

# Section 2: Development Management Policies

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

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

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

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

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

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

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

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

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

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

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

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

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

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

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

## Heritage

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

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

**In particular:**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## Identified Heritage Assets

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

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

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

## Nature Conservation

2.12 As set out in Core Strategy Policy CS3, the overall objective is that developments should protect, and where possible, enhance biodiversity.

### **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.**

2.13 Sites of national and/or international importance to nature conservation (SSSIs, SACs, SPAs, Ramsar sites, National Nature Reserves) are shown on the Policies Maps. These designations are not made through the development plan process. They are subject to international and national legislation and procedures. Candidate and potential designations will be considered as if they have been designated, in accordance with the National

Planning Policy Framework. Many Sites of Special Scientific Interest (SSSIs) are also designated as sites of international importance.

2.14 Locally designated Sites of Importance for Nature Conservation (SINCs) are not shown on the Policies Map as the areas subject to this designation may change, or be added to over the Plan period.

2.15 Where compensatory measures are required, these shall result in no net loss to biodiversity, factoring in such considerations as the certainty with which the measures will deliver the requisite biodiversity value and the time it will take before the measures deliver the requisite biodiversity value.

2.16 Work on the New Forest Biodiversity Action Plan, covering the whole of New Forest District and the National Park, is being led by the National Park Authority.

### **Habitats Regulations Assessment and the protection of European sites**

2.17 The overall level of development planned within the area, as set out in the adopted Core Strategy, has been restricted to avoid harmful effects that development could have on the European designated nature conservation sites. In the context of this lower development rate, the Core Strategy Habitats Regulations Assessment (HRA) concluded that the housing provision policies have uncertain in-combination effects in relation to disturbance effects on the New Forest SAC, SPA and Ramsar sites (New Forest European sites) as they may result in an increase in visitor recreational pressure. Adopting the “precautionary approach”, the HRA concluded that, with the mitigation and avoidance measures included in the Core Strategy policies, the plan will not adversely affect the designated European nature conservation sites.

2.18 With regard to the Solent and Southampton Water European nature conservation designations (the Solent Coast European sites), work done since the Core Strategy was adopted on the Solent Disturbance and Mitigation Project (SDMP) has concluded that adverse significant effects associated with the new housing planned around the Solent cannot be ruled out. Therefore, in line with the “precautionary approach”, mitigation measures are also required relating to these possible impacts.

2.19 Taking on board the Core Strategy HRA and the SDMP, the Habitats Regulations Assessment of the Local Plan Part 2 concludes that likely significant effects on both the New Forest and the Solent and Southampton Water SPA/SAC/Ramsar nature conservation designations associated with recreational impacts from the planned residential development cannot be ruled out. A precautionary approach is appropriate in line with the requirements of the Habitats Regulations until the evidence base is refined. The HRA concludes that mitigation is therefore required for all additional housing development within the Plan Area. All development within the Plan Area will be required to contribute towards this required mitigation.

2.20 The mitigation framework set out in Policy DM3 is based on the evidence set out in, and recommendations of, the Habitats Regulations Assessment of the Local Plan Part 2.

2.21 All parts of the Plan Area lie close to the New Forest European sites and some parts of the Plan Area also lie within 5.6kms of the Solent Coast European sites. Given limited leisure time, it is logical to assume that the overall number of recreational trips to the European sites is not increased by being closer to the coastal sites as well as the New Forest sites. Hence the mitigation strategy does not differentiate between different parts of the Plan Area in setting the mitigation requirements from developers. The allocation to projects of the funds received, however, will take into account the location of the sites. Overall, the best current assessment is that mitigation measures should aim to offset a total of around 80,000 potential visits per annum to the European nature conservation designations. The achievement of this target would mean that there would be no growth in visitor numbers to the designated sites as a consequence of the additional housing planned in the Local Plan Part 2 that could result in harmful impacts.

2.22 The HRA sets out that, if the mitigation were to be provided in full through Suitable Alternative Natural Green Space (SANGS), at a provision rate adopted elsewhere of 8ha per 1,000 population generated by the new housing development, then this would require some 80ha of SANGS provision. However, this approach would be unlikely to be deliverable. A package of measures as set out in Policy DM3 is deliverable and will be effective in mitigating potential harmful impacts on the European nature conservation designations, subject to monitoring and review of delivery and effectiveness of individual projects.

### **Policy DM3: Mitigation of impacts on European nature conservation sites**

**Except as provided for in the first paragraph of Policy DM2, development will only be permitted where the Council is satisfied that any necessary mitigation is included such that, in combination with other developments, there will not be adverse effects on the integrity of:**

- **the New Forest European nature conservation sites (the New Forest SAC; New Forest SPA; the New Forest Ramsar site) or**
- **the Solent Coast European nature conservation sites (the Solent Maritime SAC; Solent and Isle of Wight Lagoons SAC; Solent and Southampton Water SPA; Solent and Southampton Water Ramsar site).**

**For residential development, the required suite of mitigation measures relating to the European nature conservation sites consists of a combination of the following measures:**

- (a) Provision of alternative natural green spaces (SANGS) 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**

**European nature conservation sites for recreation. These will be delivered by:**

- **Additional areas of publicly accessible natural green space (30 to 40 ha) of SANGS quality**
- **Enhancing the character and accessibility of existing public open spaces to provide additional areas of publicly accessible natural green space of SANGS quality;**
- **Improvements to walking routes and the connectivity between local green spaces, to be more attractive to local visitors who might otherwise visit the European nature conservation sites.**

**(b) Access and Visitor Management: measures to manage the number of recreational visits to the New Forest European sites and the Solent Coast European sites; and to modify visitor behaviour within those sites so as to reduce the potential for harmful recreational impacts.**

**(c) Monitoring of the impacts of new development on the European nature conservation sites and establishing a better evidence base: to reduce uncertainty and inform future refinement of mitigation measures.**

**To achieve these mitigation measures, all residential developments that result in additional dwellings will be required to provide for appropriate mitigation and/or financial contributions towards off-site mitigation. This will need to be agreed and secured prior to approval of the development. The required level of contributions (to be set out in more detail in the Mitigation Strategy Supplementary Planning Document) will be based on  $x/y$  where:**

**$x$  = the assessed overall cost of the package of mitigation measures set out in (a) and (b) above needed to offset potentially harmful visits to the European nature conservation sites, and**

**$y$  = the number of contributing dwellings (having regard also to the size of the dwellings).**

**On sites of 50 or more dwellings, the full mitigation requirements should be met by provision of SANGS on-site or close to the site, based on a standard of 8ha of SANGS per 1,000 population. The details of the SANGS will need to be agreed with Natural England as part of the planning application process. This provision should be available for new occupants of the development at the time of first occupation.**

**Informal open space required by Policy CS7 will be accepted as a part of the mitigation contribution where it is demonstrated as contributing towards SANGS requirements.**

**In addition, all residential developments will be required to contribute towards monitoring [measure (c)].**

2.23 The purpose of 'Suitable Accessible Natural Green Spaces' (SANGS) is to provide natural green spaces which are accessible to the public, that provide a suitable recreational alternative (either individually or in combination with other sites and routes) for a visit which may otherwise have been made to a European nature conservation site. Within the Plan area the main type of

recreational activity for which SANGS should be designed are recreational walks and dog-walking, as these are the main recreational reasons for local residents visiting the New Forest and Solent Coast European sites. Providing appropriate SANGS will involve:

- Providing new green spaces
- Improving access to green spaces
- Improving the naturalness of green spaces
- Improving connectivity between green spaces

2.24 The informal open space allocations in the plan, together with informal public open space provided in association with new residential development under Policy CS7, will be expected to be designed so that it can contribute to SANGS<sup>1</sup>.

