



New Forest National Park Local Plan Review
Potential Alternative Housing Sites Consultation

14 June – 26 July 2017

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1. Introduction

- 1.1 The current local planning policies for the New Forest National Park were adopted in 2010. They represent the first set of consistent Park-wide planning policies and are the current basis for planning decisions made within the National Park.
- 1.2 Following significant changes in national planning policy in recent years, the Authority is reviewing the local planning policies for the area to ensure the National Park continues to have an up-to-date planning policy framework in place to guide decisions. The planning system plays an important role in the delivery of the two statutory National Park purposes and related socio-economic duty, as set out below. It is for this reason that National Park Authorities are the sole planning authorities for their respective areas and the Local Plan sits at the core of this planning system.
- 1.3 The New Forest National Park has two statutory purposes – originally created by the *National Parks & Access to the Countryside Act 1949* – namely:
- To conserve and enhance the natural beauty, wildlife and cultural heritage of the New Forest; and
 - To promote opportunities for the understanding and enjoyment of the special qualities of the New Forest by the public.

The National Park Authority also has a duty under Section 62(1) of the *Environment Act 1995* in taking forward these two purposes to seek to foster the socio-economic well-being of the 35,000 people who live within the National Park.

2. Draft Local Plan Public Consultation: October – November 2016

- 2.1 Following an initial public consultation on the main issues to be covered in the review of the Local Plan in 2015, the Authority prepared a draft Local Plan for comment in October 2016. The public consultation on the draft Plan ran for an 8-week period (from 3 October – 28 November 2016) and, in line with the requirements of the Government's relevant planning regulations, was widely publicised through social media, public adverts, local town and parish councils, meetings with key bodies, direct notification to a wide range of statutory and non-statutory consultees and a series of public drop-in events across the National Park.
- 2.2 The draft Local Plan (October 2016) was a working draft document and the consultation asked for views on a number of issues, including the proposed approach and reasonable alternatives. The draft Local Plan sought to reflect the requirements of national planning policy which establishes a clear framework to protect the New Forest National Park and to meet local needs arising within the Park. The draft Local Plan set out a range of policies that sought to protect the Forest's natural environment; conserve the built and historic heritage of the area; meet local housing needs where possible; and ensure the local economy remains strong.

3. Summary of the main representations and consideration of responses

- 3.1 During the 8-week public consultation, consultation responses were received from nearly 400 individual respondents. This included statutory consultees such as Natural England, the Environment Agency and Heritage England; neighbouring local planning authorities including New Forest District Council and Test Valley Borough Council; key local stakeholders and bodies including the Friends of the New Forest and the New Forest Business Partnership; and many hundreds of local residents.
- 3.2 In February 2017 the Authority published online a detailed summary of the consultation responses received during the 8-week public consultation. In addition, all of the responses received (with personal details redacted) can be viewed at the Authority's main offices in Lymington. The detailed consultation summary can be viewed at: www.newforestnpa.gov.uk/info/20040/planning_policy/361/local_plan
- 3.3 The summary of responses received is arranged in chapter order and a range of views were expressed on all of the main planning issues facing the New Forest National Park. Since the public consultation closed at the end of November 2016, the Authority's Policy Team have been considering the points raised. This has included a number of follow-up meetings with key consultees, as well as meetings with neighbouring planning authorities under the 'Duty-to-Cooperate'.
- 3.4 As highlighted by the summary of consultation responses, a significant number of responses focused on the approach to new housing provision within the National Park. There is a significant local housing need arising within the National Park and this must be considered alongside the strong protection afforded to the New Forest National Park¹ and the range of protected habitats located within the Park. To partially address this identified need, the consultation draft Local Plan (October 2016) identified a number of proposed housing allocations.
- 3.5 Following the end of the consultation period, the Authority has continued to liaise with Natural England in considering the potential impacts of new residential development on the internationally protected habitats that cover more than 50% of the National Park. **The Authority has subsequently received clear advice that due to the potential impacts on the designated habitats, new greenfield housing allocations should not be considered within 400 metres of the New Forest Special Protection Area (SPA).** This advice is consistent with that given to neighbouring planning authorities.
- 3.6 **A consequence of this advice is that the following proposed greenfield housing allocations contained within the consultation draft Local Plan (October 2016) will not now be taken forward through the Local Plan Review:**
- Land at Strawberry Fields, East Boldre (previously draft policy 25)
 - Land at Gaza Avenue, East Boldre (previously draft policy 26)

¹ Paragraph 115 of the NPPF confirms that National Parks have the highest status of protection in relation to landscape and scenic beauty. Paragraph 14 of the NPPF identifies National Parks as areas where development should be restricted. The *Housing White Paper* (February 2017) proposes a strengthening of this position.

