Coastal Towns and Village	59		
Ringwood, Fordingbridge the Avon Valley and Downlands	59		
Appendix 6 Consideration of Development Proposals Affecting Internationally Designated Sites	60		
Appendix 7 – European Site Descriptions	61		
Southampton and Isle of Wight Lagoons SAC	61		
Solent Maritime SAC	61		
Solent and Southampton Water SPA	61		
Solent and Southampton Water Ramsar	62		
New Forest SAC	62		
New Forest SPA	64		
New Forest Ramsar	64		
River Avon SAC	65		
River Avon SPA	65		

List of Figures

Figure 1: The Plan Area	5
-------------------------	---

List of Tables

Table 1 Performance of mitigation proposals	19
Table 2 Assumed occupancy rate for dwelling size	23
Table 3 Worked Examples for alternative natural recreational green spaces required	23
Table 4 Estimates of on-site alternative natural recreational green spaces to be provided	24
Table 5 Mitigation required Totton and the Waterside	25
Table 6 Mitigation required South Coastal Towns	25
Table 7 Mitigation required Avon Valley	26
Table 8 saved recreation mitigation land Allocations in the Local Plan Part 226	29
Table 9 Contribution rate per dwelling by size of dwelling	30
Table 10 Contribution rate per dwelling for access management	30
Table 11 Contribution rate for development less than 50 within 5.6km of Southampton Water and Solent Coast European Sites	31
Table 12 Contribution rate for development less than 50 NOT within 5.6km of Southampton Water and Solent Coast European Sites	31
Table 13 Contribution rate for development of 50 or more within 5.6km of Southampton Water and Solent Coast European Sites	32
Table 14 Contribution rate for development of 50 or more NOT within 5.6km of Southampton Water and Solent Coast European Sites	32

1.0 Executive Summary

1.1 This Supplementary Planning Document relates to the Local Plan for New Forest District outside of the National Park. The plan area, which lies on the south coast between the Southampton and Bournemouth conurbations, skirts around the New Forest National Park. The area includes and is close to a number of significant environmental designations of international nature conservation importance, notably:

New Forest European Sites

- The New Forest SAC;
- the New Forest SPA;
- the New Forest Ramsar site ('New Forest European sites')

Southampton Water and Solent Coast European Sites

- the Solent Maritime SAC;
- the Solent and Southampton Water SPA;
- the Southampton and Isle of Wight Lagoons SAC;
- the Solent and Southampton Water Ramsar site ('Southampton Water and Solent Coast European sites');

and

- the River Avon SAC,
- the River Avon SPA,
- the Avon Valley Ramsar site,
- the Dorset Heaths SAC,
- Dorset Heathlands SPA and;
- Dorset Heathlands Ramsar site.

1.2 These sites are all protected by legislation and the Conservation of Habitats and Species Regulations 2017¹ ('Habitats Regulations') which seek to ensure that development proposals do not harm the protected sites.

1.3 This document provides supplementary planning guidance to the Local Plan Review Part 1: Core Strategy 2016-2036 Development Plan Document (DPD) and Local Plan Part 2: Sites and Development Management DPD saved policies adopted in 2014. It gives detailed guidance on the implementation of Policy 10: Mitigating the impact of development on International Nature Conservation sites, in regard to recreational impacts. Mitigation of the effects of air and water quality on European nature conservation sites is dealt with separately.

1.4 The Habitats Regulations Assessment of the Local Plan concluded that the recreational impacts on designated sites arising from planned residential development, either alone or in combination with other plans or projects need to be addressed. To enable the planned residential development to proceed the Conservation of Habitats and Species Regulations require that appropriate mitigation measures are in place to ensure that the proposed development can take place without a harmful impact on the integrity of protected sites.

1.5 Mitigation for recreational impacts has four main elements :

- Provision of new areas of publicly accessible natural recreational green space;
- Enhancement of existing green space and footpaths/rights of way - A programme of enhancement to footpaths/rights of way

¹ The Conservation of Habitats and Species Regulations 2017:
<https://www.legislation.gov.uk/ukxi/2017/1012/contents/made>

and existing open spaces in all settlements where new residential development takes place;

- Access and visitor management – measures include the provision of rangers for the New Forest SPA and Solent Coastal European sites.
- Monitoring – the gathering of further information, including about the condition of European sites' habitats and species and visitor patterns, and to gain a better understanding of the effects of visitors and other factors influencing the condition of the protected sites; and the monitoring of progress in implementing the mitigation strategy.

1.6 The main changes between proposed policy 10 and policy DM3 are:

- All developments will now be required to contribute to access and visitor management (this was previously only a requirement for developments under 50 dwellings).
- The 2ha informal open space element of Policy 15 (saved policy CS7) can no longer offset the 8ha recreational mitigation requirement for sites over 50 dwellings.

1.7 These enhancements of mitigation requirements recognise the additional pressures on European sites, most notably the New Forest, arising from the very significant increase in development rates from the previous plan and the recognition that other mitigation measures will not be 100% effective in deflecting visits away from designated sites.

1.8 The delivery of the appropriate mitigation measures is a key component of the Infrastructure Delivery Plan (IDP) for the plan area, and the implementation of the mitigation projects is a priority within the IDP. The mitigation proposals are set out for each sub area of the District, reflecting the distribution of new residential

development. Mitigation measures will be provided and/or funded by the developers of the new residential development within the Plan Area.

1.9 The Council is consulting on this draft Mitigation Strategy alongside the public consultation on the proposed submission document of the Local Plan Review Part 1. While this document is not part of the Local Plan itself, it is a key document for securing the delivery of appropriate measures required to provide the mitigation of recreational impacts on the Natura 2,000 sites.

Question

As part of this Consultation we are keen to receive comments on this strategy, but also any comments approach to mitigating the recreational impacts of development within the plan area.

We are also keen to receive any proposals for additional mitigation measures and projects that could be included to proposed appropriate recreational mitigation.

2.0 Introduction

2.1 This Mitigation Strategy covers the New Forest District (outside the National Park) Local Plan Area. (See figure 1 below.)

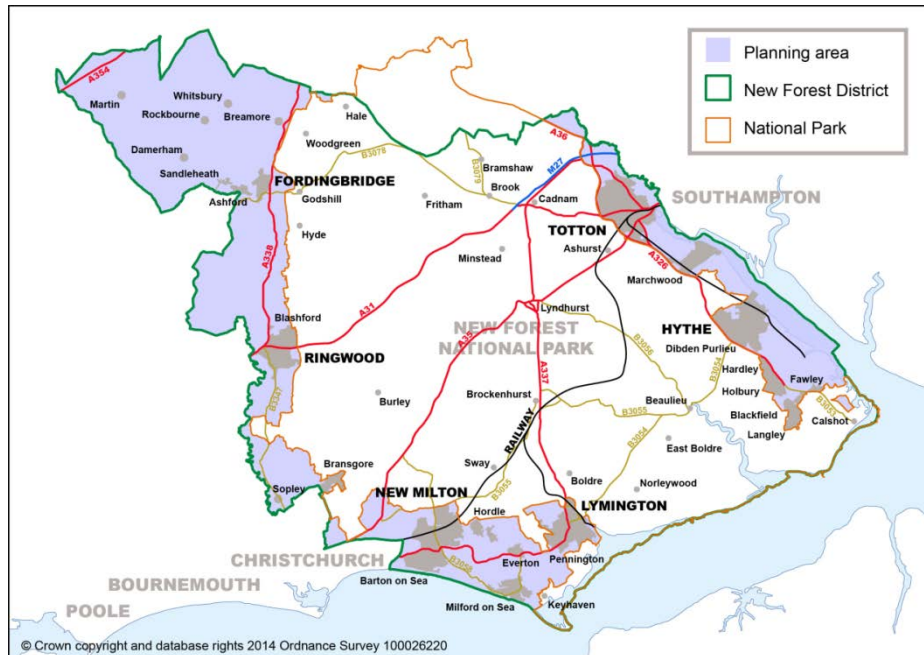


Figure 1: The Plan Area

2.2 New Forest District lies on the south coast between the Southampton and Bournemouth conurbations. The area is subject to significant environmental designations, including European nature conservation sites. Under the requirements of the Conservation of Habitats and Species Regulations the Council has a duty to ensure that the effects of its Plan do not have an adverse effect on the integrity of any European nature conservation designations – Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) (Natura 2000 sites).

2.3 The Habitats Regulations Assessment of the Local Plan Review has identified potentially harmful recreational impacts arising from residential development on:

- New Forest SAC/SPA/Ramsar site (New Forest European sites)
- the Solent and Southampton Water SPA/Ramsar site/Solent
- Isle of Wight Lagoons SAC/Solent Maritime SAC (Solent Coastal European sites).

2.4 To enable the planned residential development to proceed the Conservation of Habitats and Species Regulations require that appropriate mitigation measures are in place to ensure that the proposed development (either alone or in combination with other plans or projects) does not have a harmful impact on the protected sites.

2.5 Local Plan Review Policy 10 sets out the broad approach which will be applied to residential development to secure appropriate mitigation of recreational impacts on the European sites from the development. This document provides details of how this policy will be implemented and replaces the previous Mitigation Strategy adopted in June 2014. In particular the strategy sets out the suite of projects and measures which will be either provided by or funded by residential development within the plan area over the plan period to provide the required mitigation of recreational impacts. This strategy also sets design guidance of how on site recreation mitigation should be provided by developers as part of new development.

2.6 Other relevant documents include the Habitats Regulations Assessment (HRA), the Infrastructure Delivery Plan (IDP), and the Community Infrastructure Levy (CIL) Charging Schedule.

2.7 Mitigation measures set out in this strategy are directed towards:

- providing alternative recreational opportunities (to deflect potential visits away from the New Forest and Southampton Water and Solent Coast European Sites);
- managing and educating visitors (to change visitor behaviour including when visiting the designated sites); and
- monitoring of the impacts and effectiveness of mitigation measures (to provide a better understanding of the impacts of recreation on the New Forest and Southampton Water and Solent Coast European sites and enabling future refinements of mitigation policies and measures)².

2.8 This Mitigation Strategy has been developed following advice given in the Habitats Regulations Assessment of the Plan, prepared for the Council by Land Use Consultants and is also a review of the Mitigation Strategy SPD adopted in 2014.

2.9 The main difference between this strategy and the strategy adopted in 2014 is that it recognised that recreational visits to the New Forest and Southampton Water and Solent Coast European Sites will to some extent continue even if on site recreational mitigation is provided, and therefore the requirement to provide for access and visitor management, via communication and education provision is extended to all residential development.

² The assumption is made that the measures set out in this strategy will provide effective mitigation. However, that is yet to be proven.

Requirements of the Conservation of Habitats and Species Regulations

2.10 Article 6 of the Habitats Directive (92/43/EEC)³ requires all Member States to undertake an ‘appropriate assessment’ of any plan or project requiring authorisation which would be likely to have a significant effect upon a European site; this is commonly referred to as a Habitats Regulations Assessment (HRA). This assessment must demonstrate that based on the best available scientific information, and in light of any suitable mitigation measures, the plan or project would not adversely affect the integrity of the site either alone or in combination with other plans or projects. A precautionary approach must be adopted in HRA, and where a loss of site integrity cannot be ruled out the plan or project may only be authorised under very exceptional circumstances following consultation with the European Commission.

2.11 In the UK the Habitats Directive has been transposed into domestic legislation as the Conservation of Habitats and Species Regulations 2017⁴, and the provisions of Article 6 are largely satisfied by Regulation 61 and Government Circular 06/2005 which establishes the statutory obligations for HRA alongside the European Commission’s guidance. The Conservation of Habitats and Species Regulations confirms the responsibility of all local planning authorities as ‘competent authorities’, requiring them to carry out HRA of all relevant planning applications and Local Development Documents.

³ Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora can be viewed at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:31992L0043:EN:HTML>

⁴ The Conservation of Habitats and Species Regulations 2017 can be viewed at: <https://www.legislation.gov.uk/ukxi/2017/1012/contents/made>

- 2.12 Under Article 6(3) of the Habitats Directive, Competent Authorities have a duty to ensure that all the activities they regulate have no adverse effect on the integrity of any of the Natura 2000 sites (together SPAs and SACs make up the network of Natura 2000 sites). Therefore, the Council (the Competent Authority) must assess the possible effects of a plan or project on any Natura 2000 site. This includes an initial screening stage to identify any likely significant effects on the European site which may arise, either alone or in combination with other plans or projects. If at the screening stage it is considered that there is likely to be a significant effect, in view of the site's conservation objectives, then the plan or project must be subject to an Appropriate Assessment (AA). Having undertaken the AA, the Council shall agree to the plan or project only after ascertaining that it will not adversely affect the integrity of the European site concerned, or where the further tests as described in article 6(4) can be met.
- 2.13 The decision-maker must consider the likely and reasonably foreseeable effects in order to ascertain that the proposal will not have an adverse effect on the integrity of the site before it may grant permission (subject to the exception tests set out in Regulation 61 of the Conservation of Habitats and Species Regulations).
- 2.14 This process requires close working with Natural England in order to obtain the necessary information, agree the process, outcomes and mitigation proposals, and to meet the requirements of the Conservation of Habitats and Species Regulations.
- 2.15 The Habitat Regulation Assessment for the Local Plan Review indicates that the possibility of recreational visits causing disturbance at European sites cannot be ruled out.
- 2.16 The Council's approach to recreation mitigation has only been in operation for a short period (since 2014) and there is therefore a need to monitor its effectiveness. In the event that this monitoring indicates that the strategy is not effective then an alternative approach may be necessary to accommodate the proposed growth within the District.
- 2.17 Following the ruling by the Court of Justice of the European Union (CJEU) in April 2018⁵, development likely to have an impact on a European Site, will need to be subject to Appropriate Assessment (AA) at detailed planning stage (planning application). The AA will be able to take into account the provision of mitigation measures which will be secured as part of the development, by direct provision of through a combination of Community Infrastructure Levy and/or Section 106 Agreement. Provision of mitigation in accordance with Policy 10 and this SPD, will normally be considered to provide the required mitigation.
- 2.18 Failure to provide appropriate mitigation will result in non-compliance with the Conservation of Habitats and Species Regulations and the proposed development may not proceed as it will be in breach of the Habitats Regulation. Compliance with Policy 10 and this SPD ensures appropriate mitigation is provided. The Council monitors all commencements and any commencement without agreement of appropriate mitigation measures is likely to be subject to enforcement action.

5

<http://curia.europa.eu/juris/document/document.jsf?jsessionid=9ea7d2dc30dd1db017d27fb646d08d1eb2eadcb4183d.e34KaxiLc3qMb40Rch0SaxyNchn0?text=&docid=200970&pageIndex=0&doclang=EN&mode=lst&dir=&occ=first&part=1&cid=478560>

Residential developments required to mitigate

- 2.19 The mitigation requirements for residential development apply to all forms of new residential development (including those permitted via prior approval and permitted development) and include:

New build, redevelopment, mixed use schemes, changes of use, conversions, affordable housing, sheltered housing, extra care housing, second homes, holiday accommodation, gypsy and travellers pitches.

- 2.20 Where it is unclear whether or not the mitigation requirements applies to a particular form of development, advice will be sought from Natural England and an appropriate assessment may be required.
- 2.21 Mitigation measures are required for net additions to residential accommodation stock. They are not normally required for replacement dwellings or extensions to an existing dwelling (which do not result in the formation of additional residential units or a significant increase in resident occupancy).
- 2.22 The mitigation measures set out in this strategy will be delivered by direct on-site provision of mitigation measures and/or by the provision of off-site mitigation measures funded by appropriate developers' contributions.
- 2.23 The appropriate mitigation measures which are required to enable residential development to go ahead for a particular development will be established and addressed through the planning application process. In making a planning application information about the development which will be needed to carry out an Appropriate Assessment will be required. This will include information about

how mitigation measures are to be addressed, as well as information about the proposed development.

Residential development not requiring the submission of a planning application

- 2.24 In recent years, changes have been made to the General Permitted Development Order 2017⁶ (GPDO) which allow, in certain circumstances, new dwellings to be developed without the need to apply for planning permission, having defined them under the GPDO as 'permitted development'. However, in such circumstances the proposed development must still comply with the Conservation of Habitats and Species Regulations.
- 2.25 The Conservation of Habitats and Species Regulations require that any development granted planning permission by a GDPO, which is likely to have a significant effect on a European site (either alone or in combination with other plans or projects), must not be begun until the developer has received written notification of approval of the local planning authority that the proposals will not have an adverse impact on the integrity of a European site. Within the plan area this will require the inclusion of appropriate mitigation measures to address adverse impacts of the European sites.
- 2.26 Accordingly, compliance with the Conservation of Habitats and Species Regulations can be secured as part of the 'prior notification' process in a similar way to residential development that requires planning permission with a combination of both CIL and S106 contributions.

⁶ http://www.legislation.gov.uk/ukxi/2017/391/pdfs/ukxi_20170391_en.pdf

Hotel Development

- 2.27 As the amount of new visitor accommodation to be provided over the plan period is not specified in the Local Plan review, it is not possible at this stage to estimate how much recreational mitigation will be required. However, this type of development could lead to as much recreation on the designated sites as new dwellings (and possibly more).
- 2.28 The need for a recreational mitigation contribution is, therefore, based on occupancy and the basis of net increase in hotel rooms in the same way as new residential development, with each new room considered as a 1 bedroom residential flat in terms of contribution level.
- 2.29 A contribution will be sought for each new additional bedroom for new, or extensions to, hotels and other serviced visitor accommodation, and will be based on that of a 1 new bedroom dwelling, as contained in tables 11 and 12 of this SPD.

Appropriate Mitigation Measures to address adverse impacts of the European sites

Natura 2000 sites

- 2.30 The Plan Area includes and is close to a number of Natura 2000 sites. Details of international and European nature conservation sites are set out in in Appendix 7 to this document. However, the HRA screening has identified the 'New Forest European sites' and the 'Southampton Water and Solent Coast European sites' as protected sites where mitigation measures are required to address the effects of the Plan in relation to recreational impacts.

New Forest European Sites

- 2.31 As established when preparing the previous/current Local Plan, a review of published work indicated that although the evidence is inconclusive, adopting the precautionary approach, the possibility that recreational visits cause disturbance to the New Forest European sites cannot be ruled out.
- 2.32 The Footprint Ecology Report "Changing patterns of visitor numbers within the New Forest (Footnote 7)" emphasised the need to tailor a package of mitigation measures to the unique nature of the New Forest and its visitor patterns but also points out that, the large area of land, existing expertise in access management, and an infrastructure already geared to cope with large numbers of visitors provide a good starting point. Suggested mitigation measures comprise:
- A monitoring strategy – detailed field work to understand low densities of the three indicator species (nightjar, woodlark and Dartford warbler); regular monitoring of other key species and locations where there are concerns about recreational pressure; annual monitoring of visitor levels; monitoring of changes in visitor patterns associated with access management measures.
 - Refinement of visitor models – accounting for the spatial distribution of paths and points of interest within the New Forest; incorporating actual route data; exploring the spatial distribution of other species to predicted visitor pressure.
 - Car-parking – managing car parking to re-distribute visitors.
 - Access and visitor management measures - promotion of less sensitive areas to visitors; provision of interpretation and path

⁷ <https://www.footprint-ecology.co.uk/reports/Sharp%20et%20al.%20-%202008%20-%20Changing%20patterns%20of%20visitor%20numbers%20within%20the%20Ne.pdf>

enhancement in less sensitive areas; promotion of issues such as the need to keep dogs on leads.

- Alternative green space – the report states that any alternative green space must be very carefully considered in terms of its ability to attract people who would otherwise visit the New Forest.