2.25 Policy DM3 recognises that, especially given the attractiveness of the New Forest and Solent Coast for recreational activities, the provision of SANGS will not deflect all potential recreational visits generated by new residential development away from the New Forest and the protected coast. Therefore an important component of the mitigation strategy will be the management of recreational visits to designated sites. Management measures will include access management, increased wardening and information provision, with the objective of avoiding or minimising the impact of those visits on the sensitive areas.

2.26 Based on the HRA, it is estimated that the provision of additional natural green spaces (SANGS) as set out in Policy DM3(a) will have the potential to offset some 30,000 - 40,000 a year potential visits to European nature conservation sites. This calculation, however, is based on assumed very low usage rates of the new SANGS and if the SANGS are designed in a way that enhances their attraction then it would be expected that the number of visits diverted could be very much higher.

2.27 It is provisionally assessed that the other measures set out in parts (a) and (b) of Policy DM3(b) will need to offset up to some 40,000 - 50,000 trips per annum to the European nature conservation sites.

2.28 The effectiveness of the measures set out in Policy DM3 will be carefully monitored, working closely with the National Park Authority, Natural England and other parties and consequential reviews of the mitigation approach will be carried out if necessary.

2.29 The effectiveness of proposals for alternative natural green spaces and recreational walking routes will be assessed against the following criteria:

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<sup>1</sup> New residential development required to provide informal public open space of two hectares per 1000 population. (Public open space standard of 3.5 hectares per 1000 also includes provision for designed play spaces for children and young people and formal recreational space such as playing pitches.) Informal public open space provision, if designed as publicly accessible natural green space will contribute towards the total SANGS provision.

- The proposal must provide an attractive natural green space or recreational walking route with the potential to mitigate the impact of the appropriate number of potential visits to a European designation.
- The proposals should be well connected to or in close proximity to the residential development it is designed to attract visits from.
- The proposal should be welcoming and safe for users; dense trees and scrubs should not cover parts of the walking routes.
- The proposal should provide or make a significant contribution to a recreational walking route, accessible from residential areas. 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 largely unrestricted and there should be opportunities for dogs to exercise freely and safely off lead.
- Paths should be well maintained, useable throughout the year, and be rural in character.

2.30 The allocation of funding towards mitigation of harmful impacts on the coastal European nature conservation designations will have regard to the measures set out in the Solent Disturbance and Mitigation Project Phase 3 (Towards an Avoidance and Mitigation Strategy).

2.31 More detailed guidance on the required mitigation measures and financial contributions, and on specific mitigation proposals and their implementation, will be set out in the Mitigation Strategy Supplementary Planning Document (SPD). This will include proposals for SANGS and other projects for each settlement where a significant amount of new residential development is proposed, to offset the potential harmful impacts on the European Nature Conservation designations, proportional to the potential additional visits generated by the new development in each settlement.

2.32 The Mitigation Strategy SPD will be followed by a second SPD which will give further consideration to identifying important neighbourhood-level green infrastructure features (as identified in Policy DM9) and give further guidance on enhancement projects.

2.33 An essential component of the mitigation package is setting up evidence-gathering and monitoring systems to establish better information. Monitoring will be essential to ensure that the mitigation strategy is successful. Provision of better baseline information against which to monitor the impacts of the mitigation strategy should be given a priority in the early part of the Plan Period. If, over time, the monitoring and establishment of better data demonstrates that the mitigation framework outlined in Policy DM3 is not achieving the intended effects, then this framework will be revised in a review of the development plan. The implementation and effectiveness of the detailed proposals set out in the Mitigation Strategy SPD will also be kept under review and revised if necessary.

2.34 Until the Community Infrastructure Levy (CIL) has been adopted, the requirements for developers to provide mitigation/contributions will be implemented through planning agreements and conditions. Once the CIL is

adopted, the requirements of EU legislation regarding mitigation of impacts on European nature conservation designations will be recognised in the allocation of CIL funds.

### **Energy and Resource Use [Section 6.4 of Core Strategy]**

2.35 The Council considers that national planning policy and the Core Strategy already provide most of the necessary policies relating to this matter.

2.36 The Core Strategy aims to minimise the impacts arising from new development on the factors that contribute towards climate change. This issue is also taken into account in various Core Strategy policies but especially:

- Policy CS4: Energy and Resource Use
- Policy CS10: Spatial Strategy, and
- Policy CS24: Transport considerations

2.37 The following policy is included to guide renewable energy developments to appropriate locations.

#### **Policy DM4: Renewable and low carbon energy generation**

**The benefits associated with development proposals relating to renewable energy schemes will be given significant weight, provided that they avoid unacceptable impacts on:**

- land uses, including all nature conservation designations (with particular regard to any impacts on international designations within, or near to, the Plan area) and heritage assets, including the setting of heritage assets;**
- the immediate and wider landscape, giving particular importance to impacts on the New Forest National Park and the Cranborne Chase and West Wiltshire Downs AONB;**
- residential amenity both during and after construction; and**
- the road network.**

2.38 The Council and the New Forest National Park Authority commissioned consultants to produce a joint study titled 'Renewable Energy Potential Assessment in the New Forest District'. The final report (see Background Paper 35), published in September 2010, considered a range of renewable energy technologies and their potential within the New Forest District.

2.39 Regard will also be had to the Hampshire County Council commissioned study titled 'Towards a Hampshire Energy Strategy' (April 2010) when considering proposals for renewable energy schemes including those related to developments in or close to the Plan area.

2.40 Permitted development rights often allow the installation of micro-generation renewable technologies on residential properties. Micro-generation schemes which do require planning permission will be encouraged where they comply with Policy DM4 and other policies of the Local Development Framework.

## **Safe and Healthy Communities, and Flood Risk [Sections 6.5 and 6.6 of Core Strategy]**

2.41 The Core Strategy has already provided appropriate policies to ensure that new development safeguards the health, well-being and safety of people and the environment throughout the Plan area. Policy CS5 of the Core Strategy sets out the key considerations regarding planning for safe and healthy communities.

2.42 In parts of the Plan area there are particular risks that need attention. These are:

- with several river valleys and extensive coast, flooding is a significant issue in some areas;
- in parts of the Waterside there is a concentration of uses identified as a 'major hazard' that have "hazard consultation zones" associated with them;
- the southern coast is subject to significant coastal erosion; and
- various sites/land that has been contaminated and need remediation work undertaken before development can safely take place.

### Contaminated land

#### **Policy DM5: Contaminated land**

**Where development is proposed on a site that is known or suspected to be contaminated, a detailed site assessment will be required to establish the nature and extent of the contamination. On some sites it will be necessary to complete a significant part of the investigation and assessment process before applying for a change of use so as to illustrate that the proposals are feasible. Where contamination issues are identified, development proposals for the site should incorporate appropriate remediation and subsequent management measures to remove unacceptable risks to human health, groundwater and the wider environment identified in the assessment process, as appropriate for the uses proposed. The full implementation of approved remediation measures will normally be required prior to the occupation of the proposed development.**

2.43 Opportunities should be taken wherever possible to use the development process to assist and encourage the remediation of land already affected by contamination. It will be the responsibility of the landowner/ developer to identify land affected by contamination and to ensure that remediation is undertaken to secure a safe development. The remediation of land affected by contamination through the granting of planning permission (with the attachment of the necessary conditions) should secure the removal of unacceptable risk and make the site suitable for its new use. Such measures are important for environmental protection and protection of human health.

## Flood risk and coastal erosion

### Flood risk

2.44 Core Strategy Policy CS6: Flood Risk sets out the approach that will be taken in dealing with development proposals that have flood risk implications. The National Planning Policy Framework also guides the approach to be followed to minimise the risk of flooding. Proposals related to sites identified in this Plan may need to be the subject of a detailed Flood Risk Assessment at planning application stage

### Coastal erosion

2.45 Core Strategy Policy CS5 states that "...vulnerable development will not be permitted within the defined coastal erosion zone which runs along the cliff tops from the District boundary west of Barton on Sea to Milford on Sea". National planning policy requires local planning authorities to define areas which are likely to be affected by physical changes to the coast as "Coastal Change Management Areas" (CCMAs). The eastern coast, along Southampton Water is unlikely to be affected by coastal erosion and a CCMA does not need to be defined here for this purpose. However, there is erosion on the southern coast and therefore a CCMA is needed here. The defined coastal erosion zone referred to in Core Strategy Policy CS5 is the Coastal Change Management Area shown on the Policies Maps.