- 3.7 The advice also has implications for the land at Church Lane, Sway (draft policy 23) where part of the greenfield site identified lies within 400 metres of the New Forest SPA. As a result it is likely that a reduced site allocation and quantum of housing will be proposed for this site. . The site at ‘The Yews’, Cadnam (draft policy 24) is likely to remain in employment use, rather than be brought forward for housing, and so this proposed allocation has also been re-assessed. Planning permission has been granted for the rural exceptions site at Mill Lane in Brockenhurst (draft policy 21) and therefore this site will not feature in the Submission draft Local Plan in October 2017. The brownfield site of the former Lyndhurst Park Hotel (draft Policy 22) also lies in close proximity to the New Forest SPA and the Authority is considering the type of development that may be appropriate for this site.
- 3.8 As a result of a number of the proposed housing allocations not now being taken forward (or being reduced in scale), the Authority has assessed additional housing sites that could be brought forward through the Local Plan to meet some of the identified housing needs arising from communities living within the National Park². The Authority remains of the view that some appropriate housing land allocations are required within the National Park to address identified local housing needs and more detail is set out in Section 4.

² The Government’s *National Parks Vision and Circular* (2010) – cross-referenced within the NPPF – recognises that National Parks are not suitable locations for unrestricted housing and that new housing should be focused on meeting local affordable housing needs, rather than catering for external demands.

4. Consultation on potential alternative housing sites

- 4.1 The next timetabled stage of formal public consultation on the Local Plan is the Regulation 19 Submission draft consultation which is scheduled to take place between October – December 2017. **To inform the preparation of the Submission draft Local Plan we have decided to seek feedback now on potential alternative housing sites that could be included in the final draft version of the Local Plan.** The alternative option of publishing new sites in the Submission draft Local Plan in October 2017 would have provided less opportunity for consultees to comment.