2.3.6 It concludes that the visitors who are likely to be the easiest to divert from the New Forest are those who do not stay overnight and that potential alternative green spaces need to be located closer to development areas than the sensitive site to be protected. Sites to attract dog walkers should provide safe off-road parking, a range of routes, and be in locations perceived to maximise enjoyment of the dog.

2.33 Regard has been had to these principles in preparing this strategy for the mitigation of recreational impacts of the New Forest European Sites and include:

- Provision of new alternative natural recreational green spaces on new development sites of over 50 dwellings;
- Design and enhancement of existing green spaces as recreational mitigation;
- Enhancement of recreational walking routes;
- Access and visitor management (including dedicated rangers delivering education initiatives, communication and initiatives to encourage responsible dog walking).

Southampton Water and Solent Coast European sites

2.34 The Solent coastline provides feeding grounds for internationally protected populations of overwintering waders and wildfowl, and is also extensively used for recreation. New homes being planned around the Solent will lead to more people visiting the coast for

recreation, potentially causing additional disturbance to these birds.

2.35 In 2018 a partnership of authorities (the Solent Recreation Mitigation Partnership (SRMP)) who all have areas within 5.6km of the Southampton Water and Solent Coast European sites produced and approved a separate mitigation strategy (definitive Mitigation Strategy⁸) based on research and evidence collected over a 10 year period. The strategy aims to prevent bird disturbance from recreational activities specifically related to the Solent and Southampton Water SPA which covers areas from the New Forest to Pagham Harbour. It seeks to do this through a series of management measures which actively encourage all coastal visitors to enjoy their visits in a responsible manner rather than restricting access to the coast or preventing activities that take place there. The strategy endorses and provides the funding mechanism to provide:

- a team of 5-7 'Bird Aware' coastal rangers to advise people on how to avoid bird disturbance, liaise with landowners, host school visits, etc;
- communications, marketing and education initiatives and an officer (in addition to the Rangers) to implement them;
- initiatives to encourage responsible dog walking and an officer (in addition to the Rangers) to implement them;
- preparation of codes of conduct for a variety of coastal activities;
- site-specific projects to better manage visitors and provide secure habitats for the birds;
- providing new/enhanced greenspaces as an alternative to visiting the coast;

⁸ <http://www.birdaware.org/strategy>

- a partnership manager to coordinate and manage all the above.

2.36 Implementation of these measures and monitoring of their effectiveness will be funded by developer contribution from new homes built within 5.6 kilometres of the Southampton Water and Solent Coast European sites. Some developments may require additional mitigation due to their size or proximity to the Southampton Water and Solent Coast European sites.

also subject to an assessment procedure under the Strategic Environmental Assessment (SEA) Directive (Article 3(2) (b)).

Under the new planning rules, it is no longer mandatory to carry out Sustainability Appraisal (SA) of SPDs. A full Sustainability Appraisal has been undertaken on the Local Plan.

Alternative approaches to recreation mitigation

2.37 Should an alternative approach to mitigation be proposed evidence will be needed to demonstrate its effectiveness. It will need to be evaluated by the 'competent authority' through an Appropriate Assessment process. Such evaluation will need to take account of the precautionary principle applying to such judgements. The developer will be required to provide the local planning authority with appropriate evidence of the effectiveness of this alternative mitigation.

2.38 Any alternative proposal would need to mitigate the impact of the development to no less a degree as would be achieved by implementation of the requirements Local Plan Policy 10 and in this SPD and demonstrate its likely effectiveness in perpetuity. The Council would require the proposal to be robustly justified with evidence.

Sustainability Appraisal of this document

2.39 Plans and programmes that have been determined to require Appropriate Assessment pursuant to the Habitats Directive are

3.0 Local Plan Policies and other relevant documents

Local Plan Review

- 3.1 This document is a supplementary planning document to support the Local Plan 2016-2036.
- 3.2 The Local Plan 2016-2036 provides for 10,500 additional dwellings to be built in the plan area.
- 3.3 As part of the Local plan review, a review has been undertaken of the previously adopted habitat mitigation policy (Policy DM3 from the Local Plan Part 2: Sites and Development Management DPD adopted in 2014). The revised policy (Policy 10) builds on the existing mitigation policy but now recognises that because of the strong draw of the New Forest National Park, in particular, that all new residential development is required to make a contribution to the access and visitor management of the New Forest European Sites and Southampton Water and Solent Coast European Sites as additional visits to the European sites will continue to be made. The policy also clarifies that the informal open space provided under policy 15 (saved policy CS7) should be additional to the mitigation land required under Policy 10.
- 3.4 The proposed policies in the local plan review specifically directed to securing appropriate mitigation of the impact of the development on the European nature conservation sites are set out below:

Policy 9 (saved Policy DM2): Nature conservation, biodiversity and geodiversity

Development proposals which would be likely to adversely affect the integrity of a designated or candidate Special Area of Conservation (SAC), classified or potential Special Protection Area (SPA), or listed Ramsar site will not be permitted unless there is no alternative solution and there are imperative reasons of overriding public interest which would justify the development.

Development proposals within or outside a Site of Special Scientific Interest (SSSI) which would be likely to adversely affect the site will not be permitted unless the benefits of the development outweigh both the adverse impacts on the site and any adverse impacts on the wider network of SSSIs.

Development which would result in damage to or loss of a site of biodiversity or geological value of regional or local importance (including Sites of Importance for Nature Conservation (SINC), Local Nature Reserves (LNR), Regionally Important Geological/Geomorphological Sites (RIGGS), and habitats of species of principal importance for biodiversity) will not be permitted unless the benefits of the development clearly outweigh the harm it would cause to the site, and the loss can be mitigated to achieve a net gain in biodiversity/geodiversity.

Development proposals will be expected to incorporate features to encourage biodiversity and retain and, where possible, enhance existing features of nature conservation value within the site. Existing ecological networks should be identified and maintained to avoid habitat fragmentation, and ecological corridors should form an essential component of green infrastructure provision in association with new development to ensure habitat connectivity.

Where development is permitted, the local planning authority will use conditions and/or planning obligations to minimise the damage, provide mitigation and site management measures and, where appropriate, compensatory and enhancement measures.

Development will not be permitted which would adversely affect species of fauna or flora that are protected under national or international law, or their habitats, unless their protection can be adequately secured through conditions and/or planning obligations.

Policy 10: Mitigating the impact of development on International Nature Conservation Sites

- i. Except as provided for in the first paragraph of [Policy 9 \(saved Policy DM2\): Nature Conservation, Biodiversity and Geodiversity](#), development will only be permitted where the Council is satisfied that any necessary mitigation, management or monitoring measures are included such that, in combination with other plans and development proposals, there will not be adverse effects on the integrity of any of the following International Nature Conservation sites:
- the New Forest SAC, the New Forest SPA and the New Forest RAMSAR site;
 - the Solent Maritime SAC, Solent and Isle of Wight Lagoons SAC, the Solent and Southampton Water SPA, and the Solent and Southampton Water RAMSAR site;
 - the River Avon SAC and River Avon RAMSAR site; and
 - The River Itchen SAC.

For residential development adverse effects can be adequately mitigated by implementing pre-approved measures relevant to the site location, including as set out in [the New Forest \(outside of the National Park\) Mitigation Strategy](#) and in [the Solent Recreation Mitigation Strategy](#), and to be set out in the forthcoming [River Avon Nutrient Management Plan \(2019 Update\)](#). For non-residential developments, the requirement for mitigation will be considered on case-by-case basis with regard to the nature, scale and location of the proposed use.

The pre-approved mitigation measures for residential developments currently include:

- i. For developments providing 49 or fewer net additional units of residential accommodation, a financial contributions towards the provision of mitigation measures as set out below and in the New Forest Mitigation Strategy:
 - (a) Projects for the provision of alternative natural recreational green spaces and recreational routes: new or improved open space and recreational routes of a quality and type suitable to attract residents of new development within the Plan Area who might otherwise visit the International Nature Conservation sites for recreation; and
 - (b) Access and Visitor Management: measures to manage the number of recreational visits to the New Forest and Southampton Water and Solent Coast International Nature Conservation sites; and to modify visitor behaviour within those sites so as to reduce the potential for harmful recreational impacts; and
 - (c) Monitoring of the impacts of new development on the International Nature Conservation sites and establishing a better evidence base: to reduce uncertainty and inform future refinement of mitigation measures.
- ii. For developments of 50 or more net additional residential dwellings:
 - (a) Direct provision by the developer of at least 8 hectares of natural recreational greenspace per 1,000 population located on the development site or directly adjoining and well connected to it; and
 - (b) A financial contributions towards Access and Visitor Management and Monitoring as set out above at i(b) and i(c).
- iii. Additionally for all residential developments within 5.6km of the Solent and Southampton Water SPA, as shown on Figure 5.1, a financial contribution is required towards a Solent-wide programme of visitor management, monitoring and development mitigation projects.

- iv. Additionally for residential developments within the catchment of the River Avon, a financial contribution or other appropriate mechanisms to achieve phosphorus-neutral development.
- v. Additionally for all residential developments, a financial contribution towards monitoring and, if necessary (based on future monitoring outcomes) managing or mitigating air quality effects within the New Forest SPA, SAC and RAMSAR site.

Habitats Regulation Assessment 2018

- 3.5 NFDC, advised by Land Use Consultants (LUC), has worked with Natural England, the New Forest National Park, the Hampshire and Isle of Wight Wildlife Trust and the Royal Society for the Protection of Birds, to develop an effective strategy for the mitigation of possible recreational impacts on the European nature conservation sites from residential development planned within the plan area over the plan period.
- 3.6 A review of available evidence shows a lack of conclusive evidence regarding the impact of recreation activities on designated features at the New Forest European sites, and it is not possible to isolate the impacts arising from development in this Plan from the in combination effect of growth in the wider sub region.
- 3.7 In respect of the New Forest European sites, LUC's review of evidence has however confirmed that whilst evidence of significant adverse effects from recreation is inconclusive, sufficient uncertainty exists so that effects on the integrity of the New Forest SPA/SAC/Ramsar site cannot be ruled out.
- 3.8 The mitigation measures for both the Southampton Water and Solent Coast and New Forest European Sites are considered to be interlinked, as the provision of alternative natural recreational

green spaces, integral to new residential development, may contribute to the mitigation of the potential effects on both, since its provision will divert the same new residents from either European site.

Infrastructure Delivery Plan 2018

- 3.9 As part of the preparation of the Local Plan review an Infrastructure Delivery Plan (IDP) has been prepared. The IDP identifies the new infrastructure required to mitigate the impacts of the new development.
- 3.10 The IDP also identifies the likely cost and funding source for each type of infrastructure where known.
- 3.11 The IDP highlights mitigation projects as a key delivery priority.

Guide to Developers' Contributions SPD

- 3.12 The 'Guide to Developer contributions' SPD provides additional guidance on the scale of developers' contributions required from new development through either CIL or S106.

4.0 Recreation Mitigation requirements for new development

4.1 An agreed approach to mitigation of recreational impacts on the New Forest and Southampton Water and Solent Coast European sites arising from new residential development was established in Local Plan Part 2: Sites and Development Management document and its supporting Mitigation Strategy for European Sites SPD in 2014.

4.2 It was agreed that for the New Forest District (outside the National Park) there needed to be a number of components to the mitigation approach. It was recognised that ‘the New Forest’ and ‘the Coast’ are such strong draws for recreational visits, that an effective mitigation strategy needs to not only consider providing alternative recreation opportunities accessible to local residents, but to also effectively manage and minimise the potential harmful effects of the visits that cannot be deflected away from the European sites. It was therefore recognised that there is a need for both the provision of alternative recreational opportunities in a natural environment and also management of access to the European sites.

4.3 The components of this mitigation strategy which are appropriate in the context of the New Forest European sites are identified as:

- Provision of new alternative natural recreational green spaces on new development sites of over 50 dwellings;
- Improvement and enhancement of existing green spaces as recreational mitigation;
- Enhancement of recreational walking routes;

- Access management (including dedicated rangers delivering education initiatives, communication and initiatives to encourage responsible dog walking).
- Where new residential development is proposed within 5.6k, of the Southampton Water and Solent Coast European Sites, the components of the mitigation strategy are identified in chapter 2, para 2.35.

Calculating the recreational mitigation required

4.4 In order to calculate the number of visits that area required to be mitigated, the Council used the New Forest visitor survey data 2004⁹ from which demonstrated that the estimated visits per household per year to the New Forest National Park by New Forest District residents is 49.6 of which 32.4%¹⁰ is to visits within the National Park which are designated as European sites.

4.5 Based on the proposed 10,500 new homes in the local plan review this works out as 520,800 visits per year to the National Park (10,500 x 49.6), of which 168,739 visits require to be mitigated against (520,800 x 32.4%). Allowing for a 10% safety margin this plan is required to mitigate the impacts of 186,000 additional recreational visits per year arising from development residential development in this plan area.

⁹ Tourism South East, “Visitor Survey of the New Forest National Park 2004-2005,” 2005

¹⁰ Of the 500 surveyed households (in the visitor study) in areas adjacent to the National Park who identified a specific destination for their visits, 162 or 32.4% identified a location that is likely to be within the New Forest European sites. This section of the household survey targeted households outside of the National Park but within approximately 5 miles of its boundary and is assumed to be representative of the likely behaviour of all residents of New Forest District.

- 4.6 Additional pressures will be put on the New Forest European sites from the growth planned in neighbouring planning authority areas. Addressing and mitigating these additional recreational impacts on the New Forest is a matter for relevant planning authorities in the preparation of their Local Plans.
- 4.7 Whilst mitigation measures will be aimed at residents of the new residential development proposed by the Local Plan review, it is unrealistic to suppose they will be able to divert or offset the effects of all additional visits to the New Forest European sites by those residents. Mitigation measures such as provision of alternative natural recreational green spaces or access management measures may also bring benefits in affecting the behaviour of existing recreational visitors to the New Forest European sites. The suite of mitigation proposed in this strategy aims to ensure that the Local Plan review avoids adverse effects on the integrity of the European sites if the recreation pressure from 186,000 visits is offset, regardless of who makes those visits.

Provision of alternative natural recreational green spaces on new developments over 50 dwellings

- 4.8 Alternative natural recreational green spaces will form a key element of the mitigation strategy and provision for 8ha per 1,000 of population of new residential development is a requirement for sites over 50 dwellings. Alternative natural recreational green spaces provided as part of a development should be transferred to the Council at nil-cost along with the appropriate funding to secure future management and maintenance of the open space in perpetuity. Exceptionally, and where the Local Planning Authority is satisfied that continued free and unrestricted public access can be secured in perpetuity without full public ownership of the land

then other means of management of the land may be considered¹¹.

- 4.9 Appendix 4 sets out in detail the principles for how alternative natural recreational green spaces and open spaces should be incorporated in to sites. This guidance should be used as the basis for this provision.
- 4.10 Key features of well-designed alternative natural recreational green spaces will include, but are not limited to:
- Safe pedestrian connections with residential areas;
 - Linkages with other open spaces and walking routes;
 - Provision of attractive walking routes with appropriately surfaced paths;
 - Accessible for dog-walking with provision of safe areas for dogs to be let off leads, including secure boundaries against nearby roads, and special features to attract dog-walkers to the area, such as dog activity areas or trails;
 - Retention, enhancement and creation of a variety of habitats to ensure a net increase in biodiversity;
 - Seating areas;
 - Provision of litter and dog-waste bins;
 - Clear signage, and interpretation, appropriately located;
 - Encouragement of young people to get close to nature through play opportunities.

Provision of offsite recreation mitigation projects for new developments of less than 50 dwellings

- 4.11 Where provision of on-site recreation mitigation is not provided a financial contribution will be sought towards the provision of new

¹¹ See para 4.39 and 4.40

and enhancement of existing green spaces and recreational walking routes including provision for their long term maintenance and management costs.

- 4.12 Appendix 2 sets out a number of projects which have been identified as being able to provide suitable mitigation to address the recreational impacts. This list is not an exhaustive list of every opportunity for a project which could provide appropriate recreational mitigation measure. As part of the consultation on this consultation draft, the Council will welcome further suggestions for further projects.

Enhancement of existing green spaces as alternative natural recreational green spaces

- 4.13 Whether provided from land in other uses, or through improving the accessibility and recreational functionality of existing open spaces, to provide successful mitigation open spaces will need to be designed so as to maximise their chances of diverting New Forest District residents who might otherwise visit the European sites for outdoor recreation, particularly for those activities most likely to cause disturbance of designated features, such as dog walking. Evidence for both the New Forest and Solent Coastal European sites suggests that alternative natural recreational green spaces should particularly target the needs of New Forest District residents who wish to go for recreational walks, with or without a dog.

Enhancement of Recreational Walking Routes

- 4.14 There is an extensive Public Right of Way (PROW) network across the whole of the Plan Area, including in close proximity to the strategic residential development allocations proposed in the Local Plan review. Their use could be enhanced by improving the

condition of and signage of these routes. In addition there is an opportunity to enhance the network by improving the infrastructure such as providing way marking information / interpretation boards, benches, dog waste bins and dog exercise areas / trails, and improving accessibility by replacing stiles with gates, along routes, and improving connections between parts of the PROW network. These improvements will make the use of these routes more attractive and encourage more frequent use by new (and existing) residents, as an alternative to visiting the European site for a walk, with or without a dog.

- 4.15 The walking route proposals include a mix of land ownership, some are on publicly owned land with public access, and others involve PROW's across private land, but all form part of the existing network of walking routes. The District Council will work in partnership with the Hampshire County Council Countryside Access Team to implement the identified walking routes in order to meet the objectives of this mitigation strategy and Hampshire County Council's Countryside Access Plan.
- 4.16 Improvements to recreational walking routes will involve the following, as appropriate:
- Surfacing to encourage multi-user and year round availability;
 - Improving accessibility, including for dog walkers;
 - Providing seating;
 - Clearing encroaching and overhanging vegetation;
 - Provide, repair/replace waste bins as necessary;
 - Enhancing planting/biodiversity interest along routes;
 - Installation of interpretation boards;
 - Providing information to the local community about recreational walking routes in their area.

Access and Visitor Management

- 4.17 In addition to providing alternative recreation opportunities, it is also important to modify inappropriate visitor behaviour when using the New Forest and Southampton Water and Solent Coast European sites so as to reduce the potentially harmful recreational impacts. The employment of wildlife rangers has a significant role to play in the delivery of such measures. In 2015, a 'People and Wildlife' Ranger role was established.
- 4.18 The People and Wildlife Ranger service delivers an education programme aimed at influencing visitor behaviour affecting the European nature conservation sites. Other visitor management measures will include; producing information and guidance leaflets, including promotion of 'alternative' locations, interpretation boards, the introduction of regulations to control harmful behaviours, such as dog control areas within the European sites, and the enforcement of such regulations.
- 4.19 The provision of the People and Wildlife Ranger is funded (in perpetuity) by contributions from residential development in the New Forest District (outside the National Park) area.
- 4.20 Contributions will also be collected from those developments within 5.6km of the Solent and Southampton Water SPA for the Solent Recreation Mitigation Partnership (SRMP) 'Bird Aware' Rangers as set out in para 2.35.

Monitoring

- 4.21 The effectiveness of mitigation measures is currently unknown. Assessment of the measures to adequately protect the European nature conservation sites from harmful recreational impacts will need to be carefully monitored and this will be an important aspect

of the strategy in order to manage uncertainty and inform future refinement of direct mitigation measures.