2.46 The defined CCMA, as shown on the Policies Map affects the settlements of Barton on Sea and Milford on Sea. The CCMA is defined on the basis of the Poole and Christchurch Bay Shoreline Management Plan (SMP2), Policy Summary Maps "low-tide with present management". The indicative erosion zones up to 2025 and up to 2055 are fairly narrow, affecting open areas and also a limited amount of development along and near to the cliff tops. The indicative erosion zones up to 2105 are much wider and include substantial developed areas. Outside the defined built-up areas, development is tightly restricted by countryside policies so the main impact of the CCMA policy will be within the defined built-up areas.

### **Policy DM6: Coastal Change Management Area**

**A coastal change management area (CCMA) is defined along the Plan area's southern coast as shown on the Policies Map (see maps DM6a and DM6b below). Within this CCMA the following criteria will apply:**

- **New residential development will generally not be appropriate (subject to the exceptions in criteria e.i, e.ii, and e.iii below);**
- **Certain types of essential infrastructure and Ministry of Defence installations may be permitted;**
- **Within the indicative erosion zone up to 2025, only development directly linked to the coastal strip, such as beach huts, cafes/tea rooms, car parks and sites used for holiday or short-let caravans and camping may be permitted. All development will be subject to time-limited planning permissions.**
- **Within the indicative erosion zones from 2025 up to 2055, and 2055**

**to 2105, in addition to the above, the following types of development may be permitted subject to time-limited planning permission where appropriate;**

- i. hotels, shops, office or leisure activities requiring a coastal location and providing substantial economic and social benefits to the community;**
- ii. key community infrastructure, which has to be sited within the CCMA to provide the intended benefit to the wider community and there are clear, costed plans to manage the impact of coastal change on it and the service it provides;**
- Within the indicative erosion zones from 2025 up to 2055, and 2055 to 2105, the following types of residential development may be permitted:**
  - i. subdivisions of properties, including residential subdivisions;**
  - ii. limited residential extensions that are closely related to the existing scale of the property; and**
  - iii. replacement dwellings where the development does not result in a potential increase in the number of people living in a property at risk from the effects of coastal erosion.**

## Restrictions on soakaways

### **Policy DM7: Restrictions on new soakaways**

**A soakaway restriction zone is defined at Barton on Sea. Within this zone, development will only be permitted if there is capacity to connect directly to an available surface water system, or highway drainage system via a controlled connection, which may require the use of storage. Alternatively it may be appropriate to construct a new surface water system or a rainwater harvesting system.**

2.47 Core Strategy Policy CS2 states that all new buildings should utilise sustainable urban drainage systems (SUDS) wherever practical. This is not appropriate within the area close to Barton on Sea cliff top because here groundwater is known to have a significant contribution on the cliff top recession rate. Policy DM7 is intended to restrict the use of new soakaway systems accompanying new residential development within the defined area at Barton on Sea and thereby contribute to reducing the impact of groundwater on coastal erosion.

### **Green infrastructure, open spaces, sport and recreation [Section 6.7 of Core Strategy]**

2.48 Policy CS7 of the Core Strategy is the principal policy relating to open spaces, sport and recreation.

2.49 There are close links between the proposals for open space, sport and recreation and the policies relating to biodiversity and nature conservation (Core Strategy Policy CS3), healthy communities (Core Strategy Policy CS5)

and to the proposals for footpaths and cycleways (as set out in Sections 3, 4 and 5 of this Plan).

2.50 As set out in Policy DM3, the provision of publicly accessible natural green spaces (SANGS) and enhancements of green infrastructure, in and close to towns and villages, has a significant role in mitigating the recreational impacts of new residential development on European nature conservation sites (in accordance with the Habitats Regulations).

2.51 Some strategic green infrastructure issues, in particular the mitigation of recreational impacts on European nature conservation sites within or close to the Plan area, cross local authority areas. The Council will work with other local authorities and agencies to secure the delivery of appropriate strategic green infrastructure projects.

2.52 As well as having a role in the mitigation of the recreational impacts of development on European nature conservation sites, this Plan recognises the important contribution that the green spaces and features (green infrastructure) make to the quality of life in the towns and villages, and the impact this can have on health and well-being.

2.53 Policies in the Local Plan:

- protect existing areas of public and private open space – informal (amenity/ natural green spaces), formal (sports pitches and playing fields) and play facilities/areas (See Policy DM8, and Policy CS7); and
- provide a framework for the preparation of a two part Green Infrastructure Strategy, which will:
  - assist in the delivery of measures to mitigate the recreational impacts of residential development on internationally important nature conservation sites (The Mitigation Strategy (Part 1)) (See Policy DM3), and
  - provide for the protection and enhancement of important green infrastructure features within settlements (Part 2) (See Policy DM9).

2.54 Important landscape features, which contribute towards the local networks of green infrastructure and local distinctiveness, continue to be protected by saved policy DW-E12 (Protection of landscape features) from the New Forest District Local Plan First Alteration through the Landscape Feature designations of that Plan identified on the Policies Maps. There will be an early review of these landscape feature designations, undertaken as part of the preparation of the Green Infrastructure Strategy (Part 2).

2.55 In addition, policies set out in Sections 3, 4 and 5 of this Plan, give detailed proposals for the provision of new public open spaces and green infrastructure, including those which will be designed as Suitable Accessible Natural Green Spaces (SANGS). Some are set out as site-specific proposals, others are required as part of development proposals made in this Plan.

**Policy DM8: Protection of public open space, private recreation land and school playing fields**

**Development will not be permitted on public open spaces, private recreation land/playing fields/sports grounds and school playing fields, as shown on the Policies Map, or on open space provided as a requirement of a development scheme. In appropriate circumstances, small-scale development of ancillary facilities to enhance the recreational use of these areas may be permitted. An exception to this policy may be made where the loss of existing open space (public open spaces, private recreation land/playing fields/sports grounds and school playing fields) resulting from a proposed development will be replaced by equivalent or better provision in terms of quantity, quality and accessibility, in a suitable location.**

2.56 Policy DM8 and saved policy DW-E12 from the New Forest District Local Plan First Alteration relate to specific 'green features' which make a significant contribution to the green infrastructure within the towns and villages. These designations alone can appear as isolated areas on the Policies Maps. However they are usually part of a wider network of green areas and open spaces (collectively referred to as green infrastructure) within towns and villages which support leisure and recreation activities, wildlife and biodiversity and add to the wider quality of life of those living in built-up areas. The wider green infrastructure network in each town and village is an important part of the character of an area and its local distinctiveness, and will be identified in the Green Infrastructure Strategy (Part 2) which will be prepared as a Supplementary Planning Document to this Plan.

2.57 Policy DM9 provides the overall framework for the preparation of the Green Infrastructure Strategy (Part 2) which will identify important neighbourhood-level green infrastructure and enhancement projects. It will include green infrastructure features which contribute to the local networks of green infrastructure by providing important connecting linkages. Some of these features have already been identified in the adopted Local Distinctiveness Supplementary Planning Documents, or as 'Landscape features' protected by Policy DW-E12 in the New Forest District Local Plan First Alteration (and as identified by a subsequent review of that policy). In addition to the specific recreational mitigation measures which will be set out in Part 1 of the Green Infrastructure Strategy (the Mitigation Strategy), green infrastructure features will also contribute recreational and biodiversity benefits, and help to mitigate recreational impacts of residential development on internationally important nature conservation sites.