- 4.2 **Set out below are a number of potential development sites that we would welcome feedback on. The responses received during June and July 2017 will help inform the preparation of the Submission draft Local Plan which will then be subject to a final period of statutory consultation commencing in October 2017.** Larger scale maps of the potential sites are included in the appendix to this paper.

Ashurst

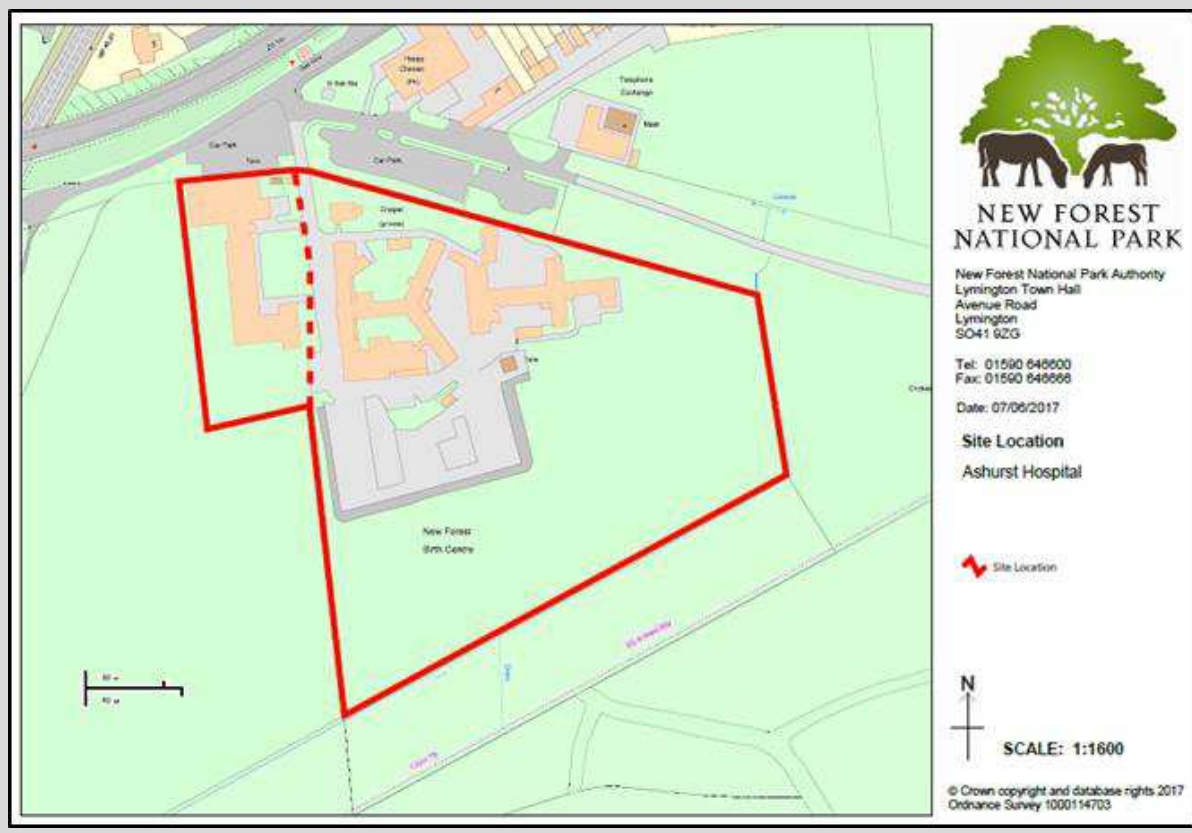
- 4.3 Ashurst is one of the four ‘defined villages’ within the National Park and has a range of local services including schools, a train station and local shops. The consultation draft Local Plan (October 2016) proposed the allocation of land off Whartons Lane to the east of the existing defined village boundary for residential purposes. A significant number of consultation responses from the village (including the Parish Council) identified brownfield land at Ashurst Hospital as having the potential to accommodate some residential development.
- 4.4 Since the consultation on the draft Local Plan closed in November 2016, the Authority received submissions from the NHS as part of the ‘Call for Brownfield Sites’ exercise (February 2017). Health Commissioners have confirmed that much of the existing accommodation at Ashurst Hospital is of poor quality and there is an opportunity to make a more efficient use of the site. Part of the site will become surplus to the operational healthcare requirements of the NHS and could accommodate types of development which would not impact on the integrity of the adjoining internationally protected habitat, including residential, care/extra care accommodation and business uses. Any redevelopment of the Ashurst Hospital site would be considered in addition to the housing site allocation proposed at Whartons Lane, Ashurst.