- 4.22 It is important to monitor both the implementation of the proposed mitigation measures of the mitigation strategy and the effectiveness of those measures in mitigating the recreational impacts of residential development within the Plan area. Information from the monitoring process will inform future reviews of the Mitigation Strategy, and future discussions and decisions about the capacity of this area to accommodate further development without an adverse effect on the integrity of European sites. Monitoring will be funded by a standard charge towards its cost from each additional dwelling.
- 4.23 The Council's Annual Monitoring Report (AMR) will be the principal document for reporting progress with the implementation of the Mitigation Strategy. The indicators in Table 2 will be incorporated into the AMR to determine the effectiveness of the strategy and the mitigation measures. Through the monitoring process the Council will ensure that appropriate mitigation measures are implemented in step with the development of new residential development. Priorities for the delivery of mitigation projects, triggered by the implementation of residential proposals, will be reflected in the Infrastructure Delivery Plan, which will be reviewed in association with the Annual Monitoring Report.
- 4.24 The full monitoring measures are set out in more detail in Appendix 1 and the performance indicators of the elements of the mitigation strategy are set out in the following table:

Performance criteria	Mitigation Measure	Accessible to potential users from new residential development	Encourages activities to take place outside SPASAC	Results in increased recreational capacity	Provides a natural environment enhances bio-diversity	Increases local opportunities for walking in a natural environment	Attractive to dog-walkers	Diverts visits from European sites	Modifies behaviour relating to visits to European sites	Reduces impacts from visits which continue to the European sites	Improves understanding of impacts and refinement of mitigation measures
alternative natural recreational green spaces within residential development		✓✓	✓	✓✓	✓✓	✓	✓	✓	✓	n.a	
Standalone alternative natural recreational green spaces		✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓✓	✓	n.a	
Improvements to existing POS		✓	✓	✓	✓	✓	✓	✓	✓	n.a	
Enhancements of walking routes		✓✓	✓✓	✓	✓	✓✓	✓✓	✓✓	✓	n.a	
People and Wildlife Ranger-access management and education		n.a	✓	n.a	n.a	n.a	n.a	✓✓	✓✓	✓✓	✓✓
Monitoring of implementation of residential development and of mitigation measures		n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	✓
Monitoring of the health of European designations		n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	✓✓
Monitoring the use of use of alternative natural recreational green spaces and other mitigation projects		n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	n.a	✓✓

Table 1 Performance of mitigation proposals

Monitoring the implementation of the Mitigation Strategy

- 4.25 The Council will monitor the implementation of development and the delivery of mitigation projects. The Council will be the co-ordinating body for the monitoring the use of alternative natural recreational green spaces and the performance of other mitigation projects within the Plan area. The Council will draw upon information available from other bodies which, for wider purposes, monitor the health and condition of the European designations, and visitor numbers and impacts on the designated sites (notably Natural England and the New Forest National Park Authority).
- 4.26 Through the development management process, the Council will ensure that the implementation of appropriate mitigation measures is co-ordinated with the delivery of residential development. Where alternative natural recreational green spaces is to be provided (at least in part) on site, the alternative natural recreational green spaces must be available to the occupants of the new dwellings at the time of first occupation. The Council will work with developers to agree appropriate implementation schedules to ensure the appropriate mitigation is in place at the correct time.
- 4.27 The Council will programme off-site mitigations projects according to location and rates of residential development. Priority areas for mitigation measure implementation will be related to the commencement of planning permissions for new residential development, to ensure the timely delivery of mitigation projects with the implementation of the new residential development. Progress in the implementation of new residential development and mitigation measures will be published as part of the Council's Annual Monitoring Report. The Annual Monitoring Report will inform an annual review of priorities in the Infrastructure Delivery Plan, to ensure the necessary mitigation projects receive the funding required for implementation in a timely manner.

Monitoring the effectiveness of the Mitigation Strategy

- 4.28 Appendix 1 sets out the monitoring arrangements that will be carried out in order to monitor how successful the identified mitigation measures are. It will look at how successful the alternative natural recreational green spaces and other mitigation projects are in attracting use and deflecting potential visits away from the European sites. This monitoring will also test assumptions about the level of alternative natural recreational green spaces needed when located close to new residential development and its effectiveness in reducing the use of the European sites.
- 4.29 The monitoring of the condition of the European sites themselves will also be important, and this should acknowledge the much wider range of influences that affect the condition of these sensitive sites as well as the impacts attributable to visitor activities.
- 4.30 Evidence relating to indicator bird populations and of recreational activity levels within the European sites will also be considered.
- 4.31 Monitoring of the impact of mitigation measures will assist in reviewing the strategy if necessary. Monitoring is crucial in providing a method of adjusting the mitigation measures to increase their effectiveness and maximise benefits. The Council expects that the whole strategy will be reviewed for its effectiveness at least every 5 years or sooner if new evidence emerges or monitoring results indicate a more urgent review is required. Monitoring will reveal whether the level of mitigation proposed in this strategy is adequate and whether or not the strategy needs to be revised.

- 4.32 Under the Community Infrastructure Levy (CIL) Regulations the Council is required to track and record where specific funds are used and this will be set out in the Annual Monitoring Report.

Working with others

- 4.33 Local Authorities, other than this District Council, who are within the zone of influence of the New Forest European sites have recognised the need to co-operate in taking a strategic approach to ensure significant effects are avoided.
- 4.34 The Council will also work closely with agencies such as the Forestry Commission and the New Forest National Park Authority to explore options for implementing other areas of work on access management, including relevant projects within the New Forest National Park Recreational Management Strategy.
- 4.35 The Solent Recreational Mitigation Partnership (SRMP), has developed a Mitigation Strategy which this Council agreed to in the existing Strategy adopted in June 2014. This strategy requires mitigation of recreational impacts from new residential development within 5.6km of the Southampton Water and Solent Coast European Sites. The strategy introduces a series of management measures which actively encourage all coastal visitors to enjoy their visits in a responsible manner rather than restricting access to the coast or preventing activities that take place there. This project specifically provides mitigation for the Southampton Water and Solent Coast European sites zone of influence.
- 4.36 There will be an overlap in the areas and populations served by both the People and Wildlife Ranger and the Bird Aware Ranger. Opportunities to minimise overlaps and encourage joint working in service provision will be examined.

Transfer of land

- 4.37 Natural recreational greenspace land provided for mitigation purposes must be secured for its intended purpose in perpetuity. To secure the long term availability to the public, the land shall normally be transferred freehold to the District Council, for the purpose of public open space, at nil cost to the Council. Provision will also need to be secured by a S106 legal agreement for future maintenance and management of the alternative natural recreational green spaces in perpetuity¹². This will take the form of a one-off financial payment..
- 4.38 Where the Local Planning Authority is satisfied that continued free and unrestricted access can be secured in perpetuity without public ownership of the land, the following options may be considered where they are secured by a legal agreement¹³.
- 1st alternative - the land is transferred to a charitable body, such as the Hampshire and Isle of Wight Wildlife Trust (HIWWT). If the body no longer exists over time, legal provisions to secure continued public ownership will be made.
 - 2nd alternative: where land remains in private ownership, a Trust or other suitable mechanism will need to be set up to ensure long term management and availability of the land for the purpose of publicly accessible natural green space in the public interest and in perpetuity.

¹² For the purposes of this strategy, in perpetuity is defined as 80 years. Natural England have accepted this definition.

¹³ Any legal agreement will contain obligations to ensure free and unrestricted access and, where appropriate, will require the land owner to work with Hampshire County Council to secure a dedication as a rights of way route. The legal agreement will contain clauses for a financial penalty should the Council be forced to intervene if the required access is not maintained.

Mitigation for brownfield land site development in urban areas

- 4.39 The development of brownfield sites in urban areas on unidentified sites will be required to make an equivalent provision to the policy requirement off site, in a location agreed with the Council and Natural England. If this is agreed to be via provision of a number of smaller projects then they will need to be over and above those projects identified within this strategy. Contributions to access management and monitoring will also be required. Appropriate mitigation proposals will need to be identified at the planning application stage and form part of the planning application..

Opportunities for alternative recreational mitigation projects

- 4.40 Appendix 2 of this strategy contains details of identified mitigation projects. Some projects are directly related to specific residential development allocations, and will be implemented in association with those developments. Other mitigation projects which have been identified will be funded by developers' contributions towards their implementation.
- 4.41 The Council recognises that where identified mitigation projects are not directly related to a specific residential development, alternative mitigation projects to those identified in this document may be as effective in delivering the required recreational mitigation measures. The mitigation strategy gives scope for 'alternative' mitigation projects to be considered and suggestions for alternative projects will be considered, evaluated for effectiveness and where appropriate added to the programme of mitigation projects.. This improves the overall effectiveness of the

strategy as it will enable 'substitute' projects to be found for those identified projects where delivery proves more problematic.

4.42 The Council has identified the following criteria to assess alternative recreational mitigation land and recreational routes projects, which any recreational mitigation projects not specifically identified in this document, must meet. These are:

- The proposal must provide an attractive natural green space or recreational walking route of an appropriate scale to be effective in diverting potential visits away from a European designation;
- Provision made for its long term management in a suitable condition for free public access;
- The proposals should be well connected to and in close proximity the residential development it is designed to attract visits from;
- The proposal should be welcoming and safe for users;
- The proposal should provide or make a significant contribution to a recreational walking route, accessible from residential areas, possibly by linking the existing network of PROWs. A circular route of at least 2.3 km is desirable;
- Routes and open spaces should be clearly sign-posted or way-marked;
- Access by the public must be unrestricted and there should be opportunities for dogs to exercise freely and safely off lead;
- Paths should be well maintained and useable throughout the year. Where appropriate, discussions should be held with Hampshire County Council regarding dedicating routes as a Public Right of Way.

5.0 The delivery of alternative natural recreational green spaces through strategic site allocations in the Local Plan Review

5.1 Sites of 50 dwellings are required to provide alternative natural recreational green spaces to mitigate the recreational impacts on the New Forest European sites to a standard of no less than 8ha per 1,000 population (Mitigation for the Southampton Water and Solent Coast European Sites is provided through a financial contribution only). As a guide this can equate to roughly 1ha of alternative natural recreational green spaces per 50 dwellings (subject to density considerations). 1 ha of land is likely to be the minimum size land that can be designed to function as alternative natural recreational green spaces. This provision should be available for new occupants of the development at the time of first occupation.

5.2 The implementation of this policy will result in the creation of significant new areas of local publicly accessible green space. The exact amount of alternative natural recreational green spaces that will be provided by a development on site will be determined at the planning application stage, with the quantity of alternative natural recreational green spaces space calculated based on estimated population of a development.

All tenures (beds)	Assumed occupancy (persons)
1 bedroom	1.4
2 bedroom	2.1
3 bedroom	3
4 bedroom	3.75

Table 2 Assumed occupancy rate for dwelling size

5.3 The population of a new development will be estimated using the assumptions above on occupancy. (These estimates have been derived from HCC Home Movers Survey 2010.)

5.4 The following are four worked examples of the amount of recreation mitigation that would be required on a 100 dwelling scheme depending on the mix of housing that is required:

5.5

General SHMA mix																			
<table border="1"> <thead> <tr> <th>Type</th> <th>No.</th> <th>Occupancy</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>18</td> <td>25</td> </tr> <tr> <td>2 bed</td> <td>36</td> <td>75</td> </tr> <tr> <td>3 bed</td> <td>37</td> <td>110</td> </tr> <tr> <td>4 bed</td> <td>11</td> <td>39</td> </tr> <tr> <td>Total</td> <td>100</td> <td>248</td> </tr> </tbody> </table>	Type	No.	Occupancy	1 bed	18	25	2 bed	36	75	3 bed	37	110	4 bed	11	39	Total	100	248	Population Estimate: $(18 \times 1.4) + (36 \times 2.1) + (37 \times 3) + (11 \times 3.75)$ =248 persons On site alternative natural recreational green spaces = 248 / 1,000 x 8ha = 1.98ha
Type	No.	Occupancy																	
1 bed	18	25																	
2 bed	36	75																	
3 bed	37	110																	
4 bed	11	39																	
Total	100	248																	
Mostly Small / Medium Bed dwellings																			
<table border="1"> <thead> <tr> <th>Type</th> <th>No.</th> <th>Occupancy</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>-</td> <td>-</td> </tr> <tr> <td>2 bed</td> <td>52</td> <td>109</td> </tr> <tr> <td>3 bed</td> <td>37</td> <td>111</td> </tr> <tr> <td>4 bed</td> <td>11</td> <td>41</td> </tr> <tr> <td>Total</td> <td>100</td> <td>261</td> </tr> </tbody> </table>	Type	No.	Occupancy	1 bed	-	-	2 bed	52	109	3 bed	37	111	4 bed	11	41	Total	100	261	Population Estimate: $(52 \times 2.1) + (37 \times 3) + (11 \times 3.75)$ =261 persons On site alternative natural recreational green spaces = 261 / 1,000 x 8ha = 2.09ha
Type	No.	Occupancy																	
1 bed	-	-																	
2 bed	52	109																	
3 bed	37	111																	
4 bed	11	41																	
Total	100	261																	
Mostly Medium / Large Bed dwellings																			
<table border="1"> <thead> <tr> <th>Type</th> <th>No.</th> <th>Occupancy</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>-</td> <td>-</td> </tr> <tr> <td>2 bed</td> <td>30</td> <td>63</td> </tr> <tr> <td>3 bed</td> <td>50</td> <td>150</td> </tr> <tr> <td>4 bed</td> <td>20</td> <td>75</td> </tr> <tr> <td>Total</td> <td>100</td> <td>288</td> </tr> </tbody> </table>	Type	No.	Occupancy	1 bed	-	-	2 bed	30	63	3 bed	50	150	4 bed	20	75	Total	100	288	Population Estimate: $(30 \times 2.1) + (50 \times 3) + (20 \times 3.75)$ =288 persons On site alternative natural recreational green spaces = 288 / 1,000 x 8ha = 2.3ha
Type	No.	Occupancy																	
1 bed	-	-																	
2 bed	30	63																	
3 bed	50	150																	
4 bed	20	75																	
Total	100	288																	
Mostly Large Bed dwellings																			
<table border="1"> <thead> <tr> <th>Type</th> <th>No.</th> <th>Occupancy</th> </tr> </thead> <tbody> <tr> <td>1 bed</td> <td>-</td> <td>-</td> </tr> <tr> <td>2 bed</td> <td>10</td> <td>21</td> </tr> <tr> <td>3 bed</td> <td>50</td> <td>150</td> </tr> <tr> <td>4 bed</td> <td>40</td> <td>150</td> </tr> <tr> <td>Total</td> <td>100</td> <td>321</td> </tr> </tbody> </table>	Type	No.	Occupancy	1 bed	-	-	2 bed	10	21	3 bed	50	150	4 bed	40	150	Total	100	321	Population Estimate: $(10 \times 2.1) + (50 \times 3) + (40 \times 3.75)$ =321 persons On site alternative natural recreational green spaces = 321 / 1,000 x 8ha = 2.57ha
Type	No.	Occupancy																	
1 bed	-	-																	
2 bed	10	21																	
3 bed	50	150																	
4 bed	40	150																	
Total	100	321																	

Table 3 Worked Examples for alternative natural recreational green spaces required

5.6 The table below lists all the strategic site allocations proposed in the Local Plan and the likely size of the alternative natural recreational green spaces required based on the occupancy levels in table 2 above.

Policy	Site Name	Assumed No. of dwellings	estimate of alternative natural recreational green spaces ¹⁴
Totton and the Waterside		3,340	
SS1	North of Totton	900	19 - 24ha
SS2	West of Marchwood	860	18 - 23ha
SS3	North of Marchwood (Cork's Farm)	200	3 - 4ha
SS4	The former Fawley power station (mixed-use)	1380	27 - 35ha
South Coastal Towns		945	
SS5	south-west of Lymington	185	4 - 5ha
SS6	south of Lymington	100	2 - 3ha
SS7	north-east of Milford-on-Sea	110	2 - 3ha
SS8	central Hordle	160	3 - 4ha
SS9	north Hordle	100	2 - 3ha
SS10	north-east New Milton	130	3 - 4ha
SS11	south-west New Milton	160	3 - 4ha
Avon Valley		1,770	
SS12	west of Bransgore	100	2 - 3ha
SS13	south of Ringwood	480	10 - 13ha
SS14	east of Ringwood	270	6 - 8ha
SS15	North of Ringwood	100	2 - 3ha
SS16	east of Ashford	140	3 - 4ha
SS17	north-west of Fordingbridge	330	7 - 8ha
SS18	north of Fordingbridge (Burgate)	350	7 - 10ha

Table 4 Estimates of on-site alternative natural recreational green spaces to be provided

¹⁴ These have been calculated using the minimum and maximum amounts of natural recreational green spaces that could be provided depending on the mix of housing provided in the assumptions in Table 3

5.7 The tables below for each sub area within the District summarises the total number of new dwellings expected to be built over the Plan period in that settlement, including from residential development allocations not yet granted permission. The table estimates the new alternative natural recreational green spaces provision which will be needed for that sub area for the Plan period, and estimates number of visits that will be mitigated by that provision (based on 8ha per 1000 population). Finally, the table sets out the number of visits which will need to be mitigated by other measures.

Totton and the Waterside

Sub area		Totton and the Waterside	
No. of new dwellings proposed 2016-2036		5,033	
Estimated number of visits per annum from new housing in area to mitigate ¹⁵		Between 93,000 and 129,000 ¹⁶	
New Housing allocations	Policy	Site Name	No. of dwellings
	SS1	North of Totton	900
	SS2	West of Marchwood	860
	SS3	North of Marchwood (Cork's Farm)	200
	SS4	The former Fawley power station (mixed-use)	1380
	Total new Allocated housing		3,340
	Total housing from previous Allocations yet to be implemented* ¹⁷ :		1,007
Non-allocated housing to come forward		900	
Mitigation Provided	Approx Site provision to be provided through new housing		67-87ha
	Approx Number of visits mitigated		67,000 - 87,000
Remaining visits to be mitigated per annum under policy 10.		Between 6,000 and 42,000	

Table 5 Mitigation required Totton and the Waterside

The Coastal Towns and Villages

Sub area		South Coastal Towns	
No. of new dwellings proposed 2016-2036		2,842	
Estimated number of visits per annum from new housing in area to mitigate		Between 51,000 and 72,000	
New Housing allocations	Policy	Site Name	No. of dwellings
	SS5	South-west of Lymington	185
	SS6	South of Lymington	100
	SS7	North-east of Milford-on-sea	110
	SS8	Central Hordle	160
	SS9	North Hordle	100
	SS10	North-east New Milton	130
SS11	South-west New Milton	160	
Total new Allocated housing		945	
Total housing from previous Allocations yet to be implemented ¹⁸ :		284	
Non-allocated housing to come forward		1,190	
Mitigation Provided	Approx Site provision to be provided through new housing		18-23ha
	Approx Number of visits mitigated		18,000 - 23,000
Remaining visits to be mitigated per annum under policy 10		Between 28,000 and 49,000	

Table 6 Mitigation required South Coastal Towns

¹⁵ Based on calculations in para 4.5

¹⁶ Based on housing mixes in Table 3

¹⁷ See appendix 5 for details of unimplemented permissions

¹⁸ See appendix 5 for details of unimplemented permissions

Ringwood, Fordingbridge the Avon Valley and Downlands

Sub area		Avon Valley	
No. of new dwellings proposed 2016-2036		2,626	
Estimated number of visits per annum from new housing in area to mitigate		Between 49,000 and 67,000	
New Housing allocations	Policy	Site Name	No. of dwellings
	SS12	West of Bransgore	100
	SS13	South of Ringwood	500
	SS14	East of Ringwood	300
	SS15	North of Ringwood	100
	SS16	East of Ashford	140
	SS17	North-west of Fordingbridge	330
	SS18	North of Fordingbridge (Burgate)	370
	Total new Allocated housing		1,770
	Total housing from previous Allocations yet to be implemented ¹⁹ :		120
Non-allocated housing to come forward		140	
Mitigation Provided	Approx Site provision to be provided through new housing		36-47ha
	Approx Number of visits mitigated		36,000-47,000
Remaining visits to be mitigated per annum under policy 10		Between 2,000 and 20,000	

Table 7 Mitigation required Avon Valley

5.8 The Local Plan review also contains a number of saved policies to provide new areas of publicly accessible green space which will contribute towards the mitigation strategy. These are set out in Table 9 below:

Parish	Policy Allocation Reference	Location	Likely natural green space size (ha)
Totton	TOT19	New Public open space north east of Bartley Park	4.23
	TOT20	Extension to public open space south of Bartley Park	1.49
Hythe and Dibden	HYD6	New Public open space south of Hardley Lane, west of Fawley Road	3.04
	HYD7	New public open space west of Lower Mullins Lane	0.8
New Milton	NMT11	New Public open space west of Fernhill Lane	0.3 - 0.62

Table 8 saved recreation mitigation land Allocations in the Local Plan Part 2

5.9 In total, it is estimated that the strategic allocations made in the plan together with the allocations in table 8 will provide around 110ha of additional publicly accessible green space which will not only provide a local recreation resource but also contribute towards the overall mitigation of recreational impacts.