### **Policy DM9: Green Infrastructure linkages**

**Development proposals should maintain, and where possible enhance, the integrity of the network of green infrastructure within settlements.**

**In designing new development, even where the loss of some trees and hedgerows or other existing green infrastructure is unavoidable, developers should seek to:**

- **retain identified ‘Landscape features’;**
- **minimise the loss of existing ‘green’ features on a site;**
- **maximise the potential to create links with adjoining green infrastructure;**
- **provide natural green spaces within a development; and**
- **maintain or create wildlife corridors through a site.**

**The following green infrastructure linkage features, which have an important role in providing connectivity between other green infrastructure and open spaces, will be identified in the Green Infrastructure Strategy Supplementary Planning Document:**

- ‘green links’ between green spaces within the settlements and between the built-up area and the countryside;**
- ‘green buffers’ between development and major transport routes;**
- tree-lined streets and streets with spacious verges;**
- watercourses and their banks.**

**The presence of these features should be taken into account and influence the design of development proposals.**

2.58 The features referred to in parts (ii), (iii) and (iv) of policy DM9 all provide connecting elements of green infrastructure within a settlement, and have amenity and biodiversity value. A review of ‘Landscape features’ (Policy DW-E12 of the Local Plan First Alteration 2005) will be undertaken within the preparation of the Green Infrastructure Strategy Supplementary Planning Document. Consequential changes will be made to the Local Plan in a future review.

### **Community Services and Infrastructure [Section 6.8 of Core Strategy]**

2.59 No additional policies are required to supplement Core Strategy Policy CS8: Community services and infrastructure.

### **Spatial Strategy [Sections 7.1 and 7.2 of Core Strategy]**

2.60 The detailed allocations and designations to achieve the spatial strategy set out in the Core Strategy are included in Sections 3, 4 and 5 of this document.

2.61 This document sets out revisions to the defined boundaries of:

- “built-up areas” (the defined towns and larger villages),
- the “countryside” (everywhere outside the defined towns and villages), and
- the Green Belt in the southern and western parts of the Plan area.

## Built-up area boundaries

2.62 The built-up area boundaries for defined settlements (Core Strategy Policy CS9, Levels 1, 2 and 3) are defined on the Policies Maps. In these areas policies which refer to 'in built-up areas' apply. Outside of these areas, including within Level 4 settlements (Core Strategy Policy CS9), 'countryside'/'rural' policies apply.

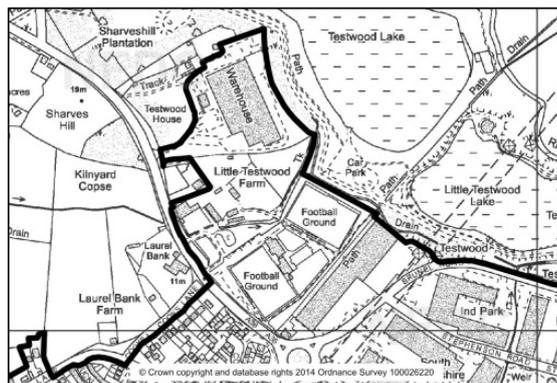
2.63 In some places the built-up area boundaries now defined vary from those defined in the previous Local Plan to:

- take account of new land allocations made in this Plan;
- remedy anomalies which have arisen as a result of development since the previous boundaries were defined; and
- rationalise policy boundaries where anomalies were created when the National Park boundary was defined.

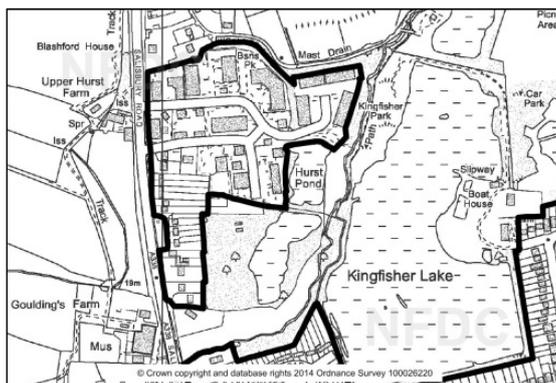
2.64 The proposed changes to the built-up area boundaries, where they relate to development proposals of this Plan are set out within Sections 3, 4 and 5. Others are detailed in full in Appendix 1: Schedule of Changes to Policies Map.

2.65 In addition to the above, two major changes to the previously defined built-up area boundaries are made:

- a) the built-up area boundary north-east of Totton is revised, as shown on the map below, to include the land occupied by the football stadium and related uses, existing employment development and caravan site, together with the land proposed for employment development under Policy TOT12 of this Plan (see Section 3); and
- b) a new built-up area is defined at Blashford, reflecting the extent of development already in this location.



**Built-up area boundary change – Little Testwood, Totton**



**Built-up area boundary change – Blashford**

2.66 The combination of existing and recent developments in these areas has served to change their character such that the application of countryside policies is no longer justified.

### Green Belt

2.67 The Core Strategy established the principle of keeping the Green Belt over most of the areas outside the defined built-up areas south and west of the National Park. Limited changes are made to the Green Belt boundary, as a consequence of making provision for housing development to meet a local need under Policy CS12 of the Core Strategy, in Lymington, Milford on Sea, Hordle and New Milton, and to meet the development requirements of Policies CS11 and CS18 at Ringwood. Details of these changes are set out in Section 4 and Section 5 of this Plan. In addition some minor revisions to the Green Belt boundary are made to correct current anomalies, including some very small areas left as isolated Green Belt following removal of Green Belt designation from the New Forest National Park.

2.68 National Planning Policy on Green Belts applies within the defined Green Belt shown on the Policies Map.

### Housing [Section 7.3 of Core Strategy]

2.69 The principal policies in the Core Strategy relating to the provision of new housing (within the strategic framework set by Policy CS10: Spatial Strategy) are:

- Policy CS11: New housing land allocations;
- Policy CS12: Possible additional housing developments to meet a local housing need;
- Policy CS13: Housing types, sizes and tenure;
- Policy CS14: Affordable housing provision;
- Policy CS15: Affordable housing contribution requirements from developments; and
- Policy CS22: Affordable housing in rural areas.

2.70 The Core Strategy plans for significantly reduced rates of new housing development in the Plan area during the period up to 2026, as compared with past rates of development.

2.71 In addition to the Core Strategy and national policies on housing development, local policies are included relating to ensuring that affordable housing meets the needs of local people, and to clarify the locations where developments providing residential accommodation (including Care Homes) to meet the needs of older people will be appropriate.

### Occupancy of affordable housing provided to meet a local need

2.72 It is essential for the delivery of the Core Strategy that the additional affordable housing provided under Core Strategy Policy CS12 specially to address a local need is actually occupied by the local people whose needs it is intended to address. Any planning permission for development in accordance with Policy CS12 will be required, by legal agreement, to prioritise the occupation of the affordable housing element of the development to occupiers that have a local connection.

2.73 Housing management policies will establish appropriate allocation policies to ensure the affordable housing provided under Core Strategy Policy CS12 is directed primarily towards the needs of the community in which the development is located. Priority will be given to persons with a local connection to the parish in which the development is built, followed by those with a local connection to adjoining parishes, followed by other persons resident within New Forest District (including the National Park).

### Residential accommodation for older people

#### **Policy DM10: Residential accommodation for older people**

**Residential accommodation designed specifically to meet the needs of older people, including care homes and extra care housing, will normally be permitted on sites appropriate for residential development. Care homes will not be permitted on sites allocated for residential development under Core Strategy policies CS11 and CS12, if they would prejudice the achievement of the housing figures set out in those policies.**

2.74 Core Strategy Policy CS13(e) refers to providing housing which meets the needs of older people. Policy DM10 seeks to achieve this in appropriate locations.

### **Gypsies, travellers and travelling showpeople [Section 7.4 of Core Strategy]**

2.75 Core Strategy Policy CS16: Gypsies, travellers and travelling showpeople sets out criteria for determining locations for gypsy, traveller and showpeople sites.