1. Land at Ashurst Hospital

The Authority invites feedback on the principle of surplus brownfield land at the Ashurst Hospital site being brought forward for redevelopment. Based on the latest information from Health Commissioners, the existing Birthing Centre on the site will be retained (the building to the west of the dotted line shown on the map below), and the remaining part of the site could (subject to the provision of alternative accommodation for health services that need to be delivered from the site) become surplus to the operational healthcare requirements for the NHS. The precise area of land that is likely to become surplus will

depend on the requirements for alternative accommodation, parking and servicing. In considering the future redevelopment of this brownfield site the Authority has identified the following key issues:

- The need to ensure any redevelopment of the brownfield site does not impact on the integrity of the protected habitats to the south of the site. This will influence the type of residential development which would be acceptable, with care/extra care accommodation potentially being the most appropriate residential use. Other forms of residential development would need to consider appropriate future management options to mitigate any impact;
- The potential of the site to provide local employment opportunities as well as some form of residential development; and
- The need to ensure the retained health care uses on the site can operate efficiently.



Cadnam

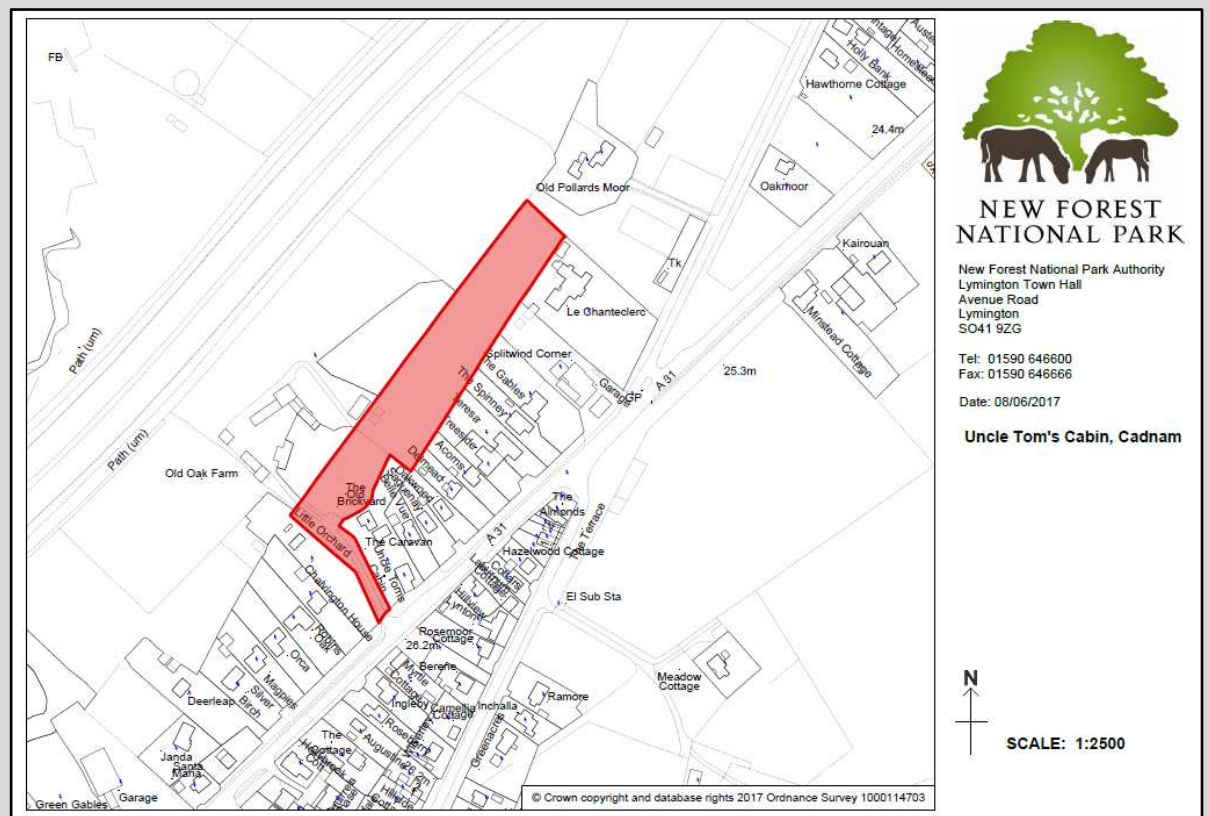
- 4.5 The settlement of Cadnam has a basic range of services that some of the more rural areas of the National Park lack. In 2014 a Housing Needs Survey for the Parish of Copythorne was undertaken and this identified a significant local housing need. More recent data from New Forest District Council (the Housing Authority for this area of the National Park) indicates a need for over 40 dwellings for local people on the Housing Register for the Parish, many with a strong local connection.
- 4.6 The Housing Needs Survey concluded that a small housing scheme in the parish should be supported, but to date suitable sites have not come forward through the

rural exceptions site route. The Authority’s Local Plan Review therefore provides an opportunity to deliver housing to meet the identified local housing needs through the Plan-led system. A significant amount of work has been undertaken in the parish since 2014 on assessing housing sites and the land at Uncle Tom’s Cabin, Romsey Road, Cadnam, has been identified as having development potential. The site was also submitted to the Authority through the ‘Call for Sites’ process as part of the Local Plan Review and remains available for development. This part brownfield/part greenfield housing site is not located within 400 metres of the New Forest SPA and benefits from an existing access off Romsey Road.

2. Land at Uncle Tom’s Cabin, Romsey Road, Cadnam

The Authority invites feedback on the principle of land at Uncle Tom’s Cabin, Romsey Road, Cadnam being brought forward for residential development. Based on the information submitted as part of the Authority’s ‘Call for Sites’ process, the site could accommodate circa 20 dwellings, and it is likely that this would comprise a mix of open market and affordable dwellings to meet some of the identified local housing need arising within the parish of Copythorne. In considering the future redevelopment of this site the Authority has identified the following key issues:

- The need to protect the amenity of the existing residential properties fronting Romsey Road. The existing mature tree belt between the site and these properties should remain; and
- Affordable housing provision made as part of any future development of the site should ensure it meets the local needs identified for the Parish.