5.10 An assumption have been made about the intensity of the use of the proposed mitigation land, based on work elsewhere, and assumes very modest use – working out at about 2.7 visitors per hectare provided per day. (Based on the standard provision of 8ha per 1000 head of population per annum.) The Mitigation Strategy seeks to provide recreation mitigation land that is close to people's homes and suitable for use throughout the year by everyone. The Council considers that it is likely that the alternative natural recreational green spaces provided in accordance with this

¹⁹ See appendix 5 for details of unimplemented permissions

strategy will perform better and provide a greater capacity for visits on existing natural green spaces used for the calculation of visits. Future monitoring will look at the performance of new, and existing but enhanced alternative natural recreational green spaces.

6.0 Implementation and Funding

Provision of On-site alternative natural recreational green spaces

- 6.1 In accordance with local plan Policy 10, developments of over 50 dwellings will be required to provide full alternative natural recreational green spaces provision on-site or close to the site, based on a standard of 8ha of alternative natural recreational green spaces per 1,000 population, and to fund the future maintenance and management of the alternative natural recreational green spaces.
- 6.2 Implementation of on-site alternative natural recreational green spaces must be completed and available for use by new residents on occupation of the first dwelling on the site.
- 6.3 The full detailed design and implementation of on-site alternative natural recreational green spaces will be agreed through the planning application and permission will not be granted unless all details have been agreed. The alternative natural recreational green spaces will be transferred to public ownership in accordance with the details set out in a section 106 agreement and/or planning conditions and to the satisfaction of the local planning authority.

Provision for continuing management and maintenance of on-site alternative natural recreational green spaces

- 6.4 The recreation mitigation land, including any enhanced walking routes will be available and maintained for public recreational use in perpetuity in accordance with paras 4.38 and 4.40.
- 6.5 Maintenance works will include routine management such as emptying waste bins, mowing, inspection and maintenance of

trees, habitat management to achieve optimum biodiversity and footpath routes, together with other appropriate measures required to maintain the condition of the site in perpetuity, including, for example, repair, maintenance and replacement of surfaces, furniture, structures and fencing.

- 6.6 Where on-site provision of alternative natural recreational green spaces is a policy requirement (sites of 50 or more dwellings), the development will be expected to fund and provide for the future maintenance and management of the alternative natural recreational green spaces in perpetuity. This will be collected a commuted sum via a section 106 agreement.
- 6.7 Contributions for the future maintenance and management of recreational mitigation measures in perpetuity will be fully funded by the developer and payable to the Council in full on transfer of the land.
- 6.8 The levels on commuted sum for the maintenance and management of alternative natural recreational green spaces will be monitored to ensure it is set at appropriate levels, and if necessary reviewed. In any event, the figures for on-site alternative natural recreational green spaces maintenance will be revised on the 6 April each year in line with the Retail Price Index (RPI) with April 2018 being the base year.

Monitoring of onsite compliance

- 6.9 The implementation of on-site recreation mitigation land will be monitored to ensure that it is provided to an appropriate standard and to direct its transfer in a timely manner.
- 6.10 A fee will be levied to undertake compliance monitoring, via S106 Agreement, and depending on the actual size of the provision, will

normally be in the range of £6,000 - £10,000 (figure subject to indexation calculated at 6 April each year). This fee will include site inspections and the Council's fees to facilitate the land transfer and has been calculated based on officer time for the minimum number of visits required both during construction and during the post completion defects period to ensure it is the appropriate standard for transfer.

Recreational Mitigation projects provided off site

- 6.11 Appendix 2 lists a number of recreation mitigation projects for where mitigation measures are to be met by off-site provision and is split in to 2 sections, 2018 - 2025 and 2026 - 2036. Through an annual review of projects and implementation priorities in the Infrastructure Delivery Plan a programme of mitigation projects will be agreed. The delivery of mitigation projects in line with the implementation of new residential development will be a high priority in the overall programme for infrastructure delivery.
- 6.12 The Council have evaluated the initial tranche of projects for implementation in 2018 - 2025 as having the potential to contribute to the mitigation aims of the Strategy and these will be implemented as soon as funding becomes available.
- 6.13 The remaining projects for 2026-2036 will be assessed on their capacity to bring about mitigation and alleviate pressure on sensitive parts of the European sites. Assessment factors also include their deliverability, effectiveness monitoring and cost. At this assessment stage the project scope may be amended accordingly.
- 6.14 The projects will be prioritised based on their ability to be delivered, the likely level of visits mitigated against and the location in relation to residential development that has come forward.
- 6.15 The initial 5 year programme, including design and future maintenance, will have a collective budget of £400,000 per year for all the projects identified. For the remainder of the plan period it is assumed that a similar budget will be required per annum to implement these projects.
- 6.16 Developments under 50 dwellings where recreation mitigation is not provided on site are required to make a contribution to identified offsite recreational mitigation projects identified.
- 6.17 Where mitigation is provided by a developer's contribution towards the funding of off-site infrastructure mitigation measures the level of financial contribution will be based on the following table.

Tenure	Assumed Occupancy	Contribution per dwelling Full mitigation off-site
1 bedroom	1.4	£2,500
2 bedroom	2.1	£3,300
3 bedroom	3	£4,900
4+ bedrooms	3.75	£5,500

Table 9 Contribution rate per dwelling by size of dwelling

- 6.18 In most cases the Community Infrastructure Levy (CIL) contribution paid as part of the development will exceed the figures above and the Council are committed to using the CIL paid towards recreational mitigation and therefore in most cases no separate contributions will be required²⁰. Should a development be granted CIL relief (e.g. self build of affordable housing) then the figures in the table will become payable. The contribution figures have been arrived at by distributing the total cost of the required off-site mitigation measures (as set out in para 5.6) between the residential development sites that will not be directly providing alternative natural recreational green spaces on site.

²⁰ <https://democracy.newforest.gov.uk/Data/Cabinet/20141001/Agenda/CDR09267.pdf>

Mitigation project design and implementation

- 6.19 The costs of the recreation mitigation projects, including the design, implementation and future maintenance, are included in the estimated budget figure as set out in appendix 2.
- 6.20 The detailed design work will be undertaken in consultation with the land owner/manager, often town/parish councils, and the local community. The project work will include surveys of the current usage of the sites and routes before and after implementation of the projects.
- 6.21 Additional maintenance requirements as a result of implementing the projects (for new features, for example) will need to be factored in to the overall design of the projects.

Access Management Costs

- 6.22 All developments are required to make a contribution towards access management for both the New Forest and Southampton Water and Solent Coast European sites. As access management and monitoring are not infrastructure items then CIL cannot be used to fund these elements.
- 6.23 All developments are required to make a contribution to the New Forest People and Wildlife Ranger service. Provision towards the Solent Recreation Mitigation Partnership (SRMP) Mitigation Strategy is required where the development is within 5.6km of the Southampton Water and Solent Coast European Sites are also required to pay an additional contribution.
- 6.24 The following table provide the total cost of access management depending on whether the development is within 5.6km of the Southampton and Solent Water SPA.

	All development ²¹	If within 5.6km of Solent and Southampton Water SPA	
Bedrooms	People and Wildlife Ranger Cost ²²	Solent Recreation cost	Total
1 bed	£304	£337	£641
2 bed	£456	£487	£943
3 bed	£652	£637	£1,289
4 bed	£815	£749	£1,564
5 + beds		£880	£1,695

Table 10 Contribution rate per dwelling for access management

- 6.25 These figures are subject to indexation will be revised on the 6 April each year in line with the Retail Price Index (RPI) with April 2018 being the base year.

Monitoring

- 6.26 The cost of the monitoring proposals as set out in Appendix 1 totals £460,000 over the local plan period. All dwellings will be required to contribute to this monitoring. The total contribution per dwelling will therefore be £60 (subject to indexation calculated at 6 April each year).

Affordable Housing & CIL reliefs

- 6.27 Affordable housing and residential development that does not have a CIL liability is not exempt from the requirement under the Conservation of Habitats and Species Regulations 2017 to mitigate its impact on the New Forest and Southampton Water and Solent Coast European sites. Appropriate mitigation (as set out in

²¹ This has been calculated on an average cost of £500 per home split pro-rata across dwelling sizes and based on an average population of those bedrooms

²² This cost also includes funding towards resourced such as materials/leaflets that may be required.

this strategy) will be secured through S106 agreements (or by direct provision as part of the development proposal).

- 6.28 If the total amount of Community Infrastructure Levy paid, having regard to any CIL relief or exemptions, falls below the sum indicated in Table 10 then you will need to make up the shortfall (i.e. the difference between how much you pay in CIL and the total figure based on the total number of new dwellings provided/new bedrooms) with an additional payment secured by a Section 106 agreement.

Summary of contributions

- 6.29 The following table shows the total financial contributions that are payable towards recreational habitat mitigation²³ to comply with the Council's strategy depending on the development scenario.
- 6.30 As stated in 6.18, CIL will normally be sufficient to cover the cost of the offsite recreational mitigation projects subject to any relief or exemption being granted.

²³ For sites of 50 or more dwellings the onsite alternative natural recreational green spaces requirement is also required.

Developments of less than 50 dwellings within 5.6km of the Southampton Water and Solent Coast European Sites

Bedrooms	Offsite Recreational mitigation projects	Access Management	Monitoring	Total
1 bed	£2,500	£641	£60	£3,201
2 bed	£3,300	£943	£60	£4,303
3 bed	£4,900	£1,289	£60	£6,249
4 bed	£5,500	£1,564	£60	£7,124
5 + beds	£5,500	£1,695	£60	£7,255

Table 11 Contribution rate for development less than 50 within 5.6km of Southampton Water and Solent Coast European Sites

Developments of less than 50 dwellings not within 5.6km of the Southampton Water and Solent Coast European Sites

Bedrooms	Offsite Recreational mitigation projects	Access Management	Monitoring	Total
1 bed	£2,500	£304	£60	£2,864
2 bed	£3,300	£456	£60	£3,816
3 bed	£4,900	£652	£60	£5,612
4 bed	£5,500	£815	£60	£6,375
5 + beds	£5,500	£815	£60	£6,375

Table 12 Contribution rate for development less than 50 NOT within 5.6km of Southampton Water and Solent Coast European Sites

Developments of 50 or more dwellings within 5.6km of the Southampton Water and Solent Coast European Sites

Bedrooms	Offsite Recreational mitigation projects	Access Management	Monitoring	Total
1 bed	Provided on site	£641	£60	£701
2 bed	Provided on site	£943	£60	£1,003
3 bed	Provided on site	£1,289	£60	£1,349
4 bed	Provided on site	£1,564	£60	£1,624
5 + beds	Provided on site	£1,695	£60	£1,755

Table 13 Contribution rate for development of 50 or more within 5.6km of Southampton Water and Solent Coast European Sites

Developments of 50 or more dwellings not within 5.6km of the Southampton Water and Solent Coast European Sites

Bedrooms	Offsite Recreational mitigation projects	Access Management	Monitoring	Total
1 bed	Provided on site	£304	£60	£364
2 bed	Provided on site	£456	£60	£516
3 bed	Provided on site	£652	£60	£712
4 bed	Provided on site	£815	£60	£875
5 + beds	Provided on site	£815	£60	£875

Table 14 Contribution rate for development of 50 or more NOT within 5.6km of Southampton Water and Solent Coast European Sites

Appendix 1 - Monitoring Requirements

1 Monitoring the implementation of proposals - Annual monitoring of dwellings given planning permission and dwellings completions by location. Monitoring of implementation of alternative natural recreational green spaces and other recreational mitigation projects Cost £40,000						
Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
1.1 Monitor Planning Permissions granted for new housing	Information on: <ul style="list-style-type: none"> • Planning permissions for residential development granted. • New dwellings permitted through 'prior notification' procedures • Dwelling completions By geographic location	Planning permissions granted (these should be mapped)	Existing processes, GIS plotting Annual Monitoring Report	NFDC	To ensure that the mitigation projects are being implemented in line with housing delivery.	NFDC
1.2 Monitor new housing completions by location	Information on dwelling completions, by geographic location	Mapping of housing completions by location	Existing processes, GIS plotting Annual Monitoring Report	NFDC	To ensure that the mitigation projects are being implemented in line with housing delivery.	NFDC
1.3 Monitor implementation of mitigation projects		<ul style="list-style-type: none"> • Implementation progress of mitigation projects. • Identification of strategic/local priority projects to progress. 	Implementation will be monitored through the Council's annual reporting process and S106/CIL allocation meetings.	NFDC	To ensure that the mitigation projects are being implemented as intended and in line with housing delivery. The projects do not have to be delivered directly to where development takes place as long as the strategy can be seen to be working.	NFDC

2	Monitoring of costs of mitigation measures - Appraisal of actual implementation costs of mitigation projects against assumptions in this strategy. Cost: £40,000						
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
2.1	Monitor costs of implementation of mitigation projects		Actual implementation costs compared to estimated project costs	Cost estimates to be reviewed and the location of projects/suitability in accordance with development. Review costs against new alternative projects. Implementation will be monitored through annual report process and S106/CIL allocation meetings.	NFDC	To ensure that sufficient money is collected by S106 contribution or allocated through CIL to the projects.	NFDC
2.2	Monitor costs of implementing ranger services		Actual implementation costs.	Cost estimates to be reviewed against actual implementation costs per annum. Clear specification for reporting to be included within tender.	NFDC	To ensure that sufficient money is collected by S106 contribution or allocated through CIL to the projects.	NFDC

3 Monitoring the use of alternative natural recreational green spaces and open space/ recreational walking route improvements. - Monitoring the use (number of visits) of alternative natural recreational green spaces and improved footpath/ rights of way network. Establishing baseline information for existing rights of way use. Cost: £100,000							
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
3.1	Establish baseline information about existing use and condition of land proposed to be subject to mitigation project	-	Establish baseline data on existing use and condition of recreational walking routes and areas proposed as alternative natural recreational green spaces (to be agreed with the steering group).	Installation of monitoring counters along selected walk in collaboration with HCC Countryside department. On-site condition surveys	Hampshire County Council/ NFDC	To obtain base level information on usage on which the success of the mitigation strategy can be measured.	Hampshire County Council/ NFDC
3.2	Carry out surveys on improved footpaths/rights of way.	-	Condition surveys of recreational walking routes.	Installation of monitoring counters along selected walks in collaboration with HCC Countryside department.	Hampshire County Council	To monitor the use of the routes usage using the results of the monitoring counters.	Hampshire County Council
3.3	Carry out survey of use of improved public open spaces/alternative natural recreational green spaces.	-	Visitor numbers to sites.	Carry out a number of selected visits during the course of the year. Dates to be agreed between partners.	Ranger	To monitor the success of the improvements.	NFDC

4 Monitoring the condition of designated sites and of changes which impact on their health - Establishing baseline information. Surveys of key indicator species. Cost: £100,000							
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
4.1	Information from surveys of key species such as: <ul style="list-style-type: none"> Nightjar; Woodlark; and Dartford Warbler in NPA SPA.	Nightjar survey of whole open forest carried out in 2013. Survey on whole open forest of Dartford Warbler and Woodlark to be carried out in 2014. National Studies (SCARRABS) of key species carried out in 2004 (Nightjar) and 2006 (Woodlark/Dartford Warbler).	National Studies due to be carried out in 2016 (Nightjar) and 2018 (Woodlark/Dartford Warbler). Breeding waders surveys being carried out in 2014.	Report and analysis of data/information when available from Natural England, Forestry Commission, and the National Park Authority, and others.	Natural England.	Information would be used to inform reviews of housing delivery and mitigation measures. Information can help determine what further surveys will be required.	Natural England/ National Park Authority
4.2	Information from surveys of key species such as <ul style="list-style-type: none"> Brent Geese Ducks Waders in Southampton/Solent Water SPA.	Solent Recreation Mitigation Partnership Project studies and WeBS survey.	Impact will be monitored in accordance with the Solent Disturbance and Mitigation Project and further WeBS surveys.	Report and analysis of available survey data. Monitoring provided by the Solent Recreation Mitigation Partnership.	Solent Forum	Impact will be monitored in accordance with the Solent Recreation Mitigation Partnership / Bird Aware Solent	Solent Forum
4.3	Monitor research on visitor capacities of habitats within the SPA	-	Information on the development of recreational management approaches with the New Forest National Park.	Studies by National Park Authority	National Park Authority	Information can help determine how successful mitigation measures are.	National Park Authority
4.4	Identify other indicators influencing the health and integrity of the SPAs	-	To be identified and agreed by Steering Group.	At annual Steering Group Meeting where implications of all information obtained will be discussed.	Steering Group	Impact will be monitored in accordance with the agreed measures	Natural England

5	Research and monitoring of visitor patterns and numbers to European designations (New Forest and coastal SPA/SAC) - Contribute to research of visitor patterns to identify areas where people may be impacting on bird populations and other features of designated sites. This can inform access management strategies within the National Park, introducing measures which encourage people to avoid the use of sensitive areas. Further research should examine the extent of use and understanding of impacts arising from visitors accessing designated European sites and monitor Information Cost: £140,000						
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
5.1	Sample study of selected new developments within the plan area to understand attitudes and behaviour with respect to recreational pressure on protected species and their habitats	New Forest Visitor Survey report produced in 2005. Solent Disturbance and Mitigation Project Visitor Survey 2010	Information on recreational attitudes and habits/behaviours. Information on dog ownership.	Householder surveys in new developments.	NFDC	Information would provide an input to help assess the effectiveness of the mitigation strategy and consider the need for review.	NFDC
5.2	Collection and analysis from rangering activities	-	Information on activities/results from rangering activities.	Annual Report on rangering activities.	Body appointed to host Ranger	Information would provide an input to help assess the effectiveness of the mitigation strategy and consider the need for review.	NFDC
5.3	Carry out survey of visitor numbers and distributions of visitors within the SPAs.	None for New Forest. Limited data from Solent Disturbance and Mitigation Project.	On-site surveys.	Carry out a number of selected visits during the course of the year. Dates to be agreed between partners.	National Park/ Forestry Commission	To understand the type and nature of visits within the European sites.	National Park Authority/ Natural England

6 Solent Disturbance and Mitigation Project Cost: contained within contribution to project							
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
6.1	Overall effectiveness of project on the Solent SPA	Solent Recreation Mitigation Partnership / Bird Aware Project studies.	Impact will be monitored in accordance with the Solent Recreation Mitigation Partnership Project	Impact will be monitored in accordance with the Solent Recreation Mitigation Partnership Project. See Section 6 of the Solent Disturbance and Mitigation Project Phase III: Towards an Avoidance and Mitigation Strategy 24 May 2013	SRMP	Impact will be monitored in accordance with the Solent Recreation Mitigation Partnership	SRMP
7 Review overall effectiveness of mitigation strategy (every 5 years) Cost:£10,000							
	Monitoring requirements	Existing Information/Data	Further information/Data required	How to be collected and reported	By Whom	Purpose	Lead Agency
7.1	Review overall effectiveness of mitigation strategy	-	All the various monitoring activities listed above.	Annual meeting of steering group	NFDC/ National Park/ Natural England/ RSPB/ HCC/ Hampshire and Isle of Wight Wildlife Trust	To appraise the overall effectiveness of the different components of the mitigation strategy.	NFDC/ Natural England

Appendix 2: Summary of offsite mitigation proposals²⁴

Projects 2018-2025

Ref.	Site	Description	Estimated cost (Implementation and maintenance ²⁵)
to3	Testwood Recreation Ground phase 2	Informal open space enhancements, including improved signage and interpretation to create recreational walking route linking though to adjoining public open spaces.	£100k
to5	Wally Hammond Way/Bartley Park	Improvements to signposting of the walking routes and their connections with nearby open spaces and local public rights of way network. Improvements to information/interpretation boards along the route and in Bartley Park	£25k
fa1	Elizabeth II Recreation Ground	Creation of an off lead dog exercise area on part of Queen Elizabeth II Recreation Ground within the site with links to the circular walk (fa2).	£50k
fa2	Dark Lane/Saxon Road walk	Improvements to local walking route including	£30k

²⁴ The estimated visits mitigated per project will be dependent on the population within 200m of each project and the scope of each project. Visitor counting devices will be used both prior and post implementation in order to determine the actual amount of visits mitigated.