2.76 Since the Core Strategy was prepared, the planning framework for gypsy and traveller sites and for sites for travelling showpeople has changed. The partial review of the South East Plan, as referred to in Core Strategy Policy CS16, has been abandoned. Revised Government advice is that provision in the local development plan should be based on local assessments of need,

rather than figures handed down through regional plans. New Forest District Council took part in the following assessments of need:

- Hampshire and Isle of Wight Gypsy and Traveller Accommodation Assessment (June 2007); and
- Hampshire and Isle of Wight Travelling Showpeople Accommodation Assessment (March 2008).

2.77 New Forest District Council took part in the 'Travellers Accommodation Assessment for Hampshire 2013', along with other Hampshire authorities. This assessment found a need for 10 additional pitches for travellers up to 2017 and a further two pitches up to 2027 within the Plan Area. Based on this assessment, this Plan makes provision for around eight additional pitches for gypsies and travellers through an extension to the existing site at Little Testwood Farm, Totton (see Policy TOT10, Section 3). In addition, the Council has recently permitted two residential pitches at Wellow, which contribute towards meeting the identified needs. However, the adequacy of the 2013 Accommodation Assessment was not tested during the Examination of this plan.

2.78 With regard to travelling showpeople, the assessment found that an additional plot is required in the Plan Area up to 2017. Given this low level of need, it is considered that the best approach is to meet this need by responding to proposals from travelling showpeople based on the criteria set in Policy CS16 of the Core Strategy. It is understood that this is also the favoured approach of the travelling showpeople community.

2.79 The Council will work with neighbouring authorities to address the need for travellers' transit provision in the wider area as recommended in the Accommodation Assessment.

2.80 Provision to meet the accommodation needs of travellers and travelling showpeople and the adequacy of the evidence on future need will be reviewed as part of the next review of the Local Plan.

### **Employment and Business [Section 7.5 of Core Strategy]**

2.81 Sections 3, 4 and 5 set out proposals for employment and business development in the Plan area to help meet the needs of local businesses in accordance with the Core Strategy.

2.82 The principal policies in the Core Strategy relating to the economy (within the framework set by Policy CS10 Spatial Strategy) are:

- CS17: Employment and economic development;
- CS18: New provision for industrial and office development and related uses;
- CS20: Tourism; and
- CS21: Rural economy.

2.83 The main supply of land for business start-ups, expansions and relocations will come from the re-use of existing sites and from a number of

undeveloped employment land allocations carried forward into this Plan from the previous Local Plan.

2.84 Details of sites which are allocated for employment development are set out in Sections 3, 4 and 5.

2.85 Uses which are appropriate on employment sites include: industrial, office, business, storage and distribution uses falling within classes B1, B2 and B8 of the Use Classes Order; other uses which are compatible with those listed above and which also generate employment include leisure, hotel, and retail development. (Note: Any town centre uses will also be the subject of the sequential test and other assessments required by national or other local policies. Employment in the construction stage of a development is not included in this definition.)

### Sites for marine-related businesses and access to the water

#### **Policy DM11: Sites for marine-related businesses and access to the water**

**Within the framework set by Core Strategy Policies CS17(g) and CS18(f), the following sites provide wharves or other boat launching facilities which make them particularly suitable for marine-related businesses:**

- a) **Marchwood Industrial Park**
- b) **Cracknore Industrial Park**
- c) **Hythe Marina Boat Yard, Endeavour Way**
- d) **Hythe Boat Yard, St. Johns Street**
- e) **Hythe Marine Park, Shore Road**
- f) **Lymington Marina, Bath Road**
- g) **Bath Road, Lymington, yacht clubs, harbour office, car and boat parks**
- h) **Boat Yard, Mill Lane, Lymington**
- i) **Lymington Yacht Haven, Kings Saltern Road**

**New development on these sites should be designed to ensure the retention of existing wharves, boat launching facilities and vehicular access thereto<sup>2</sup>.**

#### **DM12: Maintaining access to the water**

**Development proposals should be designed to enable the continued use of slipways, including public hards, to access inland and coastal waters.**

2.86 The Core Strategy highlights the importance of the marine sector to the economy of the Plan Area. Core Strategy Policy CS17(g) refers to the aim

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<sup>2</sup> The general locations of the facilities protected by Policy DM11 are indicated on the Policies Maps. The policy applies to where there is a wharf, quay or slipway where boats are berthed or moored, lifted or launched.

to encourage the marine sector and Policy CS17(j) seeks to retain suitable employment sites with direct access to the coast for marine-related businesses; and Policy CS18(f) states that sites suitable to accommodate marine industries will be identified.

2.87 In addition to maintaining access to coastal waters for marine related industry, the various existing facilities along the coast which provide points of access to the water for public recreational uses should not be prejudiced by development proposals.

### **Tourism [Section 7.6 of Core Strategy]**

2.88 The principal policy in the Core Strategy relating to tourism is Policy CS19 which sets out the strategy for supporting the local tourism industry. The strategy seeks to encourage tourism which is consistent with environmental objectives, including protecting sensitive areas of the New Forest National Park and vulnerable habitats. It directs the provision of the main services and facilities towards the towns and villages.

2.89 Tourism is an important part of the local economy within the District. Environmental constraints restrict appropriate opportunities for new tourist/visitor-related developments, particularly in the countryside.

#### **Policy DM13: Tourism and visitor facilities**

**Within the defined built-up areas, new serviced visitor accommodation and facilities will be permitted outside of the primary shopping areas, having regard to compatibility with adjoining uses and the need to avoid unacceptable impacts.**

- **Outside the defined built-up areas, development to provide visitor accommodation and/or facilities will only be permitted where it is:**
- **part of a farm diversification project or through the conversion of existing buildings in accordance with Policy DM22; or**
- **to extend an existing hotel or guest house, to improve its operating efficiency or to maintain the viability of the business, and where any physical extension is of a scale and design which does not have an unacceptable impact directly or indirectly on the character and setting of the building or the surrounding area; or**
- **to relocate an existing camping or caravan site to a less sensitive location, thereby reducing the impact on nature conservation interests and the local environment ; or**
- **to enable environmental improvements to be made at an existing holiday park, camping or caravan site; or**
- **to up-grade ancillary facilities at an existing holiday park, camping or caravan site, or visitor attraction, provided this does not materially increase the overall impact of the development.**

**In the countryside, any new development should be of an appropriate design and scale in keeping with the rural character of the area, and should not result in significant harmful impacts (either directly or indirectly) on the countryside or rural communities. Where the**

**development involves the re-use of an existing building, it must be one of an appropriate scale and appearance to its rural setting and structurally sound so that it can be re-occupied without major rebuilding.**

**Throughout the Plan area, where an existing hotel or guest house accommodation use is not viable, the building should be used for an alternative leisure/visitor-based business use(s) which continue(s) to contribute to the local economy.**

2.90 Policy DM13 identifies the circumstances in which new tourist/visitor-related developments may take place, but also enables existing businesses to adapt and change. It seeks to secure the continued contribution to the tourism economy of buildings in a tourist-related use. For example, where a small hotel is no longer viable, its change of use to a restaurant, public house, or similar use, would ensure a continuing contribution to the local economy, whereas its conversion to a dwelling would not.

### **Town, village and local centres [Section 7.7 of Core Strategy]**

2.91 The principal policy in the Core Strategy relating to town, village and local centres is Policy CS20 which sets out the strategy supporting their role as centres for shopping, entertainment, business and service activities.

2.92 In addition to Core Strategy and the National Planning Policy Framework, this Plan sets out additional policies aimed at protecting existing centres and directing new development to appropriate locations. Where possible, main town centre uses should be located in town centres.