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Date: 08/06/2017

Uncle Tom's Cabin, Cadnam



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Fawley and Calshot

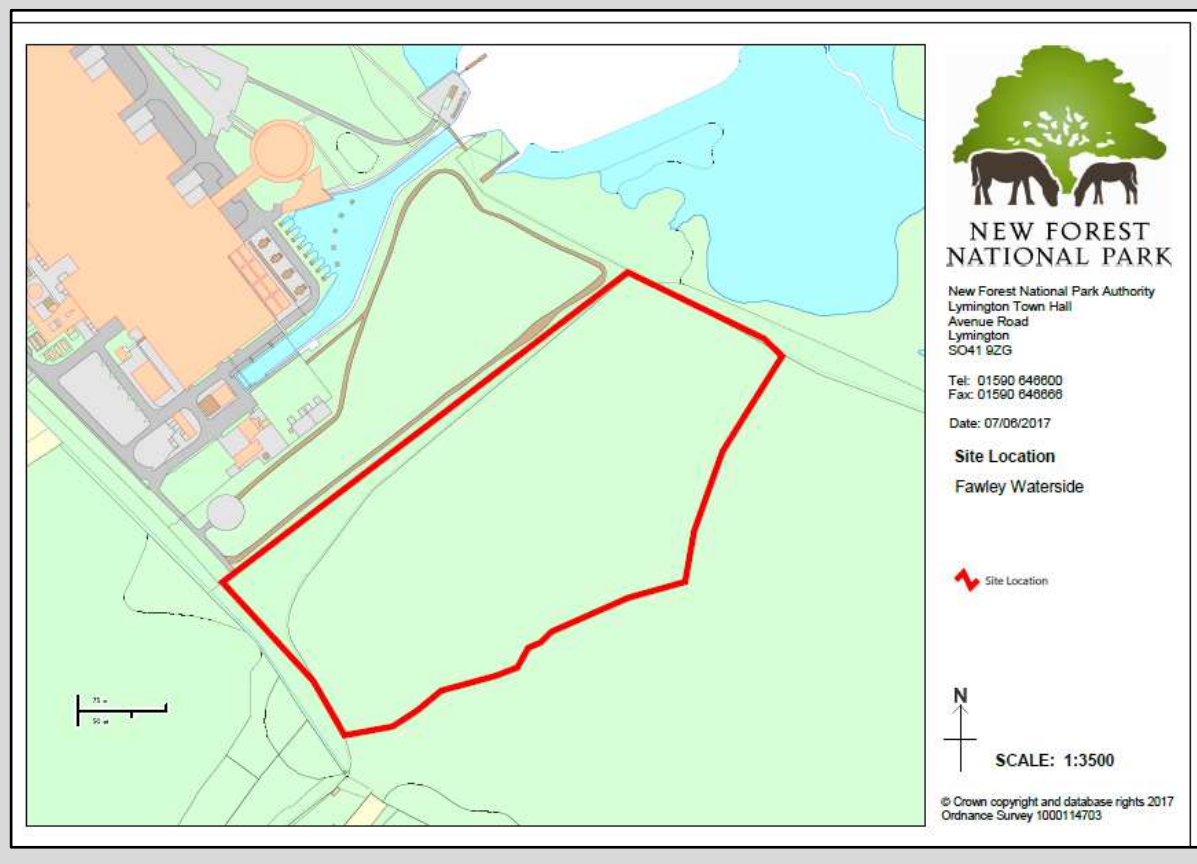
- 4.7 As outlined in paragraphs 4.8 – 4.9 of the consultation draft Local Plan (October 2016), the former Fawley Power Station brownfield site lies outside the New Forest National Park and is therefore under the planning jurisdiction of New Forest District Council. In October 2016 the Authority’s draft Local Plan set out a range of factors to be considered should the site come forward for redevelopment and include adjacent land within the National Park. These factors included:
- the ‘major development’ test set out in paragraph 116 of the NPPF;
 - flooding issues; and
 - potential impacts on protected coastal habitats.
- 4.8 Since the consultation on the Authority’s draft Local Plan closed in November 2016, the owners have continued to promote the redevelopment of the site through both the New Forest District Council and New Forest National Park Authority Local Plan reviews. A comprehensive regeneration of the whole site could deliver significant economic benefits and new housing, subject to compliance with the NPPF’s major development test³. At this stage in the Local Plan-making process, we are seeking feedback on the principle of land in the National Park being developed to support the wider regeneration of the Fawley Power Station site. This could include a new school; significant areas of Suitable Alternative Natural Greenspace (SANG) to deflect recreational pressures from protected habitats; and additional housing within the National Park. It should be noted that work is also in progress to assess the need for development in the National Park to support the comprehensive redevelopment of the site on viability grounds and this will also feed into the Local Plan Review.
- 4.9 Land to the south of the Power Station site and within the National Park is locally referred to as Tom Tiddler’s Ground. The site was originally created through the depositing of materials from the construction of the Power Station in the 1960s. The land is now locally designated as a Site of Importance for Nature Conservation (SINC) and comprises acid grassland and invasive scrub.

3. Land to the south of the Fawley Power Station site

The Authority invites feedback on the principle of land to the south of the former Fawley Power Station site being brought forward for residential development to support the comprehensive regeneration of the Power Station site. Based on the information submitted by the landowner as part of the Authority’s Local Plan Review process, the site could accommodate circa 100 - 150 dwellings, representing a relatively small element of the much wider redevelopment proposals for the former Power Station site. In addition, land in the National Park could also support the regeneration of the Power Station site through the provision of a new primary school close to Calshot Village and areas of Suitable Alternative Natural Greenspace (SANG). The Authority has identified the following key issues:

³ Paragraph 116 of the NPPF confirms that major developments in National Parks should only be supported in exceptional circumstances. This should include an assessment of (i) the need for the development; (ii) the scope for developing outside the Park; and (iii) the extent to which detrimental effects can be moderated.