²⁵ Maintenance costs in perpetuity will need to be retained within the overall project costs.

Ref.	Site	Description	Estimated cost (Implementation and maintenance ²⁵)
		improved signing and provision of dog bins/benches along the walk.	
ly1	Bath Road Recreation Ground	Improvements to Bath Road recreation ground to create a riverside park. Redesign of pond and play area and appeal of the riverside frontage. Enhancement of the biodiversity on the site. Improved links to the Solent Way and walks in the Waterford area.	£200k
ly4	Woodside Gardens walking routes	Improved route marking and interpretation of walking routes in and around Woodside Gardens to encourage informal recreation. New signage from surrounding residential areas. Improvements to the Woodside Gardens car park surface. Improve signage to and along the public rights of way network in surrounding area (Footpath Nos. 80,81,82,83).	£80k
ms1	School Lane/Lymington Road walking routes	Extensions and improvements to the rights of way network, including linking proposals on the MoS1 housing and open	£90k

Ref.	Site	Description	Estimated cost (Implementation and maintenance ²⁵)
		space allocation to the existing footpath network, including links to the village centre	
ho1	Golden Hill Woodland	Creation of an improved access to the site and the installation of further interpretation boards. Clearance of some overhanging vegetation to create a clear walk.	£100k
nm3	Ballard Lake + walk phase 2	Improve recreational walking routes within the park and around the lake and along green routes through residential areas to the west linking to Walkford Lane (Byway 503)	£160k
nm6	Gore Road	Creation of a new circular recreational walk between Gore Road and Old Milton.	£80k
ri1	Avon Valley/Blashford Lakes	Improve links from the town centre to walks at Blashford Lakes and in the Avon Valley. Enhancements to the Linden Gardens open space to be a 'gateway' to local walking routes.	£80k
ri2	Castleman Trail links	Improvements to linkages and signing of the public rights of way network in south east Ringwood, and in particular with the Castleman Trail (the long distance footpath from Dorset to the New Forest utilising the former railway	£30k

Ref.	Site	Description	Estimated cost (Implementation and maintenance ²⁵)
		line).	
fo1	Tinkers Cross/Puddleslos h Lane/Pennys Lane	Improve links and signing of public rights of way network (including links to the Avon Valley Path, long distance footpath), creating marked circular walks north of Fordingbridge.	£30k
to6	Eling Quay	Erect signage as way markers for a Walk around Eling Quay, particularly at Eling Hill. Improvements to existing footpath at Eling Hill and the children's play area	£50k

Projects 2026-2036

The following projects have provisionally been identified for implementation during the latter part of the Plan period. This list of projects may be subject to review.

Ref.	Site	Description	Estimated cost (Implementation and maintenance)
to7	Eling Quay to River Test	Improvements to signage of walk, particularly at the Totton bypass pedestrian footbridge. Production of further literature promoting the walk. Improvements to footpath approaching the walk around the River Test	£50k
	Brokenford Lane	Improvement to signage of PROW, linking with Bartley	

Ref.	Site	Description	Estimated cost (Implementation and maintenance)
		Water project	
ma2	HCC Healthy living walks around village	Improved signage Production and distribution of leaflets	£30k
Hd4	Oaklands Way/Challenger Way	Promotion of walks around the existing pedestrian footpath links Installation of interpretation Boards and signage to promote the walk. Clearance of overhanging vegetation.	£50k
fa3	Church Lane	Provide surfaced footpath route, and enhance existing space for young people and encourage increased informal recreation.	£50k
ly5	Grove Road Gardens	New signs to encourage the use of Grove Gardens along the existing PROW around the gardens to create a pleasant place to walk. Small enhancements to the gardens to encourage recreational activities.	£50k
ly6	Rowans Park	Improvements to the site access by creating further access points from the main road. Environmental improvements within the site to enhance biodiversity of the existing natural green space. Improved signage along the existing PROW at Highfield	£40k

Ref.	Site	Description	Estimated cost (Implementation and maintenance)
		Rd.	
ly7	Old Orchards	Open up access to Pyrford Mews to create an attractive place for informal recreation.	£50k
ly8	Ramley Road/ Widbury's Copse/ Newbridge Copse/ Woodside	Promotion and enhancement of the PROW including the installation of interpretation boards Replacement of existing stiles and clear delineation of path near Woodside Gardens	£80k
ho2	Hordle Lane/Stopples Lane	Improvements/enhancements (including signs, stiles and interpretation boards) to the PROW network to provide a safe a pleasant place to walk. Further signage to encourage shared use on pedestrian/cycle path. Improvements to Acacia Gardens, replacement benches and dog waste bins.	£150k
nm4	Carrick Way Woodland	Enhance/improve public access to the site, including the provision of information/interpretation signs, and the provision of a surfaced footpath route. Increase signage to location of walk, particularly from Carrick Way. Clearance of overhanging vegetation.	£100k

Ref.	Site	Description	Estimated cost (Implementation and maintenance)
nm5	Ashington Park	Provision of a new picnic area with litter bins to enhance the attractive area of land for informal recreation. Provision of new signage to direct people to the site. New benches, bins. Enhance signage from both the north and south of the site.	£50k
nm7	A337/Barton Common	Improve links in to the PROW including resurfacing the footpath in order to create a pleasant place to walk. In the future this may include a safe crossing point on the A337.	£100k
br1	Footpath network north west Bransgore	Enhancement to the existing PROW network including new signage and interpretation boards to provide a pleasant place for people to walk	£40k
ri3	Poulner Lakes	Enhancements to informal open space, improving accessibility, biodiversity and interpretation	£80k
as1	Marl Lane and Green Lane and Church Street/Ashford Road	Provide information/ interpretation boards, dog bins and benches, along the route. Clear signage particularly in Town centre/car park.	£40k
as2	Alderholt Road/ Station Road/Old Brickyard Road	Promote existing circular walks in proximity to the site. Improved signage to	£40k

Ref.	Site	Description	Estimated cost (Implementation and maintenance)
		raise public awareness of this route. Installation of benches to provide rest places. Clearance of overhanging vegetation at certain points along walk.	
	Castleman Trailway –	enhancement of route through town between Bickerley Road and Crow Lane	
	Poulner Lakes –	improvements to access road and environmental enhancements to the large open space	
	Riverside Walk –	provision of new path alongside the Millstream between Danny Cracknell Pocket Park and West Street	
	Hordle and Everton Recreation Grounds	Perimeter Footpaths would improve year round access to this public open space.	
	Golden Hill Woods	Developing a circular walkway around the site.	

Appendix 3: Design considerations for recreation mitigation

6.31 Further details regarding design considerations for recreation mitigation are considered in Appendix **. However, when drawing up detailed proposals for recreation mitigation there a number of factors considered to be considered in the in the design.

Improve surface and route condition

Footpaths

6.32 Footpaths should be surfaced with a suitable material enabling their use throughout the year, in all weather conditions. They should be even and free from standing water. The provision boardwalks may be necessary over particularly wet/muddy areas.



Clear overgrown and over-hanging vegetation

6.33 Paths should be clear from overhanging vegetation and be designed to be safe for the user, with good natural surveillance.



Improve signage

Provide clear route signage

6.34 The recreational walking routes should be clearly signposted from the road network and along their route. Information on destination and distances should be provided at key points along the routes, including at route intersections.



Information/interpretation boards

6.35 Information/interpretation boards will be provided at key locations giving an overview of the local recreational walking route network and information about local features of interest.



Improve accessibility

Removal of stiles with gates

6.36 Stiles along footpath routes can be difficult to negotiate. The use of stiles should be avoided, and existing ones replaced with either a kissing gate or an A-frame gate. This will improve accessibility, particularly for dog walkers, wheelchairs users, and people with pushchairs



Bridge watercourses



6.37 Some routes will cross a watercourse. In these cases it will be important that an appropriate safe crossing is installed.

Provide additional amenities

Provide dog waste bins

6.38 Dog waste bins should be installed at entrance/exit points of recreational walking routes, and other key locations, to ensure that the areas are kept clean of waste.



Provide seating at viewpoints

6.39 Seating should be provided at appropriate locations along the route, for example where there is a view point or point of local interest.

Provide dog exercise areas

6.40 The aim for the dog activity area is to provide opportunities for people to experience and enjoy responsible, healthy exercise and interaction with their dogs, local to their homes, by providing worthwhile challenges that can be used by all dogs and humans of different sizes and abilities all year round. The spaces will be designed to:

- give dog owners a sense of being welcome visitors
- minimise conflicts through good design that steers and directs activities to appropriate places
- are safe for all users that are likely to interact with the activities

- encourage responsible dog ownership

6.41 Each area will follow the following principles:

- plenty of space around each activity
- fencing to prevent dogs running out into danger,
- shady places to rest, with seats for owners
- water for cooling down
- plenty of dog waste bins,

Appendix 4 - A combined approach to the provision of Recreational mitigation, Natural Greenspace and Public Open Space - Strategic landscape requirements (in the New Forest District outside the National Park) to accompany planning applications for residential developments over 50 dwellings.

Introduction

All new residential development within New Forest District is required to mitigate its recreational impact on the natural habitats of the New Forest and Southampton Water and Solent Coast European Sites. For developments of 50 or more dwellings²⁶ mitigation can be achieved by the incorporation of natural green spaces as alternative natural recreational green spaces within or immediately adjoining a development site to a standard of a **minimum** of 8 hectares of land per 1000 population. This is in **addition** to the public open space requirement of 3.5 hectares per 1000 population in accordance with LP policy 15 (saved policy CS7). Full details of the mitigation requirements, including additional financial contributions to management and monitoring measures can be found in the adopted New Forest District Council Mitigation Strategy. The following guidance offers more detailed information to support this and the relevant local plan policies

The approach to mitigation in the New Forest District (outside of the National Park) involves, amongst other measures, the provision of a network of natural greenspaces located close to people's doorsteps, which will form a desirable alternative to visiting the natural habitats of the New Forest and Southampton Water and Solent Coast European Sites for recreational purposes, including dog walking (as well as providing attractive and healthy places to live).

To successfully perform as alternative natural recreational green spaces it is important that all the spaces provided are inviting and comfortable for all people to visit and use. There is an underlying assumption that these spaces should be available for well-behaved dogs to be walked

with places where they can be safely let off the lead, to encourage the vast majority of dog walking excursions to remain close to home.

In master planning terms, mitigation land will be laid out as an integral part of the fabric of new development. It will form part of a network of greenery and the green setting for new residential development and site capacities of the strategic housing allocations have been assessed on this basis. It will not be acceptable to fill up the allocation area with built development and simply offer a field nearby for dogs to be exercised.

Each of the strategic housing allocations will be treated on its own merits and it is expected that the proposed recreational mitigation strategy for a site is illustrated by a **Landscape Framework**, and will be prepared by joint working between all land promoters and developers involved in the site to avoid a piecemeal approach. In some locations there may be an opportunity to offer alternative areas of natural greenspace as alternative natural recreational green spaces close to development sites. This can be considered where the land in question is demonstrated to provide effective mitigation, is in the control of the site promoter and where it would support the principles of an integrated green infrastructure approach, complementary to the, typically, rural edge landscape of the development.

A combined approach

A planning application must demonstrate a contextually appropriate site layout in terms of: character; landscape; size and distribution of spaces; access; intensity of built forms; as well as visual and physical connections and appropriate levels of amenity

It is usual to provide this within a *Design and Access Statement* in the form of annotated layouts, sketches, elevations and illustrations. A

²⁶ via the adoption of the New Forest District Council Mitigation Strategy

fundamental part of the design approach is to show how the site will mitigate the impact of increased population on the New Forest and Southampton Water and Solent Coast European Sites so that development (and cumulatively the local plan as a whole) can be shown to comply with the requirements of the Conservation of Habitats and Species Regulations 2010. To achieve the levels of mitigation required through on-site provision of alternative natural recreational green spaces (sometimes called suitable alternative natural green space or SANGS), all applications for major housing development will be required to submit a **landscape framework**, making the case that mitigation would be achieved in accordance with the local plan policy, the mitigation strategy and supplementary planning documents (SPD).

The **landscape framework** will include a combination of proposals for green spaces; footpath routes; habitat and biodiversity improvements and complementary advantages that would attract recreational and leisure uses which would otherwise impact upon the New Forest and Southampton Water and Solent Coast European Sites

The **landscape framework** will have the added advantage that sustainable drainage, public open space, green infrastructure, play and visual amenity can be convincingly described without having to provide full details at an early stage.

The **landscape framework** should indicate landscape and amenity benefits which may not yet be quantifiable but it must tie down certain fundamental provision in order to make a convincing case that mitigation will be achieved: it needs to explain what elements will be provided. We suggest that as a minimum this should be submitted as a 1:500 plan annotated to explain the following issues:

- Show the existing landform and landscape features of the site that will influence the design.
- Show the location and dimensions of major green areas.
- Show the broad concept for drainage for the major green areas (and any provision for taking surface water from within the development areas).

- The broad treatment types applicable to each area of land and the management aspirations for each (for example: woodland; meadow; amenity grass; natural play etc.)
- Simple network of connections and circular walks and their hierarchy.

It therefore needs to be clear how each of the following matters will be dealt with:

- Good pedestrian connections with existing residential areas.
- Linkages with other existing open spaces, streets, walking routes (and how these will be achieved).
- Provision of attractive walking routes with appropriately surfaced paths.
- Access for dog walking with off-lead areas and facilities to attract dog walkers.
- Secure boundaries where needed.
- Optimising biodiversity
- Seating, litter and dog waste bins.
- Signage and interpretation.
- Ongoing landscape management.

Since the provision of sustainable drainage (SUDS) and public open space (POS) are also fundamental to the success of the application, the following should also be illustrated on the proposed landscape framework.

- Play,
- Tree groups,
- Holding ponds,
- Scrapes and swales,
- Furniture and features,
- Any underground encumbrance.

The landscape framework should demonstrate how the proposed development has reached its full potential in achieving an appropriate character of place and therefore quality of life through good design.

Location of Alternative natural recreational green spaces

Mitigation of recreational pressure on sensitive habitats of the New Forest and Southampton Water and Solent Coast European Sites will be most effective where the spaces provided are easily accessible to both new and existing populations. This can also help the layout of sites to knit well with existing townscapes and communities. However, in addition to the mitigation rationale, there may also often be a need to create soft and green edges to successfully integrate new development within a rural landscape. Locations for alternative natural recreational green spaces as part of the buffering of rural edge may therefore be considered appropriate.

The suitability of land for creating mitigation space needs to be considered in terms of its potential to become part of a strategic landscape framework. Sites where habitat can be enhanced will be part of that consideration, however ecologically sensitive sites are not considered appropriate places to encourage increased human recreational activity.

Designated nature conservation sites will not normally be considered as alternative natural recreational green spaces.

Ecological assets should be retained, protected and enhanced as part of any development proposal. Examples include ancient woodland, any local nature conservation designations, such as SINC or LNR and any identified (through a Phase 1 Ecological survey) areas, habitats, nesting grounds or locations of rare species which are of particular sensitivity and which would be at risk through allowing dog walking and additional human presence in the area.

Opportunities to enhance existing habitats as part of a network of greenspace should nevertheless be embraced through design and sympathetic management. Therefore proposals to include ecologically sensitive areas on non-designated sites within an approved landscape framework may be considered to form a part of the mitigation requirement provided that the need for recreational dog walking is also

catered for adequately. Such exceptions will be at the discretion of the Council in consultation with Natural England. This may require a net increase in the alternative natural recreational green spaces, above the 8ha/1000 population minimum standard.

Quality of Alternative natural recreational green spaces

To ensure that alternative natural recreational green spaces provides a proper attraction to meet the policy requirements, the following criteria apply:

Space

It is anticipated that alternative natural recreational green spaces provision will be a major and integral part of an infrastructure of green walking routes and spaces, created as a strategic framework using existing landscape features with paths, natural planting and linked habitats connecting alternative natural recreational green spaces together to provide a positive green infrastructure for all new development areas within the local plan. The planned extension of West Totton carried out through the latter years of the twentieth century into the first decade of this century offers a strong green infrastructure of routes, and spaces and will serve as a demonstration model for planning future green space networks within new development.

Whilst the design of the *landscape framework* is expected to deliver qualities that combine all the required amenities, in accordance with policies Policy 10 and Policy 15 (saved policy CS7)²⁷, in that areas of public open space may also function as alternative natural recreational green spaces and vice versa, a definition of what areas can be considered and measured as alternative natural recreational green spaces is needed. All alternative natural recreational green spaces should exhibit a quality of attractiveness (usually naturalness) for informal recreation, usually walking, with or without a dog. It is expected

²⁷ POS requirements: 3.5ha/1000population

Alternative natural recreational green spaces requirement: 8ha/1000population

that the majority of recreational mitigation spaces should be available for well-behaved dogs to be exercised off-lead and that some areas should be provided specifically for the off-lead training of dogs. The following criteria will allow the LPA to set parameters for measuring what areas qualify as meeting the purposes of the mitigation strategy in concert with public open space provision as an integral green framework for development:

- **Main space.** For an area to be considered as spacious enough to offer a sense of being in the countryside, at least part of the provision should consist of a space of at least 120m across in all directions i.e. a 60m radius can be drawn on it without undue interference from other uses or development.
Where non-strategic residential development sites of over 50 (but under 100) dwellings cannot reasonably accommodate an uninterrupted radius of 60m but requires on-site mitigation, the council will accept alternative dimensions for this main space, if it offers the equivalent area (i.e. 1.14ha mitigating approximately 43 dwellings).
- **Secondary spaces** – The main space(es) should be supplemented by further linked spaces. To be considered appropriate mitigation space, such spaces need to be a minimum of 60m across in all directions i.e. a 30m radius can be drawn without undue interference from other uses or development.

A series of such spaces can be considered as having alternative natural recreational green spaces quality (in terms of dimensions), provided that they are properly linked to the main space or to other open greenspaces within 60m, or within 500m if the link consists of other such spaces as part of a connected series.
- **Links** – links that allow such spaces to work cumulatively must be spacious in themselves. They should be an average of 20m wide (minimum 15m at any given point).