2.93 For the purposes of Policies DM15, DM16 and DM17, 'appropriate non-retail uses' in town centres and local shopping frontages include those which provide commercial or community services to the public, including for example, banks and other financial services, solicitor's offices, medical centres, public offices, community halls and advice centres, leisure and entertainment uses, including arts venues, cafes, bars, restaurants and hotels, and other uses which generate similar customer activity or business. Residential accommodation, including residential institutions, is not included in the definition of an 'appropriate non-retail use'.

2.94 Policy CS20 of the Core Strategy identifies the levels of provision to be made for additional shopping floorspace in the Plan area's main shopping centres up to 2018. The impact of changes in economy since the Core Strategy was adopted in 2009 has been considered in the preparation of this Plan (see Background Paper 42). It has been concluded that the impact of the economic downturn has been to delay the need for additional retail floorspace until the later part of the Plan period.

### **Provision for additional retail floorspace**

2.95 Some of the additional retail floorspace requirements set out in Policy CS20 of the Core Strategy will be met by the re-occupation of vacant shop units and the improvement and extension of existing premises. Specific opportunities for additional retail development to meet the Core Strategy

requirements, and to ensure the continued viability and vitality of the town centres in the face of competition from other centres are identified by Policies TOT15, HYD4, LYM8, NMT10 and RING4 as 'Town Centre Opportunity Sites' in Sections 3, 4 and 5 of this Plan. These policies also identify opportunities for additional town centre office floorspace in accordance with Core Strategy Policy CS18.

2.96 Outside of town centre boundaries, retail development proposals of over 1,000sqm will be subject to an impact assessment.

### Town centre policy areas

2.97 In accordance with the National Planning Policy Framework a 'Primary Shopping Area' is defined on the Policies Maps for the town centres of Totton, Hythe, Lymington, New Milton, Ringwood and Fordingbridge. Primary and Secondary Frontages are also defined.

#### **Policy DM14: Primary Shopping Frontages**

**Within the primary shopping frontages, as defined on the Policies Maps, the following will be permitted:**

- a) retail development, including improvements and extensions of existing commercial premises;**
- b) appropriate non-retail uses (uses other than Class A1), provided the length of ground floor street frontage in non-retail use within the primary shopping area is no greater than 30% of the overall length of ground floor street frontage<sup>3</sup>. Non-retail uses will not be considered appropriate in premises in prominent locations within a primary shopping area; and**
- c) on upper floors, and at basement level, uses which are compatible with retail use (and its associated storage and servicing) of the ground floor unit. This could include residential uses where this can be achieved without the loss of gross floorspace in retail or appropriate non-retail uses within existing premises, the loss of ancillary storage space, or the ability to service the premises off-street.**

**Exceptions to part (b) of this policy may be made where a proposal is for a non-retail use which is appropriately located in a shopping street and where:**

- (i) the proposed use will add to the vitality and attractiveness of the primary shopping area to shoppers; and**
- (ii) it can be demonstrated that the proposed development will generate customer activity levels (footfall) similar to a typical retail unit.**

**Residential development will not be permitted at ground floor level.**

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<sup>3</sup> The assessment will take into account unimplemented planning permissions for changes of use.

### **Policy DM15: Secondary Shopping Frontages**

**Within town centre secondary shopping frontages, as defined on the Policies Maps, the following will be permitted:**

- a) the development, improvement or expansion of retail and appropriate non-retail uses; and**
- b) the change of use of retail premises to appropriate non-retail uses.**

**Residential development will not be permitted at ground floor level in premises within the defined frontage. Residential development may be provided on other floors where it does not result in the loss of retail and/or other appropriate non-retail uses capable of being satisfactorily used for an alternative business or employment use appropriate to a town centre location.**

2.98 Core Strategy Policy CS20(b) establishes a presumption against the loss of premises in A1 use within the defined Primary Shopping Areas<sup>4</sup>. However, amendments to the Primary Shopping Areas, which have been made in this Plan in order to comply with the NPPF, have resulted in some Secondary Shopping Frontages being brought within the Primary Shopping Areas. Given the flexibility within Secondary Shopping Frontages towards the accommodation of the variety of appropriate town centre uses, the general presumption in CS20(b) against the loss of A1 uses will not apply to Secondary Shopping Frontages within a Primary Shopping Area.

2.99 A specific policy, Policy TOT18, applies in the defined Rumbridge Street Secondary Shopping Frontage.

### **Policy DM16: Within town centres, outside Primary Shopping Areas and Secondary Shopping Frontages**

**Within the town centre, boundaries defined on the Policies Maps outside the defined Primary Shopping Areas and other Secondary Shopping Frontages, development for retail and appropriate non-retail uses (defined in para.2.93) will be permitted. Policies TOT15, HYD4, LYM8, NMT10 and RING4 identify specific opportunities for town centre developments.**

**Residential development will be permitted where:**

- (i) it does not result in the loss of retail, appropriate non-retail (defined in para. 2.93), or other employment or business uses, or sites which are capable of being satisfactorily used for an alternative business or employment use appropriate to a town centre location;**
- (ii) it is not on the ground floor (street level) of a defined Town Centre Opportunity Site and it does not prejudice the development opportunities identified in TOT15, HYD4, LYM8, NMT10 and RING4.**

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<sup>4</sup> The part of Policy CS20 (b) which does not apply to Secondary Shopping Frontages within a Primary Shopping Area states: "Within the primary shopping areas there will be a presumption against the loss of premises in an A1 retail use, except where it can be demonstrated that an alternative use proposed would be complementary to the retailing function and would enhance the overall vitality of the centre."

2.100 Policy DM14: Primary Shopping Frontages, Policy DM15: Secondary Shopping Frontages and Policy DM16: Within the town centres, outside Primary Shopping Areas and Secondary Shopping Frontages, provide additional detailed policies implementing Policy CS20 of the Core Strategy.

2.101 Town centre boundaries, Primary Shopping Areas, Primary Shopping Frontages and Secondary Shopping Frontages and Local Shopping Frontages are defined in this Plan on the Policies Maps.

2.102 Appropriate non-retail uses are defined in paragraph 2.93.

## Local Shopping and services

### **Policy DM17: Local Shopping Frontages in the built-up areas of Totton, Hythe, Lymington, New Milton, Ringwood and Fordingbridge**

In Local Shopping Frontages, as defined on the Policies Maps, uses which provide for the day to day shopping and service needs of the area will be permitted.

A minimum of 40% of ground floor units within the defined frontage should be in retail use.

Residential development will not be permitted at ground floor level in premises within the defined frontage. Residential development may be provided on other floors where it does not result in the loss of retail and/or other appropriate non-retail uses capable of being satisfactorily used for an alternative business or employment use appropriate to the location.

### **Policy DM18: Local Shopping Frontages in Marchwood, Blackfield, Holbury, Fawley, Milford on Sea, Hordle, Bransgore**

In Local Shopping Frontages, as defined on the Policies Maps, uses which provide for the day to day shopping and service needs of the area will be permitted. Retail developments of over 500 square metres will be subject to an impact assessment which will need to demonstrate that it fulfils a local consumer need and would not have a significant adverse impact on the vitality and viability on nearby town centres.

In the defined Local Shopping Frontages of Bransgore, Marchwood and Milford on Sea, a minimum of 50% of ground floor units within the defined frontage should be in retail use.

In other defined Local Shopping Frontages, a minimum of 40% of ground floor units within the defined frontage should be in retail use.

Residential development will not be permitted at ground floor level in premises within the defined frontage. Residential development may be provided on other floors where it does not result in the loss of retail and/or other appropriate non-retail uses capable of being satisfactorily used for an alternative business or employment use appropriate to the location.

2.103 Policies DM17 and DM18 aim to retain a minimum proportion of shop units in a retail use within the defined local shopping frontages. 'Day to day shopping and service needs of the area' are defined as retail uses and 'appropriate non-retail uses' as defined in paragraph 2.93, which serve the local community.