- For residential development to be supported on land within the National Park, it would be important that new housing provision contributed towards meeting the identified housing needs arising from within the National Park ;
- The need to ensure the loss of SINC land is fully compensated through significant enhancements to the remaining SINC habitat;
- The need to ensure that any greenfield development in the Park is only supported as part of the comprehensive regeneration of the wider brownfield Power Station site;
- Redevelopment of the Power Station site should reduce the overall visual and landscape impact of the site to benefit the surrounding National Park landscape; and
- Ensuring that the design of any SANG provision within the National Park reflects its status as a nationally protected landscape and strengthens the landscape character of the New Forest.



Calshot Village

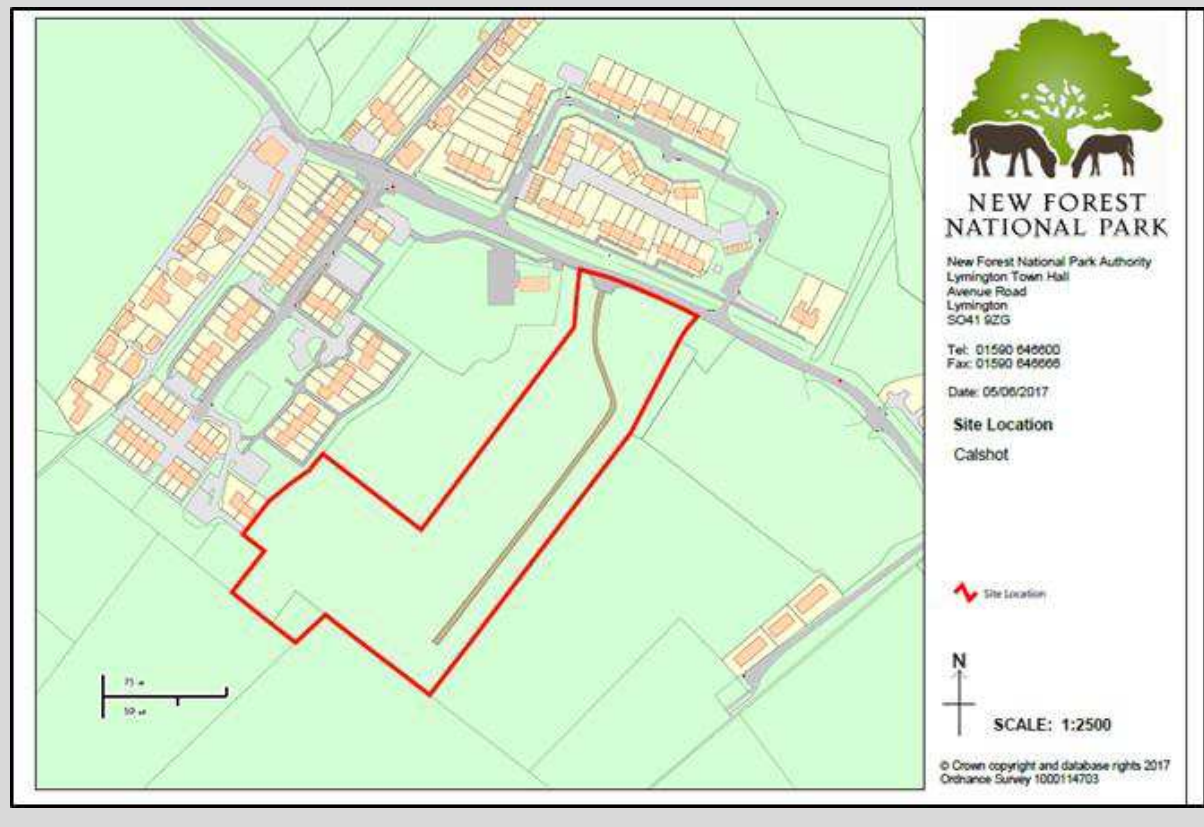
4.10 The redevelopment of Fawley Power Station could deliver local infrastructure improvements for the area. Linked to the Authority’s socio-economic duty, we are of the view that the nearby village of Calshot should benefit from any future improvements. The village has pockets of relative deprivation and there is an opportunity to broaden the range of housing available in the village and provide local community facilities through the provision of a new primary school. This would provide a connection between the village of Calshot and the Fawley Power Station site and a focal point for the local community in Calshot.

4.11 It is recognised that a number of improvements - including landscape and public space enhancements - could be implemented without the need for additional development. Since the publication of the draft Local Plan in October 2016, the Authority has received representations from New Forest District Council regarding land owned by the District Council within Calshot village. It is considered that in addition to public realm improvements, the village could benefit from a more mixed community with a better balance of housing tenures.