If links are provided, they may be considered to meet the purposes of alternative natural recreational green spaces where they are within 30m of a main or secondary space.

- **Severance** – Secondary spaces cannot be disconnected from the main space. Where a road would cross a link or space, this will be considered to have severed the connection to the larger space unless it can be demonstrated that the road's design allows easy crossing. This can be through a combination of design devices including: 10mph speed restriction; easy access under or over; edge and surface characteristics that allow easy crossing; serving only small numbers of dwellings; designed to minimise visual severance by allowing a green interface/connection to dominate
- **Combined open space use** - Provided that spaces meet the dimension criteria above, additional public open space uses, such as natural play or informal pitch provision should be integral to the alternative natural recreational green spaces design. However, it is important to note that there will be no double counting of each type of provision

Annexed to this document are a series of illustrations:

Fig 1 shows a connected network of recreational mitigation space. Without road severance, mitigation compliant spaces can extend up to 500m from the main recreational mitigation space through a linked network of smaller spaces that offer an attractive amenity for recreation and a pleasant setting for the development.

Fig 2 shows the effect of road severance on the same network of open spaces, reducing the area that can be counted as alternative natural recreational green spaces

Fig 3 illustrates how formal open space could be integrated into the same network of open spaces, noting this also reduces the area that can be counted as alternative natural recreational green spaces.

Routes

A hierarchy of routes should be illustrated on the **Landscape Framework**, demonstrating:

- Strategic routes leading to key destinations and connecting residential neighbourhoods (also, where appropriate, to the wider network of PROW).
- Minor leisure routes needed to create a circuit or to connect with other minor spaces or paths:
- Additional circuits and recreation routes that stay within the proposed green spaces.

Planting

The landscape **framework** should show planting types including, but not limited to:

- Spring wildflower meadow
- Summer wild flower meadow
- Amenity grass
- Wetland or boggy ground herbs and bulbs
- Native shrub/woodland edge
- Hedgerows
- Woodland
- Trees and tree groups
- Where existing features are to be retained, some indication of how this is to be accomplished will be needed. For example a label explaining: *“Hedgerow cleaned out, laid and gapped up with native species whips”* or *“Woodland group cleared of deadwood and additional trees planted as whips and feathered groups”*

Plant species should generally be native to Britain, in order to optimise biodiversity, however ornamental species of trees, for example, may be required to underpin landscape character and sense of place, offering occasional landmarks or visual connections and legibility. In some instances, use of more robust bulb species as part of meadow planting

areas can offer amenity without detracting from the value of the habitat and can help local communities appreciate the value of such areas.

Furniture and facilities

All furniture and facilities should be appropriate to a rural context, drawing from the local vernacular, and should usually be timber²⁸ from certified sustainable sources to provide for a lifespan of at least 20 years.

- Combined dog waste and litter bins to be provided at each main entrance to spaces or at road access points from paths. The council has a preferred supplier of such bins.
- Seats, provided at an average of one, two-person seat for every 50 new residents.
- Opportunities for natural play provision should be explored, and can be used to provide Children’s Play facilities in accordance with the policy requirements of Policy 15 (saved policy CS7), provided that its design is integral to the planned landscape. It may include, for example boulders, logs, earth shaping, robust planting in combination with fencing and equipment that does not detract visually from the character of the place. The requirement for fixed, equipped play spaces as part of the Public Open Space provision in accordance with Policy 15 (saved policy CS7), will be considered on a site-by site basis, and based on current recommendations.²⁹

Interpretation and Signage

Each area will require adequate signage to define its purpose and help direct people and manage behaviour. Through good design we nonetheless expect the areas created to be legible, where planting and

²⁸ or an equally durable material able to provide a lifespan of at least 20 years which will need to be agreed with the Council.

²⁹ Fields in Trust, Guidance for outdoor Sport and Play: Beyond the Six Acre Standard. England. 2015

materials will aid navigation and help to communicate the appropriate use of areas and spaces.

The delivery of the Mitigation Strategy has been branded 'Green Way' in order to help people identify the purpose and use of alternative natural recreational green spaces. All recreational mitigation projects will be identified by appropriate Green Way branding.

For alternative natural recreational green spaces spaces and routes, there will need to be a range of way-markers and interpretation for a number of purposes. Provision will be needed for:

- An interpretation board for each space or at the entrances to a combined network of spaces will show connected routes as well as explain the purpose of the alternative natural recreational green spaces, any expectations regarding behaviour, and indicating any dog management requirements, such as dog off lead areas.
- A gateway marker will be required at main entrances to the alternative natural recreational green spaces spaces and routes.
- Simple way-marker posts along routes that connect up both alternative natural recreational green spaces spaces and the network of routes so that users can navigate and identify the areas as places to walk their dogs.

For statutory signage, for example to play areas and public open spaces, the eventual landowner/manager will arrange the required signage.

Public Open Space expectations

Policy 15 (saved policy CS7) requires that, for each 1000 residents, a standard of 3.5 hectares of formal and informal open space and play is required. The distribution of this space standard needs to be considered on a site by site basis and will depend partly on the Council's aims for formal sports provision in each settlement, identified through the

Standards for Formal Open Space report (and appendix) and the Infrastructure Delivery Plan. It is likely that some proportion of the formal provision will provide for informal games and sports within neighbourhoods. These might take the form of kickabouts or junior pitches, MUGA or basketball areas, wide lawns for cricket, rounders or other such open grass games, all of which allow and encourage sports to be played within walking distance of people's homes.

Additional guidance for strategic housing allocations is given in the Strategic Sites Masterplanning Supplementary Planning Document (SPD).

Informal public open space will be provided to ensure that the character and quality of streets and neighbourhoods is both pleasant and contextually appropriate: to enable large species trees to be planted; to bring play provision into neighbourhoods; to soften streets and squares with greenery; to provide space for retention of trees, hedges and other habitats or to link alternative natural recreational green spaces and formal open spaces.

Ultimately it is expected that all of the open space and recreational mitigation land will be provided as pleasant places in their own right, designed to respect local landscape character, with visual amenity and enhanced biodiversity being key aspirations on all such spaces, whatever their primary purpose.

Integrating Sustainable Urban Drainage features (SuDS)

Alternative natural recreational green spaces offers an opportunity to integrate the policy requirements for managing surface water from new residential developments in the form of above ground features such as ditches, swales, water storage areas and ponds.

Above ground SuDS features should be included in the layout and landscape frameworks and may be included in public open space where they enhance landscape character, optimise biodiversity, and offer amenity and play opportunities.

There are a number of issues in the adoption of and ongoing management of SuDS features: where they are proposed, careful attention to detail is required to ensure that they can be adopted and managed as part of the alternative natural recreational green spaces.

Underground water storage features within public open space and alternative natural recreational green spaces will not be acceptable.

Fig 1: A connected network of alternative natural recreational green spaces.

Mitigation compliant space can extend up to 500m from the main space where a linked network of smaller spaces offer an attraction for dog walking

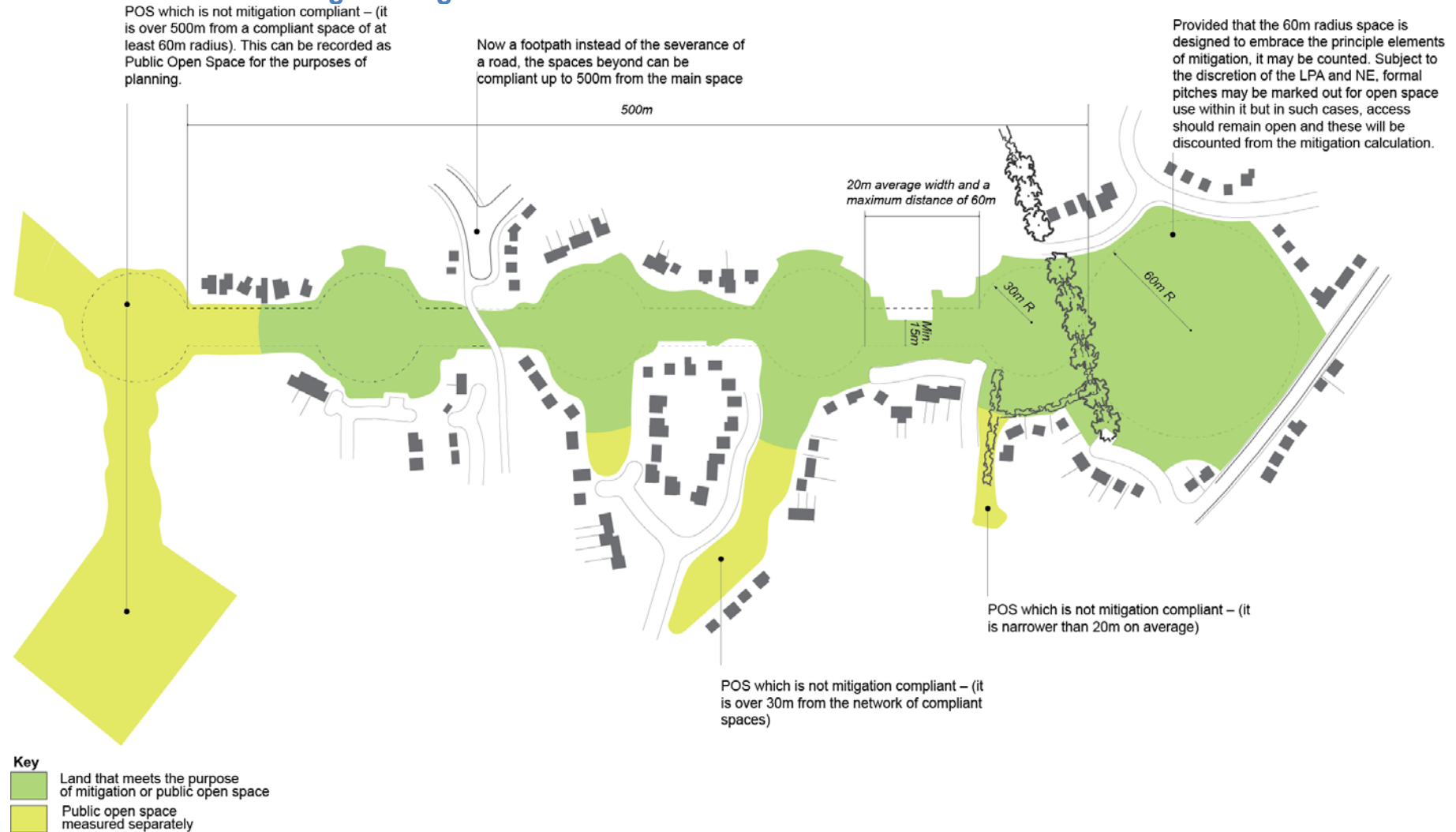


Fig 2: A connected network of alternative natural recreational green spaces (the effect of road severance)

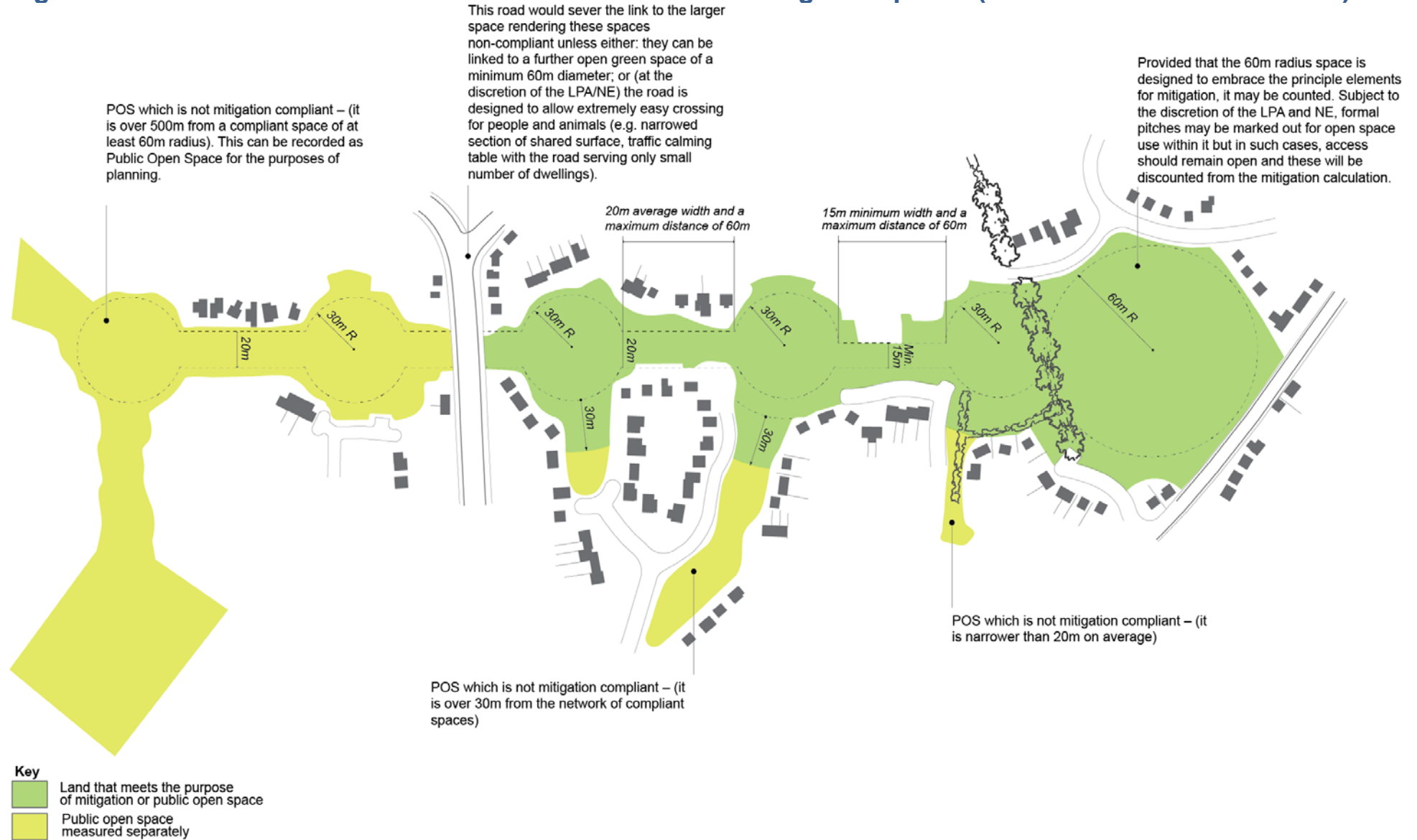
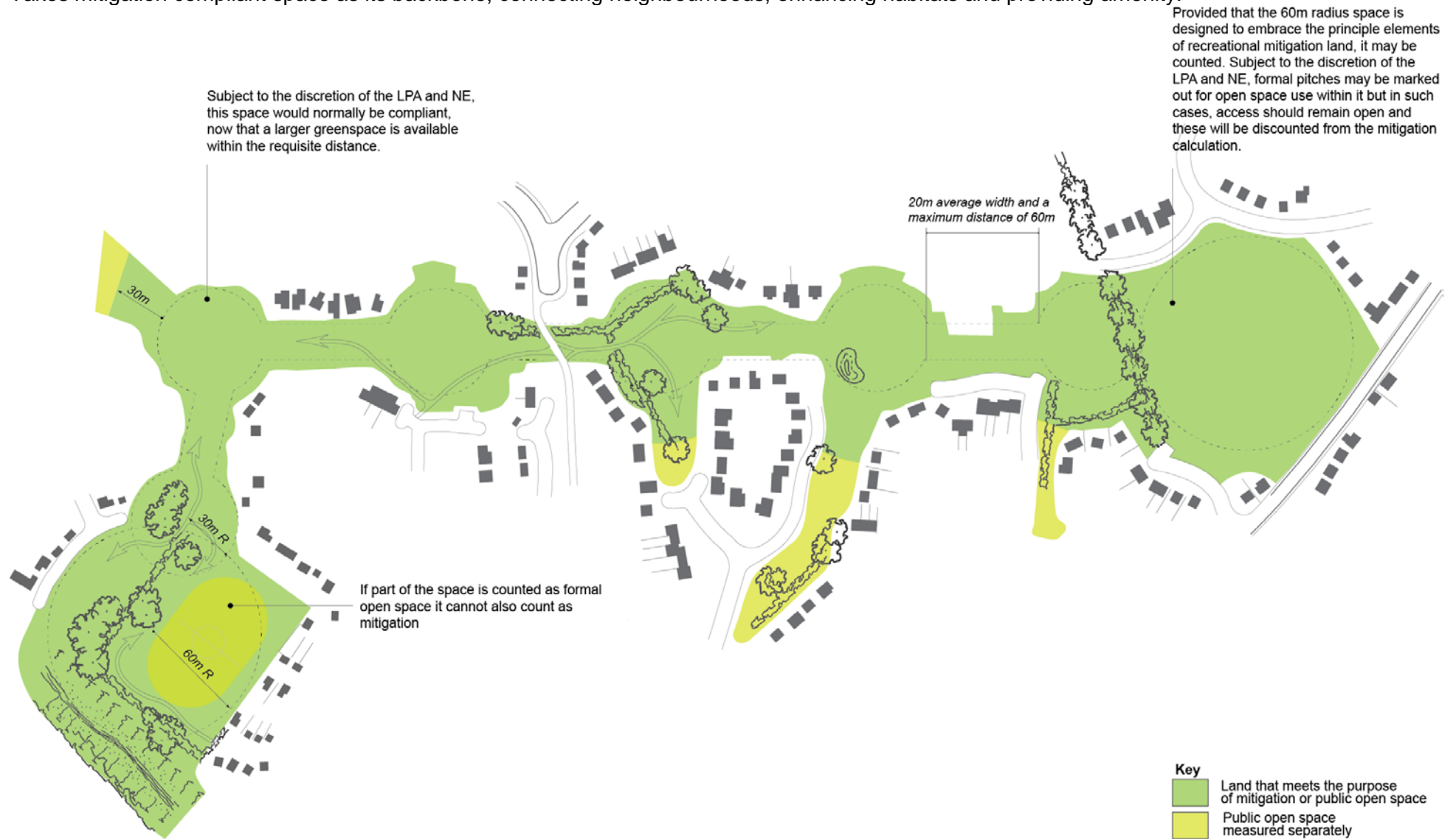


Fig 3: A comprehensive green infrastructure integrating public open space

Takes mitigation compliant space as its backbone; connecting neighbourhoods, enhancing habitats and providing amenity.



Detailed design considerations for Alternative natural recreational green spaces: Spaces and Routes

- 1.1 There are a number of key features that are required as a minimum in the design of alternative natural recreational green spaces: spaces and routes, so that they perform well for their intended purpose and the designed features have adequate longevity. These key features are described below:

A hierarchy of new and existing footpath routes

- 2.0 Strategic routes leading through to other major draws should be 1.8m wide tarmac with minimum 1m regularly mown margin of grass to either side.
- 3.0 Minor leisure routes needed to create a circuit or to connect with other minor spaces or paths: 1.2m - 1.8m width of tarmac or locally won self-binding gravel depending upon likely footfall with a minimum of 1m regularly mown margin of grass to either side.
- 4.0 Additional circuits and leisure routes that stay within green spaces and take negligible footfall from off site may be 0.9m wide locally won self-binding gravel or demarcated mown paths.
- 5.0 Footpaths should be surfaced with a suitable material enabling their use throughout the year, in all weather conditions. They should be even and free from standing water, and be suitably edged to retain the integrity of the construction with either PCC flush pin kerbs or for minor routes: tanalised timber of at least 36m x 200mm
- 6.0 The exact line of paths which run within woodlands or through tree groups should be agreed onsite. Whilst it is accepted that some disturbance within root protection zones may be inevitable, advice will be sought from NFDC Corporate Tree Officer. Construction may require geoweb-type installation above ground and edges or alignments may need detailed discussion and some relaxation of widths on some sections.