### Small local shops and public houses

#### **Policy DM19: Small local shops and public houses**

**Outside of town centres and defined local shopping frontages, local convenience stores of up to 280 square metres will be permitted where they provide for the day to day needs of a community, which otherwise would not be provided for, and are located within the community served.**

**Development proposals which result in the loss of small local shops (outside defined local shopping frontages) or public houses will not be permitted where the proposal would result in the loss of an important local facility or if this would leave the local area without such a facility. Change of use to an alternative business/employment or community use will be acceptable where the loss of a shop or public houses is permitted.**

2.104 Within the towns and villages there are a large number of small local shops or groups of shops, which are not within an identified local shopping frontage, but provide a convenient local service to the community. Policy DM19 seeks to ensure that development proposals do not result in the loss of these shops, particularly where there is no alternative provision nearby. The threshold of 280 square metres relates to the definition of a "small shop" in Sunday Trading Laws. There is a separate proposed policy on local shops in the countryside in the next section (Rural areas and the countryside). In addition to small local shops or groups of shops, public houses can provide an important local facility for a community.

#### **Rural areas and countryside [Section 7.8 of Core Strategy]**

2.105 The countryside is defined as all of the Plan area outside the defined built-up areas of the towns and villages (Level 1, Level 2 and Level 3 settlements defined in Core Strategy Policy CS9.). The area defined as 'countryside' is not just open countryside, but includes rural villages and communities (Level 4 Settlements in Core Strategy Policy CS9), and a number of sites subject to site-specific policies. The principal policies in the Core Strategy for the countryside are:

- CS1: Sustainable development principles;
- CS10: Spatial strategy;
- CS21: Rural economy; and
- CS22: Affordable housing for rural communities.

However, other Core Strategy policies are also relevant.

2.106 The additional development management policies set out below supplement policies in the Core Strategy.

## Housing in the countryside

2.107 New housing development is very tightly restricted in the countryside. Policy DM21 below sets out the circumstances under which residential development may take place in the countryside (i.e. outside the defined built up areas).

2.108 Core Strategy Policy CS22 continues the longstanding policy within New Forest District to allow small scale residential development to meet a rural community's need for affordable housing for local people. It is the Council's intention to continue to seek suitable small sites for rural affordable housing, in accordance with Core Strategy Policy CS22: Affordable housing for rural communities.

### **Policy DM20: Residential development in the countryside**

**Residential development in the countryside will only be permitted where it is:**

- a) a limited extension to an existing dwelling<sup>5</sup>; or**
- b) the replacement of an existing dwelling, except where it:**
  - (i) is the result of a temporary permission(s); and/or**
  - (ii) is an unauthorised use; and/or**
  - (iii) it has been abandoned; or**
- c) affordable housing to meet a local need, in accordance with Core Strategy Policy CS22; or**
- d) an agricultural worker's or forestry worker's dwelling in accordance with Policy DM21.**

**In all cases, development should be of an appropriate design, scale and appearance in keeping with the rural character of the area, and should not be harmful to the rural character of the area by reason of traffic and other activity generated or other impacts.**

**Replacement dwellings and dwelling extensions should not normally provide for an increase in floorspace<sup>6</sup> of more than 30%. A dwelling may be permitted to exceed the 30% limit provided the increased floorspace will not result in a dwelling in excess of 100 sq. metres floorspace. In all cases proposals should be designed to respect the character and scale of the existing dwelling, and not significantly alter the impact of built development on the site within its setting.**

2.109 The 30% limit is applied as a limit to all cumulative extensions since 1 July 1982. In exceptional circumstances, a larger extension may be permitted to:

- (i) meet the genuine family needs of an occupier who works in the immediate locality; or

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<sup>5</sup> 'Existing dwelling' means the dwelling as it existed on 1 July 1982, or as the dwelling was originally built or legally established, if the residential use post-dates 1 July 1982.

<sup>6</sup> Floorspace will be measured as the total internal floorspace of the whole building including all attached buildings, irrespective of whether their current use is as habitable floorspace.

- (ii) meet the design considerations relating to the special character of the building e.g. listed buildings.

2.110 The 30% limit on additional floorspace applies to that added to the property beyond the original envelope of the building, as of 1 July 1982. Therefore additional floorspace achieved internally within the building envelope, for example, by a loft conversion, will not be counted against the 30% limit.

2.111 In considering proposals for a conservatory<sup>7</sup>, some flexibility may be applied in implementing the 30% limit to cumulative extensions, having regard to the impact of the proposal on the setting of the dwelling and character of the area.

## Agricultural, forestry and other occupational dwellings in the countryside

2.112 Policy DM21 sets out the circumstance where a new dwelling may be permitted in the countryside to address the essential needs of a rural enterprise.

### **Policy DM21: Agricultural or forestry workers dwellings**

**New permanent dwellings will be allowed to support existing agricultural/forestry activities on well-established agricultural or forestry enterprises, where:**

- (i) **there is a clearly established existing functional need;**
- (ii) **the need relates to a full-time worker, or one who is primarily employed in the agriculture/forestry enterprise and does not relate to a part-time requirement;**
- (iii) **the unit and the agricultural/forestry activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so;**
- (iv) **the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned.**

**Where the need is established, the dwelling should be sited so as to meet the identified functional need and be well-related to existing farm buildings or other dwellings. All dwellings permitted under this policy will be subject to an appropriate restrictive occupancy condition.**

**An occupancy condition restricting the occupancy of a dwelling to a person employed or last employed in agriculture or forestry will not be removed unless the local planning authority is satisfied that the long-term need for the dwelling has ceased and there is no evidence of a continuing need for housing for persons employed or last employed in the locality in these categories.**

<sup>7</sup> A conservatory is defined as a structure that has not less than three-quarters of the area of its roof and not less than one-half of the area of its external walls made of translucent material.

2.113 Restrictions on the removal of occupancy conditions on agricultural and forestry workers dwellings are to ensure that they normally remain available for the purposes for which they were originally permitted.

### The rural economy

2.114 Core Strategy Policy CS21 sets out the Council's strategy for the rural economy. This aims to support the economy of rural areas, allowing diversification of business activity compatible with other Core Strategy objectives.

2.115 Policy DM22, below, supplements Core Strategy Policy CS21 as a basis for development management, to enable developments that help sustain the rural economy but do not harm the countryside.

### Rural employment development

#### **Policy DM22: Employment development in the countryside**

**Rural employment/business development will be permitted where it is:**

- a) part of a farm diversification project supporting a farm business, making best use of existing permanent buildings. Where new buildings are necessary they should be contained within the existing complex of farm buildings, and be limited to ensure the development remains of a scale and character appropriate to its rural setting; or**
- b) the re-use of existing permanent buildings which are structurally sound so that they can be re-occupied without major rebuilding or extension.**

**And, for an established rural enterprise:**

- c) the redevelopment of an existing employment site which results in local environmental benefits; or**
- d) the extension to an existing building in employment use.**

**In all cases, development should be of an appropriate design, scale and appearance and should not be harmful to the rural character of the area by reason of visual impact, traffic and other activity generated or other impacts.**

2.116 For farm diversification projects, supporting evidence required would include a business plan for the farm. Parts (c) and (d) of the policy give established rural businesses scope to grow on-site without the need to relocate.

## Rural shops and services

### **Policy DM23: Shops, services and community facilities in rural areas**

**Within and adjoining rural communities (Core Strategy Policy CS9: Level 4 settlements):**

- a) **local convenience stores of up to 280sq. metres will be permitted where they provide for the day to day needs of a community which otherwise would not be provide for, and are located within the community served.**
- b) **small-scale development projects that provide the local delivery of services and community facilities will be permitted.**

**Small-scale specialist retail uses ancillary to a rural business activity, such as a farm or craft business, will be considered favourably where they help sustain the viability of an existing rural enterprise.**

**Proposals should, where possible involve the re-use or adaptation of existing permanent buildings.**

**New development in open countryside will not be permitted.**

**In all cases, development should be of an appropriate design, scale and appearance in keeping with the rural character of the area, and should not be harmful to the rural character of the area by reason of traffic and other activity generated or other impacts.**

2.117 Policy DM23 allows development related to the needs of local communities in rural areas. In implementing this policy, particular regard will be had to specific local needs which have been identified by the community in a parish plan.