4. Calshot Village

The Authority invites feedback on the principle of land adjacent to St George's Church in Calshot being developed for up to 30 residential units as part of the wider enhancement of the village. Based on the information submitted to the Authority by the landowner, the residential units would be built around a small cemetery (planning permission was granted for cemetery use on the site in December 2016). The Authority has identified the following key issues:

- The proportion of affordable housing that could be delivered on site to meet housing needs arising within the National Park; and
- The potential of the site to provide local community facilities as well residential development.



5. Next steps and timetable

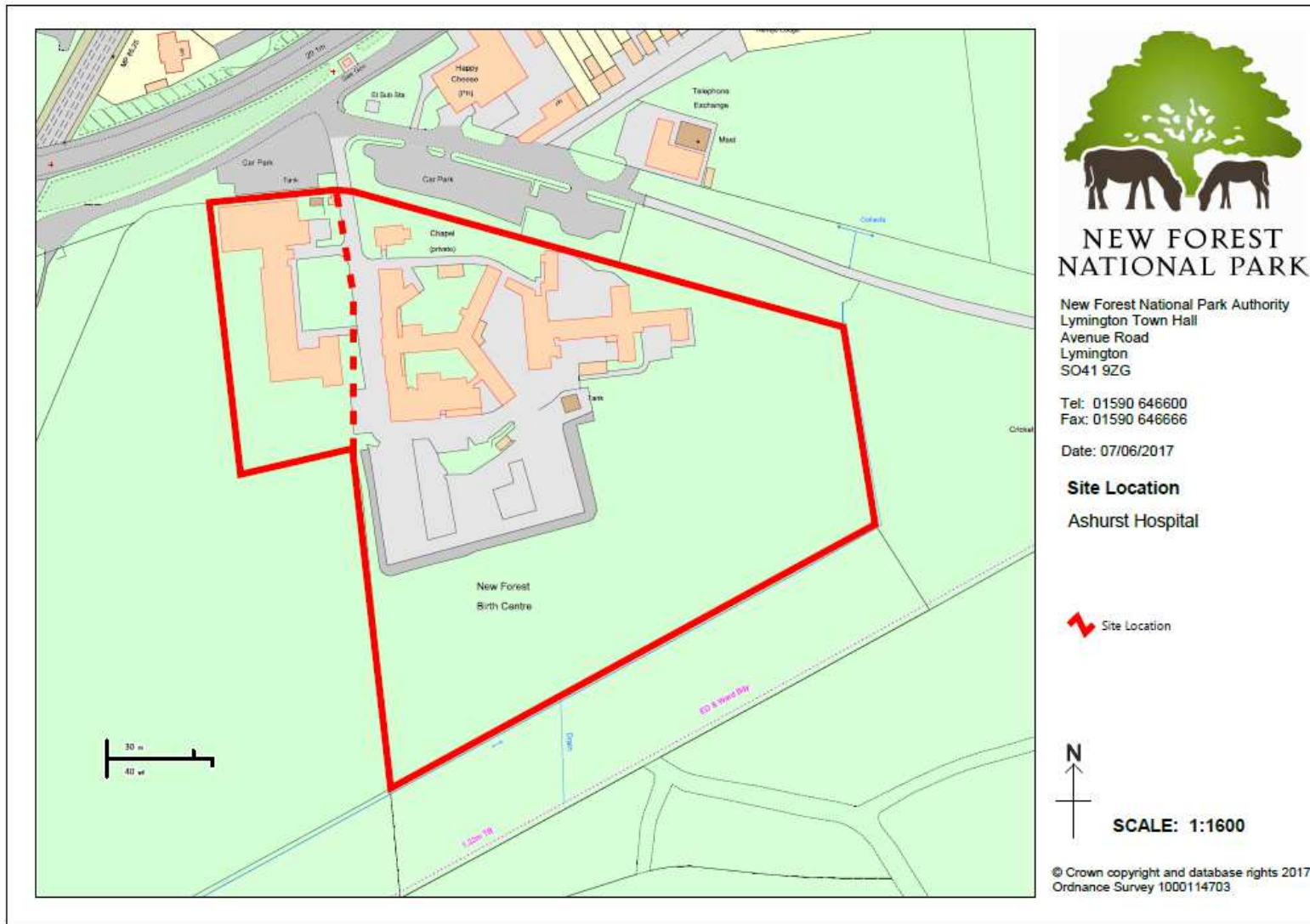
5.1 This informal public consultation runs from Wednesday 14 June – Wednesday 26 July 2017 (6-weeks). During this period feedback is invited on the potential housing sites identified in this document.