Examples of typical paths: widths, surfacing and edging

- 7.0 Paths over culverted watercourses will not be allowed to have exposed head walls unless they are designed as features which are sympathetic to the landscape ethos of the open space. It is preferable to bridge watercourses with an appropriate safe crossing.
- 8.0 Paths which run over wetland should be designed as raised causeways wherever possible (and EA flood capacity requirements allow). If a boardwalk is required either as special feature or for practical purposes, it is expected to have a lifespan of 15 years, including those parts in standing water.
- 8.1 Paths should be clear from encroaching vegetation and be designed to be safe for the user, with good natural surveillance.



Examples of typical watercourse crossings



Examples of typical waymarking and interpretation

Provide clear route signage and interpretation

- 8.2 Waymarking: The new recreational walking routes and enhancement of the existing PROW routes should be clearly signposted at suitable access points and along their route. Information on destination and distances should be provided at key points along the routes, such as at route intersections.
- 8.3 Information/interpretation boards: will be provided at key locations giving an overview of the local recreational walking route network and information about local features of interest
- 8.4 All signage and interpretation will carry the GreenWay logo and tag to help users identify alternative natural recreational green spaces: spaces and routes as being accessible and dog friendly places

Ensure accessibility

- 8.5 Stiles along footpath routes can be difficult to negotiate for wheelchair users, people with pushchairs and dog walkers. Where barriers are required along a route, kissing gates or self closing pedestrian gates are most appropriate.



Examples of typical accessible barriers

Provide additional amenities

Waste bins

- 8.6 Combined waste bins should be installed at entrance and exit points of recreational walking routes, and in locations on Recreational mitigation spaces that are convenient to use, to ensure that the areas are kept clean of waste.

Seating

- 8.7 Seating should be sited at appropriate locations to provide opportunities for rest, conversation and appreciation of the natural environment, where there is a view point, point of local interest. or brow of a hill, for example

Provide opportunities for natural play

- 8.8 Alternative natural recreational green spaces should seek to offer opportunities for natural play, using new and existing features, to encourage children to get close to nature. Natural play features could simply be retaining felled trees as a climbing feature; using ground modelling in combination with low level features to create balancing, rolling, climbing opportunities, access to various habitats, and may be provided in combination with fixed play equipment.

Provide dog activity areas or trails

- 8.9 The primary negative impacts on the New Forest and Southampton Water and Solent Coast European sites are due to disturbance by dogs. The aim of the Recreational mitigation Strategy is to encourage residents of new residential development to use local walking routes and spaces for dog walking to help deflect additional visits to the European Sites. Therefore the alternative natural recreational green spaces must provide opportunities for people to experience and enjoy responsible, healthy exercise and interaction with their dogs, by providing worthwhile challenges that can be used by all dogs and humans of different sizes and abilities all year round.
- 8.10 Dog activity areas or trails should be designed to:
- give dog owners a sense of being welcome visitors
 - minimise conflicts through good design that steers and directs activities to appropriate places
 - are safe for all users that are likely to interact with the activities
 - encourage responsible dog ownership
- 8.11 Each area or trail should apply the following design principles:
- plenty of space around each activity
 - for activity areas: fencing to prevent dogs running out into danger,

- shady places to rest, with seats for owners
- water for cooling down
- plenty of dog waste bins.

8.12 Further information can be found at appendix 6: Managing dogs on Recreational Sites

8.13 Further details and typical acceptable specifications for each topic discussed above can be found in the Open Space SPD.

Appendix 5: Allocated Sites yet to be implemented

The following are sites that are currently allocated in the Local Plan Part 2: Sites and Development Management Plan that have yet to be implemented at this point. The sum of these allocations equals the totals in tables 5-7 of the strategy of 'Total housing from previous allocations yet to be implemented'.

Totton and the Waterside		
Policy	Site Name	No. of dwellings
TOT1	Land at Durley Farm, Hounslow	80
TOT3	Land at Hanger Farm, Totton	202
TOT4	Land off Oleander Drive, north of Michigan Way	18
TOT5	Land north of Michigan Way, east of Garland Way	10
TOT6	Land east of Brokenford Lane	58
TOT7	Stocklands, Calmore Drive	15
TOT8	Land off Blackwater Drive, Calmore	15
TOT9	Bus Depot, Salisbury Road	15
TOT11	Eling Wharf	400
MAR1	Land between Cracknore Hard Lane and Normandy Way	12
MAR2	Land at Park's Farm	100
MAR3	Land south of Hythe Road	15
MAR4	Land off Mulberry Road	12
HYD2	Land off Cabot Drive, Dibden	25
BLA1	Land adjacent to Blackfield Primary School	30

Coastal Towns and Village		
Policy	Site Name	No. of dwellings
LYM4	Land south of Ampress Lane, north of Buckland Gardens	11
LYM5	Fox Pond Dairy Depot and Garage, Milford Road, Pennington	14
MOS1	Land north of School Lane	30
HOR1	Land to the rear of 155-169 Everton Road	5
NMT1	South of Gore Road, east of the Old Barn	20
NMT2	Land west of Moore Close	15
NMT3	Land off Park Road, Ashley	20
NMT4	Land east of Caird Avenue, south of Carrick Way	54
NMT5	Land east of Caird Avenue, south of Carrick Way woodland	90
NMT7	Land east of Fernhill Lane	15
NMT8	Ashley Cross Garage and Motor Repairs, Ashley Lane	10

Ringwood, Fordingbridge the Avon Valley and Downlands		
Policy	Site Name	No. of dwellings
FORD1	East of Whitsbury Road, Fordingbridge	100
ASH1	Adjoining Jubilee Crescent, Ashford	10
SAND1	West of Scout Centre south of Station Road, Sandleheath	10

Appendix 6 Consideration of Development Proposals Affecting Internationally Designated Sites

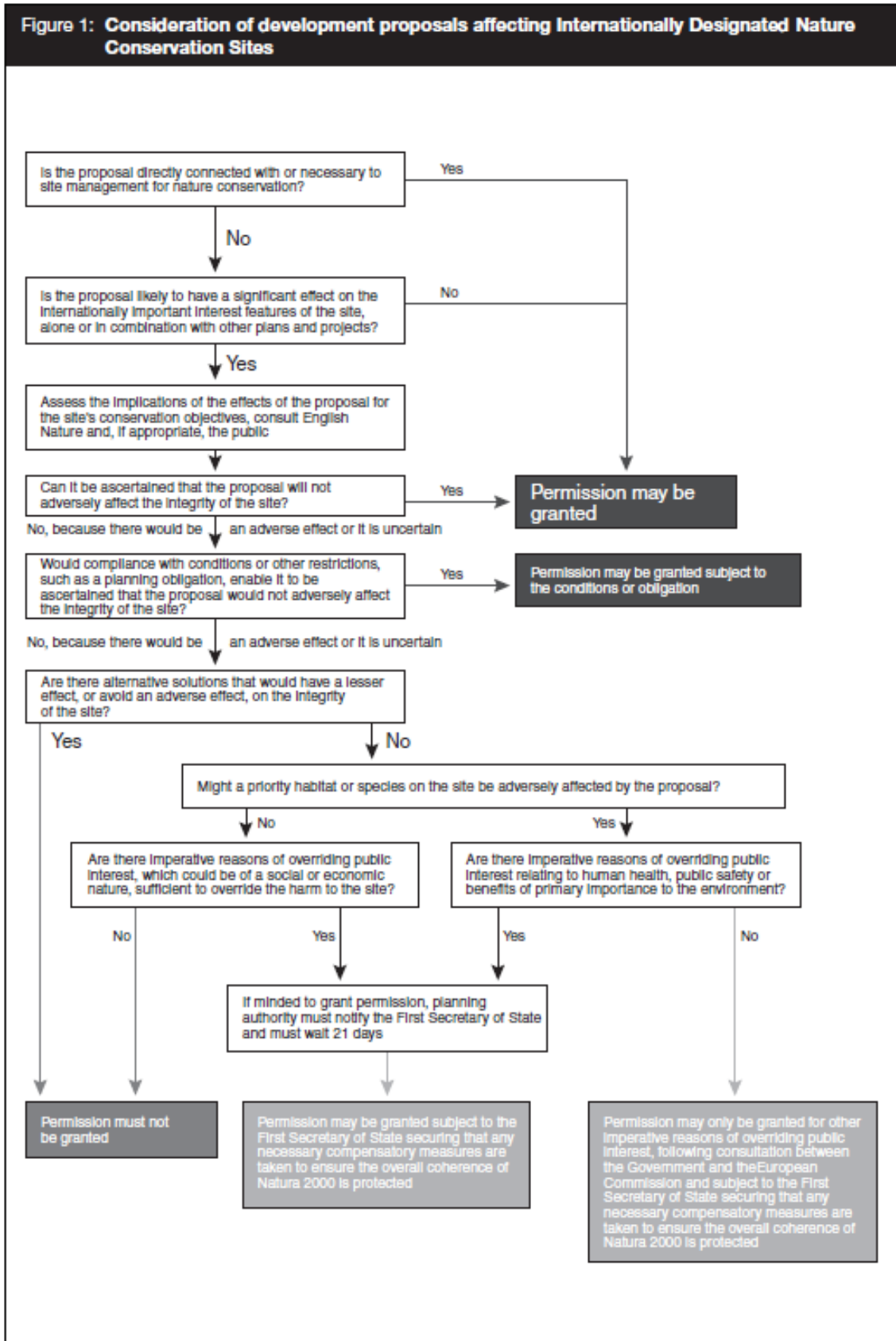


Figure 1 of Circular 06/2005 'Biodiversity and Geological Conservation'

Appendix 7 – European Site Descriptions

Southampton and Isle of Wight Lagoons SAC

The Solent on the south coast of England encompasses a series of coastal lagoons, including percolation, isolated and sluiced lagoons. The site includes a number of lagoons in the marshes in the Keyhaven – Pennington area, at Farlington Marshes in Chichester Harbour [sic], behind the sea-wall at Bembridge Harbour and at Gilkicker, near Gosport. The lagoons show a range of salinities and substrates, ranging from soft mud to muddy sand with a high proportion of shingle, which support a diverse fauna including large populations of three notable species: the nationally rare foxtail stonewort *Lamprothamnium papulosum*, the nationally scarce lagoon sand shrimp *Gammarus insensibilis*, and the nationally scarce starlet sea anemone *Nematostella vectensis*. The lagoons in Keyhaven – Pennington Marshes are part of a network of ditches and ponds within the saltmarsh behind a sea-wall. Farlington Marshes is an isolated lagoon in marsh pasture that, although separated from the sea by a sea-wall, receives sea water during spring tides. The lagoon holds a well-developed low-medium salinity insect-dominated fauna. Gilkicker Lagoon is a sluiced lagoon with marked seasonal salinity fluctuation and supports a high species diversity. The lagoons at Bembridge Harbour have formed in a depression behind the sea-wall and sea water enters by percolation. Species diversity in these lagoons is high and the fauna includes very high densities of *N. vectensis*.

Solent Maritime SAC

The Solent encompasses a major estuarine system on the south coast of England with four coastal plain estuaries (Yar, Medina, King's Quay Shore, Hamble) and four bar-built estuaries (Newtown Harbour, Beaulieu, Langstone Harbour, Chichester Harbour). The site is the only one in the series to contain more than one physiographic sub-type of estuary and is the only cluster site. The Solent and its inlets are unique in Britain and Europe for their hydrographic regime of four tides each day, and for the complexity of the marine and estuarine habitats present within the area. Sediment habitats within the estuaries include extensive estuarine flats, often with intertidal areas supporting eelgrass *Zostera* spp. and green algae, sand and shingle spits, and natural shoreline transitions. The

mudflats range from low and variable salinity in the upper reaches of the estuaries to very sheltered almost fully marine muds in Chichester and Langstone Harbours. Unusual features include the presence of very rare sponges in the Yar estuary and a sandy 'reef' of the polychaete *Sabellaria spinulosa* on the steep eastern side of the entrance to Chichester Harbour.

Solent Maritime is the only site for smooth cord-grass *Spartina alterniflora* in the UK and is one of only two sites where significant amounts of small cord-grass *S. maritima* are found. It is also one of the few remaining sites for Townsend's cord-grass *S. x townsendii* and holds extensive areas of common cord-grass *Spartina anglica*, all four taxa thus occurring here in close proximity. It has additional historical and scientific interest as the site where *S. alterniflora* was first recorded in the UK (1829) and where *S. x townsendii* and, later, *S. anglica* first occurred.

The Solent contains the second-largest aggregation of Atlantic salt meadows in south and south-west England. Solent Maritime is a composite site composed of a large number of separate areas of saltmarsh. In contrast to the Severn estuary, the salt meadows at this site are notable as being representative of the ungrazed type and support a different range of communities dominated by sea-purslane *Atriplex portulacoides*, common sea-lavender *Limonium vulgare* and thrift *Armeria maritima*. As a whole the site is less truncated by man-made features than other parts of the south coast and shows rare and unusual transitions to freshwater reedswamp and alluvial woodland as well as coastal grassland. Typical Atlantic salt meadow is still widespread in this site, despite a long history of colonisation by cord-grass *Spartina* spp.

Solent and Southampton Water SPA

The Solent and Southampton Water are located on the south English coast. The area covered extends from Hurst Spit to Hill Head along the south coast of Hampshire and from Yarmouth to Whitecliff Bay along the north coast of the Isle of Wight. The site comprises a series of estuaries and harbours with extensive mud-flats and saltmarshes together with adjacent coastal habitats including saline lagoons, shingle beaches, reedbeds, damp woodland and grazing marsh. The mud-flats support beds of *Enteromorpha* spp. and *Zostera* spp. and have a rich invertebrate

fauna that forms the food resource for the estuarine birds. In summer, the site is of importance for breeding seabirds, including gulls and four species of terns. In winter, the SPA holds a large and diverse assemblage of waterbirds, including geese, ducks and waders. Dark-bellied Brent Goose *Branta b. bernicla* also feed in surrounding areas of agricultural land outside the SPA.

Solent and Southampton Water Ramsar

The area covered extends from Hurst Spit to Gilkicker Point along the south coast of Hampshire and along the north coast of the Isle of Wight. The site comprises of estuaries and adjacent coastal habitats including intertidal flats, saline lagoons, shingle beaches, saltmarsh, reedbeds, damp woodland, and grazing marsh. The diversity of habitats support internationally important numbers of wintering waterfowl, important breeding gull and tern populations and an important assemblage of rare invertebrates and plants.

The estuaries and harbours of the Solent are particularly sheltered and form the largest number and tightest cluster of small estuaries anywhere in Great Britain. The Solent and Isle of Wight system is notable for its large range and extent of different habitats.

The intertidal area is predominantly sedimentary in nature with extensive intertidal mud and sandflats within the sheltered harbours and areas of gravel and pebble sediments on more exposed beaches. These conditions combine to favour an abundant benthic fauna and green algae which support high densities of migrant and over-wintering wildfowl and waders. Eelgrass *Zostera* beds occur discontinuously along the north shore of the Isle of Wight and in a few places along the northern shore of The Solent.

The Solent system supports a wide range of saltmarsh communities. Upper saltmarshes are dominated by sea purslane *Atriplex portulacoides*, sea plantain *Plantago maritima*, sea meadow grass *Puccinellia maritima* and sea lavender *Limonium vulgare*; locally thrift *Armeria maritima* and the nationally scarce golden samphire *Inula crithmoides* are abundant. Lower saltmarsh vegetation tends to be dominated by sea purslane, cord grass *Spartina* spp., glasswort *Salicornia* spp. and sea-blite *Suaeda maritima*. Cord-grasses dominate much of the saltmarsh in Southampton Water and

in parts of the Solent and it was the original location of the introduction of *Spartina alterniflora* and subsequent hybridisation with the native species.

There are several shingle spits including Hurst spit, Needs Ore Point, Calshot spit and Newtown Harbour spits which support a characteristic shingle flora.

A range of grassland types lie inshore of the intertidal zone including unimproved species-rich neutral and calcareous grasslands, brackish grazing marsh systems and reed dominated freshwater marshes. The brackish water lagoons associated with grazing marsh systems behind the seawalls, e.g. Keyhaven-Lymington, Gilkicker lagoon, and at Brading Marshes contain internationally important communities of rare and endangered invertebrates and plants.

New Forest SAC

Hatchet Pond in the New Forest in the south of England is in fact three ponds, one of which is an example of an oligotrophic waterbody amidst wet and dry lowland heath developed over fluvial deposits. It contains shoreweed *Littorella uniflora* and isolated populations of northern species such as bog orchid *Hammarbya paludosa* and floating bur-reed *Sparganium angustifolium*, alongside rare southern species such as Hampshire-purslane *Ludwigia palustris*. Hatchet Pond is therefore important as a southern example of this lake type where northern species, more common in the uplands of the UK, co-exist with southern species.

In the New Forest vegetation of the *Littorelletea uniflorae* and/or of the *Isoëto-Nanojuncetea* occurs on the edge of large temporary ponds, shallow ephemeral pools and poached damp hollows in grassland, which support a number of specialist species in a zone with toad rush *Juncus bufonius*. These include the two nationally scarce species coral-necklace *Illecebrum verticillatum* and yellow centauray *Cicendia filiformis*, often in association with allseed *Radiola linoides* and chaffweed *Anagallis minima*. Heavy grazing pressure is of prime importance in the maintenance of the outstanding flora of these temporary pond communities. Livestock maintain an open habitat, controlling scrub ingress, and trampling the surface. Commoners' animals also transport seed in their hooves widely from pond to pond where suitable habitat exists. Temporary ponds occur

throughout the Forest in depressions capable of holding water for part of the year. Most ponds are small (between 5-10 m across) and, although great in number, amount to less than 10 ha in total area.

The New Forest contains the most extensive stands of lowland northern Atlantic wet heaths in southern England, mainly of the M16 *Erica tetralix* – *Sphagnum compactum* type. M14 *Schoenus nigricans* – *Narthecium ossifragum* mire is also found on this site. The wet heaths are important for rare plants, such as marsh gentian *Gentiana pneumonanthe* and marsh clubmoss *Lycopodiella inundata*, and a number of dragonfly species, including the scarce blue-tailed damselfly *Ischnura pumilio* and small red damselfly *Ceriagrion tenellum*. There is a wide range of transitions between wet heath and other habitats, including dry heath, various woodland types, *Molinia* grasslands, fen, and acid grassland. Wet heaths enriched by bog myrtle *Myrica gale* are a prominent feature of many areas of the Forest. Unlike much lowland heath, the New Forest heaths continue to be extensively grazed by cattle and horses, favouring species with low competitive ability.

The New Forest represents European dry heaths in southern England and is the largest area of lowland heathland in the UK. It is particularly important for the diversity of its habitats and the range of rare and scarce species which it supports. The New Forest is unusual because of its long history of grazing in a traditional fashion by ponies and cattle. The dry heaths of the New Forest are of the H2 *Calluna vulgaris* – *Ulex minor* heath type, and H3 *Ulex minor* – *Agrostis curtisii* heath is found on damper areas. There are a wide range of transitions between dry heath and wet heath, *Molinia* grassland, fen, acid grassland and various types of scrub and woodland. Both the New Forest and the two Dorset Heath SACs are in southern England. All three areas are selected because together they contain a high proportion of all the lowland European dry heaths in the UK. There are, however, significant differences in the ecology of the two areas, associated with more oceanic conditions in Dorset and the continuous history of grazing in the New Forest.