### **Policy DM24: Loss of rural employment sites, shops, public houses and community facilities**

**Development which would result in the loss of rural employment sites, shops, public houses and community facilities will not be permitted, except where:**

- a) **alternative equivalent provision is secured as part of the development proposal; or**
- b) **the proposed development use would provide greater community benefits, for which there is a recognised local need, than the use lost; or**
- c) **the use of the site or building has an adverse impact on the character and amenities of the area which is not capable of being resolved by appropriate measures.**

2.118 In considering what are 'recognised local needs', particular regard will be had to parish plans.

2.119 Recreational uses in the countryside are recognised as contributing to meeting local needs and also supporting the rural economy.

**Policy DM25: Recreational uses in the countryside – including horse-keeping/riding**

**Development associated with recreational uses will be permitted where it:**

- a) will help meet a local recreational need; and/or**
- b) will assist in the diversification of an agricultural enterprise; and/or**
- c) will assist in relieving harmful pressures on a sensitive part of the New Forest National Park;**

**provided that there will not be unacceptable impacts on the amenities of local residents, the rural character of the area, local roads or other environmental or agricultural interests (including nearby parts of the New Forest National Park and coast).**

**Development related to recreational horse keeping and riding will be permitted provided the scale is appropriate to the rural setting and character and it will not result in harmful increases in riding pressures on sensitive parts of the New Forest (in particular those subject to international nature conservation designations) or otherwise have unacceptable impacts on neighbouring uses, the rural landscape, local roads or on road safety.**

2.120 Back-up grazing land can be under pressure from recreational horse-keeping. Particular regard will be had to Core Strategy Policy CS21(f) in considering proposals.

**Transport [Section 7.9 of Core Strategy]**

2.121 The principal policies in the Core Strategy relating to travel and transport are:

- CS23: Transport proposals; and
- CS24: Transport considerations.

2.122 In the preparation of this Plan previous transport proposals and safeguardings have been reviewed, and the need for new proposals considered. The details of this re-assessment are set out in Background Papers 44: Review of Transport Proposals. The full set of transport proposals that will form the basis of seeking developers' contributions has been agreed with Hampshire County Council. The list of schemes is monitored and regularly updated to take account of local needs and includes measures to minimise the impact of new development on the existing transport infrastructure, improve accessibility by non-car modes and reduce the adverse impact of traffic.

2.123 Sections 3, 4 and 5 of this document give more details of the individual transport schemes that are appropriately included in the development plan document because they are significant in terms of spatial planning and/or because they require the use of non-highway land to implement. While the principles of these schemes have been appraised for their environmental as well as highway/transportation benefits, at detailed design stage in their implementation it may be necessary to modify some of the schemes to address detailed environmental impacts. In the Hampshire Local Transport Plan (LTP3) maintenance is the main spending priority. It is

envisaged that the majority of transportation proposals will need to be developer funded.

## District Statements

2.124 The Local Transport Plan 3 (2011-31) gives details of the high level strategic vision for transport in Hampshire as well as providing the context for the delivery of more detailed transport policies. Following adoption of the Local Transport Plan Hampshire County Council, as the Highway Authority, will produce District Statements which will cover the whole of each district including areas, such as Ringwood, already covered by a Town Access Plan (see Section 5 Ringwood). The District Statements will help secure and prioritise transport improvements at the local level and provide the policy and evidence base to inform and support the implementation of the transport contributions policy. This will include provision of measures, funded by developers' contributions, to mitigate the impact of new development.

## Parking

2.125 Local standards for car parking provision are set locally through Supplementary Planning Documents and may be reviewed during the Plan period.

2.126 If passenger rail services were reinstated in the Waterside, some additional car parking areas may be required to serve the new train stations. This is detailed further in the Totton and Waterside section of this document (see Section 3).

## Vehicle charging points

2.127 Electric vehicles and plug in hybrid vehicles are important emerging technologies. Their success as technologies is partly dependent on there being a readily available supply of charging points. In accordance with national planning policy, new developments should be designed to enable the provision of electric plug-in points for both electric vehicles and plug-in hybrid vehicles. The design of parking should also consider the provision of electric plug-in points, the cabling for the charging infrastructure and the charging infrastructure itself.

## Freight

2.128 A freight strategy for urban South Hampshire has been prepared by Transport for South Hampshire (TfSH); this covers the Totton and Waterside area of the District. The strategy looks at potential problems caused by freight distribution and aims to identify workable solutions for potential problems caused by freight distribution. The TfSH Freight Strategy can be viewed on the Hampshire County Council website. A freight strategy for Hampshire prepared by the County Council will be a supplementary policy document to the Hampshire Local Transport Plan (LTP3) Strategy.

### **Policy DM26: Development generating significant freight movements**

**Development that generates significant freight movements within the District should normally be located close to the main road network. Links between such developments and the main road network should be capable of accommodating the additional freight movements anticipated. Appropriate measures to mitigate any demonstrable adverse impact of additional freight movements along such links will be sought. In addition, developers will be expected to work with occupiers of freight distribution developments, to ensure that numbers of, and timings of, lorry movements and access routes are managed to minimise adverse impacts on communities and congestion.**

2.129 Any proposals for freight development should accord with the Hampshire sub-regional Freight Strategy and rail freight will be encouraged.

### **General development requirements for site allocations**

2.130 Sections 3, 4 and 5 of this Plan include site-specific policies allocating land for development. The intention of these policies is to establish the basic principles relating to how these sites should be developed over the Plan period. They do not attempt to specify in detail the form or design of the future development. This will be resolved through the negotiation of a planning proposal for the site at the time that a developer brings a site forward for development or, for major sites, the preparation of a Site Development Brief.

2.131 In addition to any site specific policy, the development management policies in both this document and in the Core Strategy will need to be taken into account when considering development proposals for a site. In particular attention is drawn to the following policies:

- Policy CS2 Design Quality: Regarding the application of good design principles and contribution to local distinctiveness
- Policy CS4 Energy and resource use: Regarding standards to be achieved in new construction
- Policy CS7 Open spaces, sport and recreation: Regarding the provision of public open space
- Policy CS8 Community services and infrastructure: Regarding the provision of appropriate infrastructure to serve development0

- Policy DM9 Green Infrastructure: Regarding enhancement and provision of 'green links' (including retention of important trees and hedgerows) and provision of 'wildlife friendly' landscaping to create wildlife corridors
- Policy DM9 Green Infrastructure: Regarding the enhancement of watercourses and avoidance of culverting
- Policy CS13 Housing types, sizes and tenure: Regarding the type of housing to be provided
- Policy CS14 Affordable housing provision: Regarding the integration of different types of housing tenure across a site so that affordable housing is indistinguishable
- Policy CS15 Affordable housing contribution requirements from development
- Policy CS24 Transport considerations: Regarding the provision of safe access for motor vehicles, cyclists and pedestrians
- Policy CS24 Transport considerations: Regarding the provision of safe and convenient links to local pedestrian and cycle routes
- Provision of vehicle charging points in new developments (see paragraph 2.98)

2.132 Development proposals should not have a negative impact on the operation of utility infrastructure. In accordance with Core Strategy Policy CS5, development proposals in proximity to existing wastewater facilities should not result in an unacceptable impact on the amenity of future occupants.

2.133 For residential land allocations identified in Section 3, 4 and 5 of this Plan, for most sites an indicative indication of the number of houses that may be accommodated on the sites allocated is given in supporting text. However, these numbers should be regarded as a guideline figure only, not a policy objective. Actual numbers will only be determined through detailed work either through the preparation of a detailed Site Development Brief or through negotiation of a planning application.