The New Forest represents *Molinia* meadows in southern England. The site supports a large area of the heathy form of M24 *Molinia caerulea* – *Cirsium dissectum* fen-meadow. This vegetation occurs in situations of heavy grazing by ponies and cattle in areas known locally as 'lawns', often

in a fine-scale mosaic with 4010 Northern Atlantic wet heaths and other mire and grassland communities. These lawns occur on flushed soils on slopes and on level terrain on the floodplains of rivers and streams. The New Forest *Molinia* meadows are unusual in the UK in terms of their species composition, management and landscape position. The grasslands are species-rich, and a particular feature is the abundance of small sedges such as carnation sedge *Carex panicea*, common sedge *C. nigra* and yellow-sedge *C. viridula* ssp. *oedocarpa*, and the more frequent occurrence of mat-grass *Nardus stricta* and petty whin *Genista anglica* compared to stands elsewhere in the UK.

The New Forest, one of three sites selected in southern England, is considered to hold the largest area in England of Depressions on peat substrates of the Rhynchosporion, in complex habitat mosaics associated primarily with the extensive valley bogs of this site. The habitat type is developed in three situations: in natural bog pools of patterned bog surfaces, in flushes on the margins of valley mires and in areas disturbed by peat-digging, footpaths, tracks, ditches etc. In places the habitat type is rich in brown mosses *Cratoneuron* spp. and *Scorpidium scorpioides*, suggesting flushing by mineral-rich waters. The mosaics in which this habitat type occurs are an important location for bog orchid *Hammarbya paludosa*.

The New Forest is the largest area of mature, semi-natural beech *Fagus sylvatica* woodland in Britain and represents Atlantic acidophilous beech forests in the most southerly part of the habitat's UK range. The mosaic with other types of woodland and heath has allowed unique and varied assemblages of epiphytic lichens and saproxylic invertebrates to be sustained, particularly in situations where the woodland is open and the tree trunks receive plenty of light. The traditional common grazing in the Forest by cattle and ponies provides opportunities to explore the impact of large herbivores on the woodland system.

The New Forest is the largest area of mature, semi-natural beech *Fagus sylvatica* woodland in Britain; much of it is a form of W14 *Fagus sylvatica* – *Rubus fruticosus* woodland that conforms to the Annex I type *Asperulo-Fagetum* beech forests. The mosaic with other types of woodland and heath has allowed unique and varied assemblages of epiphytic lichens and saproxylic invertebrates to be sustained, particularly in situations

where the woodlands are open and the tree trunks receive plenty of light. The traditional common grazing in the Forest by cattle and ponies provides opportunities to explore the impact of large herbivores on the woodland system.

The New Forest is representative of old acidophilous oak woods in the southern part of its UK range. It is the most extensive area of active wood-pasture with old oak *Quercus* spp. and beech *Fagus sylvatica* in north-west Europe and has outstanding invertebrate and lichen populations. This site was preferred over other sites that lack a succession of age-classes because, although scattered over a wide area, the oak stands are found within a predominantly semi-natural landscape with a more balanced age-structure of trees. The traditional common grazing in the Forest by cattle and ponies provides opportunities to explore the impact of large herbivores on the woodland system. The New Forest has been identified as of potential international importance for its saproxylic invertebrate fauna by the Council of Europe (Speight 1989).

Within the New Forest, in southern England, birch – willow *Betula* – *Salix* stands occur over valley bog vegetation, with fringing alder *Alnus* – *Sphagnum* stands where there is some water movement. These stands appear to have persisted for long periods in stable association with the underlying *Sphagnum* bog-moss communities. The rich epiphytic lichen communities and pollen record provide evidence for the persistence of this association. The Bog woodland occurs in association with a range of other habitats for which the site has also been selected.

The New Forest contains many streams and some small rivers that are less affected by drainage and canalisation than those in any other comparable area in the lowlands of England. Associated with many of the streams, particularly those with alkaline and neutral groundwater, are strips of alder *Alnus glutinosa* woodland which, collectively, form an extensive resource with a rich flora. In places there are examples of transitions from open water through reedswamp and fen to alder woodland. The small rivers show natural meanders and debris dams, features that are otherwise rare in the lowlands, with fragmentary ash *Fraxinus excelsior* stands as well as the alder strips. In other places there are transitions to 9190 Old acidophilous oak woods with *Quercus robur* on sandy plains and 9120 Atlantic acidophilous beech forests with *Ilex* and

sometimes also *Taxus* in the shrublayer (*Quercion robori-petraeae* or *Ilici-Fagenion*), for which this site has also been selected.

The New Forest in central southern England is an outstanding locality for southern damselfly *Coenagrion mercuriale*, with several population centres and strong populations estimated to be in the hundreds or thousands of individuals and with a long history of records. With Preseli, Dorset Heaths and the River Itchen, it represents one of the four major population centres in the UK.

The New Forest represents stag beetle *Lucanus cervus* in its Hampshire/Sussex population centre, and is a major stronghold for the species in the UK. The forest is one of the most important sites in the UK for fauna associated with rotting wood, and was identified as of potential international importance for its saproxylic invertebrate fauna by the Council of Europe (Speight 1989).

New Forest SPA

The New Forest is located in southern Hampshire, west of the Solent in southern England. It comprises a complex mosaic of habitats overlying mainly nutrient-poor soils over plateau gravels. The major components are the extensive wet and dry heaths with their rich valley mires and associated wet and dry grasslands, the ancient pasture woodlands and inclosure woodlands, the network of clean rivers and streams, and frequent permanent and temporary ponds. The area supports important populations of breeding birds associated with such habitats, including Nightjar *Caprimulgus europaeus*, Woodlark *Lullula arborea* and Dartford Warbler *Sylvia undata*. Breeding Honey Buzzard *Pernis apivorus* and wintering Hen Harriers *Circus cyaneus* are also notable.

New Forest Ramsar

The New Forest is an area of semi-natural vegetation including valley mires, fens and wet heath within catchments whose uncultivated and undeveloped state buffer the mires against adverse ecological change. The habitats present are of high ecological quality and diversity with undisturbed transition zones.

The suite of mires is regarded as the locus classicus of this type of mire in Britain. Other wetland habitats include numerous ponds of varying size and water chemistry including several ephemeral ponds and a network of small streams mainly acidic in character which have no lowland equivalent in the UK. The plant communities in the numerous valleys and seepage step mires show considerable variation, being affected especially by the nutrient content of groundwater. In the most nutrient-poor zones, Sphagnum bog-mosses, cross-leaved heath, bog asphodel, common cottongrass and similar species predominate. In more enriched conditions the communities are more fen-like.

River Avon SAC

The Avon in southern England is a large, lowland river system that includes sections running through chalk and clay, with transitions between the two. Five aquatic Ranunculus species occur in the river system, but stream water-crowfoot *Ranunculus penicillatus* ssp. *pseudofluitans* and river water-crowfoot *R. fluitans* are the main dominants. Some winterbourne reaches, where *R. peltatus* is the dominant water-crowfoot species, are included in the SAC.

There is an extensive population of Desmoulin's whorl snail *Vertigo moulinsiana* along about 20 km of the margins and associated wetlands of the Rivers Avon, Bourne and Wylye. This is one of two sites representing the species in the south-western part of its range, in chalk stream habitat. It occurs here in a separate catchment from the Kennet and Lambourn, within an environment more heavily dominated by arable agriculture.

The Avon represents sea lamprey *Petromyzon marinus* in a high-quality river in the southern part of its range. There are excellent examples of the features that the species needs for survival, including extensive areas of sand and gravel in the middle to lower reaches of the river where sea lampreys are known to spawn.

The Avon is a high-quality river that represents the southern part of the range of brook lamprey *Lampetra planeri*. A healthy, stable population occurs in the main river and in a number of tributaries. The main river, and in particular its tributaries, provides clean beds of gravel for spawning and extensive areas of fine silt for juveniles to burrow into.

The Avon in southern England represents a south coast chalk river supporting Atlantic salmon *Salmo salar*. The salmon populations here are typical of a high-quality chalk stream, unaffected by the introduction of genetic stock of non-native origin. The Avon has an excellent mosaic of aquatic habitats, which include extensive areas of gravels essential for spawning and growth of juvenile fry. There has been limited modification of the river course by comparison with many other southern lowland rivers in England.

The Avon represents bullhead *Cottus gobio* in a calcareous, relatively unmodified river in the southern part of its range in England. The River Avon has a mosaic of aquatic habitats that support a diverse fish community. The bullhead is an important component of this community, particularly in the tributaries.

River Avon SPA

The Avon Valley SPA encompasses the lower reaches of the River Avon and its floodplain on the south coast of England. The site extends for approximately 20 km between Bickton and Christchurch. The River Avon displays wide fluctuations in water level and parts of the valley are regularly flooded in winter. Consequently, the valley includes one of the largest expanses of unimproved floodplain grassland in Britain, including extensive areas managed as hay meadows and grazing marsh under low-intensity agricultural systems. These extensive floodplain grasslands support wintering Bewick's Swans *Cygnus columbianus bewickii* in numbers of European importance, and Blashford Lakes Gravel Pits within the SPA are particularly important for wintering Gadwall *Anas strepera*.

Avon Valley Ramsar

The site encompasses the lower reaches of the River Avon and its floodplain between Bickton and Christchurch. The River Avon displays wide fluctuations in water level and parts of the valley are regularly flooded in winter. The Avon valley has a greater range of habitats and a more diverse flora and fauna than any other chalk river in Britain. The valley includes one of the largest expanses of unimproved floodplain grassland in Britain, including extensive areas managed as hay meadow.

Dorset Heaths SAC

This is a complex site which includes 37 SSSIs, most of which include fine transitions between European dry heaths and wet lowland heathland and mires, as well as other habitats such as woodland, grassland, pools, saltmarsh and reedswamp. The common characteristics of the M16 Erica tetralix – Sphagnum compactum wet heaths are the dominance of cross-leaved heath Erica tetralix, heather Calluna vulgaris and purple moor-grass Molinia caerulea, and the presence of a diverse group of rare species. These include Dorset heath Erica ciliaris (which readily hybridises with E. tetralix), white beak-sedge Rhynchospora alba, brown beak-sedge R. fusca, marsh gentian Gentiana pneumonanthe, great, round- and oblong-leaved sundews Drosera anglica, D. rotundifolia and D. intermedia, and marsh clubmoss Lycopodiella inundata. Typical mosses of the wet heath include Sphagnum compactum, S. pulchrum and S. tenellum. These sites are a stronghold for invertebrates, particularly dragonflies, damselflies, butterflies and spiders, including the Annex II species Southern damselfly Coenagrion mercuriale. Within the UK, some of these invertebrates are restricted to the Dorset heaths.

This site displays fine transitions between Northern Atlantic wet heaths with Erica tetralix, dry heaths and other habitats. Dry heath NVC types include H2 Calluna vulgaris – Ulex minor, H3 Ulex minor – Agrostis curtisii, H4 Ulex gallii – Agrostis curtisii and H8 Calluna vulgaris – Ulex gallii. The area of heathland has been reduced and fragmented, with about 86% lost since the mid-18th century. However, the Dorset heaths represent some of the biggest and finest remaining areas of lowland heathland in the UK. The dry heath occurs on very infertile soils and is not very diverse botanically, but occasionally some nationally scarce plants occur, such as mossy stonecrop Crassula tillaea and yellow centaury Cicendia filiformis. In places, where heather Calluna vulgaris occurs in mature stands, lichens of the genus Cladonia are very abundant. Uncommon features of the south-eastern heathlands are the localised presence of bilberry Vaccinium myrtillus and the co-existence in some areas of western gorse Ulex gallii and dwarf gorse U. minor. The dry heaths support populations of European importance of several species, including rare butterflies (e.g. silver-studded blue Plebejus argus), grasshoppers and spiders. Among birds, the dry heath is very important for woodlark Lullula arborea, European nightjar Caprimulgus europaeus,

Dartford warbler Sylvia undata and some migrants such as hen harrier Circus cyaneus and Eurasian hobby Falco subbuteo. All six species of native British reptiles, including the Annex IV species sand lizard Lacerta agilis and smooth snake Coronella austriaca, occur within the Dorset Heaths.

The two Dorset Heaths cSACs, together with the New Forest, support a large proportion of the resource of Depressions on peat substrates of the Rhynchosporion within England. The habitat is widespread on the Dorset Heaths, both in bog pools of valley mires and in flushes. There are numerous valley mires within the Dorset Heaths, and the habitat type is most extensively represented here as part of a habitat mosaic. This location shows extensive representation of brown-beak sedge Rhynchospora fusca and is also important for great sundew Drosera anglica and bog orchid Hammarbya paludosa.

This site in south-west England, along with Dorset Heaths (Purbeck and Wareham) and Studland Dunes, represents the Dorset stronghold of southern damselfly Coenagrion mercuriale. The large size of the two cSACs, and a long history of records indicating well-established populations, should ensure the future viability of the small populations that occur here.

Dorset Heathlands SPA

The Dorset Heathlands cover an extensive complex of heathland sites at the western edge of the Hampshire Basin in southern England. The area is centred around the large estuary of Poole Harbour and lies in close proximity to the urban conurbation of Bournemouth and Poole. Past losses of the heathland (an estimated 75% during the twentieth century to development, agriculture and afforestation) have left the remaining heaths in a highly fragmented state. Despite this decline and fragmentation, the heaths show a high degree of ecological cohesion. They contain large areas of dry heath, wet heath and acid valley mire, all habitats that are restricted to the Atlantic fringe of Europe. The examples of the Dorset Heathlands are among the best of their type in the UK. There are also transitions to coastal wetlands and floodplain fen habitats. The whole complex has an outstanding fauna in a European context, covering many different taxa. Many species have a specialist ecology, strongly associated

with, or restricted to, heathland. The area is ornithologically important for specialist breeding birds of lowland heathland, as well as for some wintering raptors.

Dorset Heathlands Ramsar

Extensive and fragmented, these heathland areas are centred around the estuary of Poole Harbour and are adjacent to the urban conurbation of Bournemouth and Poole. The heathland contains numerous examples of wet heath and acid valley mire, habitats that are restricted to the Atlantic fringe of Europe. These heath wetlands are among the best of their type in lowland Britain. There are also transitions to coastal wetland and fen habitat types. The wetland flora and fauna includes a large assemblage of nationally rare and scarce species, especially invertebrates.

Appendix 8 – Managing dogs on recreational sites

The most helpful research undertaken into the demands of dog walkers was that completed by joint working of the Natural England, the Kennel Club, and Hampshire County Council. The 2007 project identified a number of key desires from those walking their dogs. When choosing a site, the top three requirements for sites were the following:

1. Allowing dogs off lead
2. Away from traffic
3. Close to home

The research concludes that this pattern of demand is well established, and that the basic requirements for sites are not liable to change. The majority of owners want responsible behaviour and are therefore open to modifying their behaviour if the approach is right – a planned strategic approach will manage the needs on their terms.

Taking a prohibitive “don’t” approach has been proved to be ineffective. It is also not necessary to explain in detail why management is needed. The outcomes are far better if the measures are geared around what walkers want for their dogs – “making it easy to do the right thing”.

Other key messages include:

1. Provide good signage
2. Be clear about when and where physical restrictions start and finish
3. Deliver key messages at the right time (in particular for time sensitive issues)

Initiatives have been tested in a number of locations, and the practical measures which work best are:

- Guides/leaflets (small and neat). Forestry Commission (FC) have examples
- Signage (colour coded and located at the right places)
- Dedicated off-lead areas (in sensitive sites/areas this would be in a designated area)

- Flat and open walking areas
- Time sensitive measures crucial: implementing measures at right time of year e.g. Feb – Aug, and in right zones (changing extent and type of measures throughout year).
- Dog and human trail/dedicated dog gym (FC/Kennel Club design guidance)
- Dog washes
- Dedicated parking for cars with dogs (ideally shaded in some way).
- Rangering is crucial for managing and monitoring
- Gates rather than stiles on walking routes
- Placement of dog bins where they are most easily used (not for where they are most easily collected)

Further information and best practice:

Hampshire County Council – [Dogs & countryside](#)³⁰/[Site specific advice](#)³¹

Dorset County – www.dorsetdogs.org.uk

Hampshire/loW Wildlife Trust – [Working with dog walkers](#)³²

Forestry Commission – [Dog walking advice/site measures](#)³³

Solent Disturbance and Mitigation Project ([in particular Coastal Dog Project – pp.22-24](#))³⁴

³⁰ <http://www3.hants.gov.uk/countryside/dogs.htm>

³¹ <http://www3.hants.gov.uk/dog-walking.htm>

³² <http://www.hiwwt.org.uk/pages/working-with-dog-walkers.html>

³³ <http://www.forestry.gov.uk/england-dogs>

³⁴ http://www.solentems.org.uk/natural_environment_group/SRMP/SDMP/

Appendix 9 - Key Council Contacts and Useful Links

Planning Contacts

For general enquiries about this SPD or other planning issues relating to the Local Development Framework please contact:

Planning Policy Team
Appletree Court
Beaulieu Road
Lyndhurst
SO43 7PA
Tel: 023 8028 5555
Email: policyandplans@nfdc.gov.uk

For general enquiries relating to the development of a specific site/pre-application enquiries please contact:

Development Management Team
Appletree Court
Beaulieu Road
Lyndhurst
SO43 7PA
Tel: 023 8028 5345
Email: dev.control@nfdc.gov.uk

Useful Links

Other information relating to the Council's Local Development Framework can be found on the Council's website – www.newforest.gov.uk

This includes:

- Local Plan Part 2: Sites and Development Management

Appendix 10 - Glossary

Appropriate Assessment

Carried out under Article 6(3) of the Habitats Directive to ensure activities have no adverse impact on the Natura 2000 sites

AMR

Annual Monitoring Report

CIL

Community Infrastructure Levy

Competent Authority

as defined by the Conservation of Habitats and Species Regulations 2010

Conservation of Habitats and Species Regulations 2010

The European Habitats Directive transposed into UK law

European Site

Designated as a SPA.SAC or SSSI

European nature conservation site

Designated as a SPA.SAC or SSSI

Habitats Directive (92/43/EEC)

European Directive on the conservation of natural habitats and of wild fauna and flora

HRA

Habitats Regulations Assessment

IDP

Infrastructure Development Plan

In perpetuity

In a planning context 80 years is considered to be 'in perpetuity'

LNR

Local nature reserve

LPA

Local Planning Authority

Natura 2000

SPA's and SAC's together

New Forest European Sites

Refers to The New Forest SAC; New Forest SPA; **and includes** The New Forest Ramsar site

NFNPA

New Forest National Park Authority

PROW.

Public right of way, including Footpaths, Bridleways, Restricted Byways and Byways Open to All Traffic

RAMSAR

Wetland site of International importance designated under the Ramsar Convention.

SSSI

Site of Special Scientific Interest- a British conservation designation for either biological or geological interests

SINC

Site of Interest for Nature Conservation – a local designation relating to habitats and species

SAC

Special Area of Conservation, relating to the conservation of habitats

SPA

Special Protection Area, relating to the conservation of wild birds

Southampton Water and Solent Coast European Sites

refers to the Solent Maritime SAC; Solent and Southampton Water SPA; the Southampton and Isle of Wight Lagoons SAC; **and includes** the Solent and Southampton Water Ramsar site

S106 Agreement

Multilateral Legal Agreements used in combination with Planning Permission to secure particular aspects of development, such as financial contributions and transfer of land into public ownership

Planning Obligation

A planning obligation is a legal document made under S106 of the Town and Country Planning Act 1990 by which a person agrees to provide a planning authority with a sum of money for a planning purpose, or agrees to restrict the use of land in a specified way, or to carry out specific operations or activities.