5.2 Comments should be received by the National Park Authority by 5pm on Wednesday 26 July 2017 and should be emailed to policy@newforestnpa.gov.uk or posted to:

Policy Team
New Forest National Park Authority
Lymington Town Hall
Avenue Road
Lymington
SO41 9ZG

5.3 The final formal stage of consultation on the Authority's Submission draft Local Plan (Regulation 19 in the Government's planning regulations) is due to take place for a 6-week period between late October and early December 2017. Representation will be invited on the 'soundness' of the Local Plan during this period. The aim is to then submit the Local Plan and all of the representations received on it to the Secretary of State by March 2018 for independent Examination.

Appendix 1 – Potential Housing Site Allocations Maps





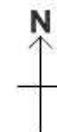
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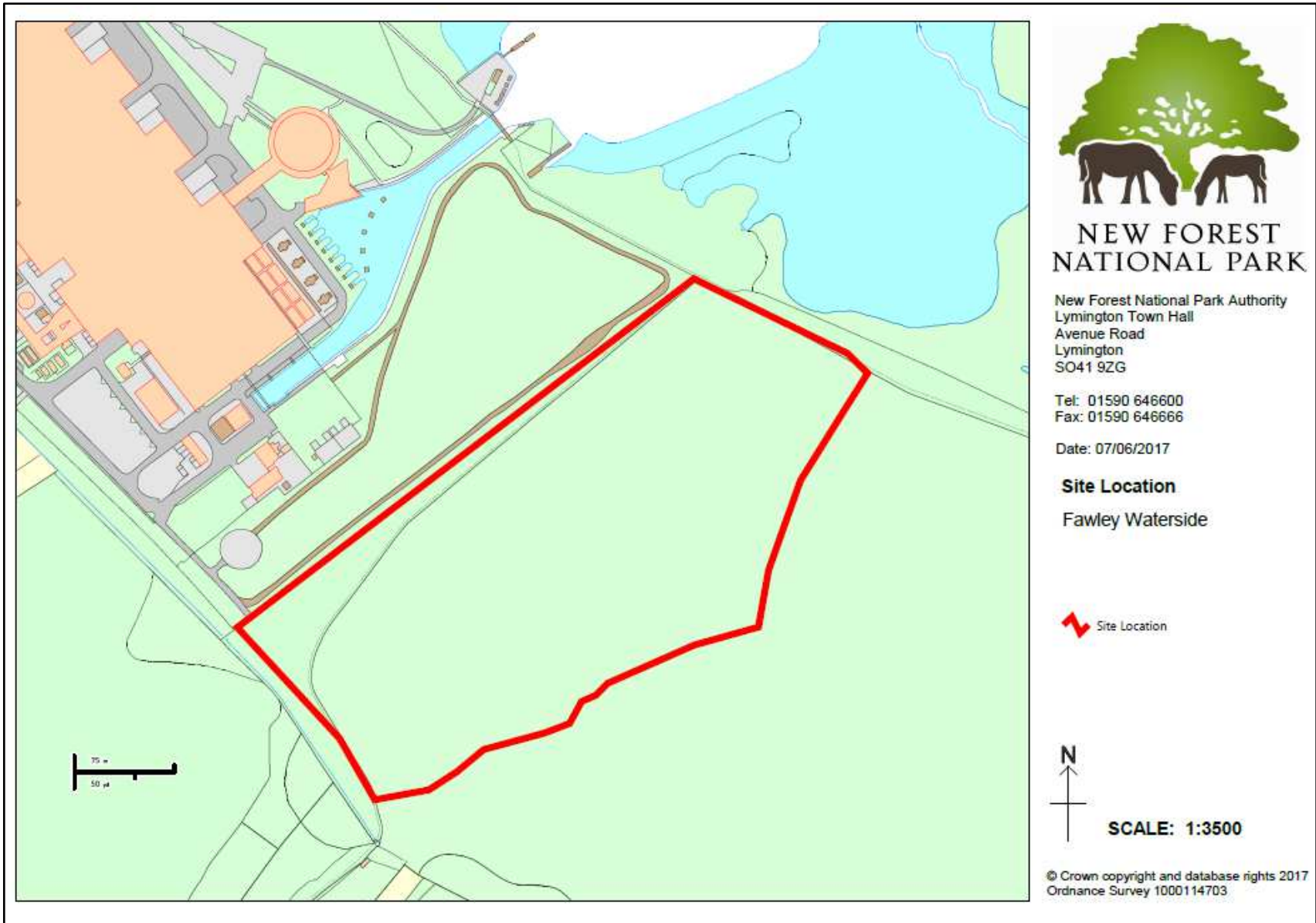
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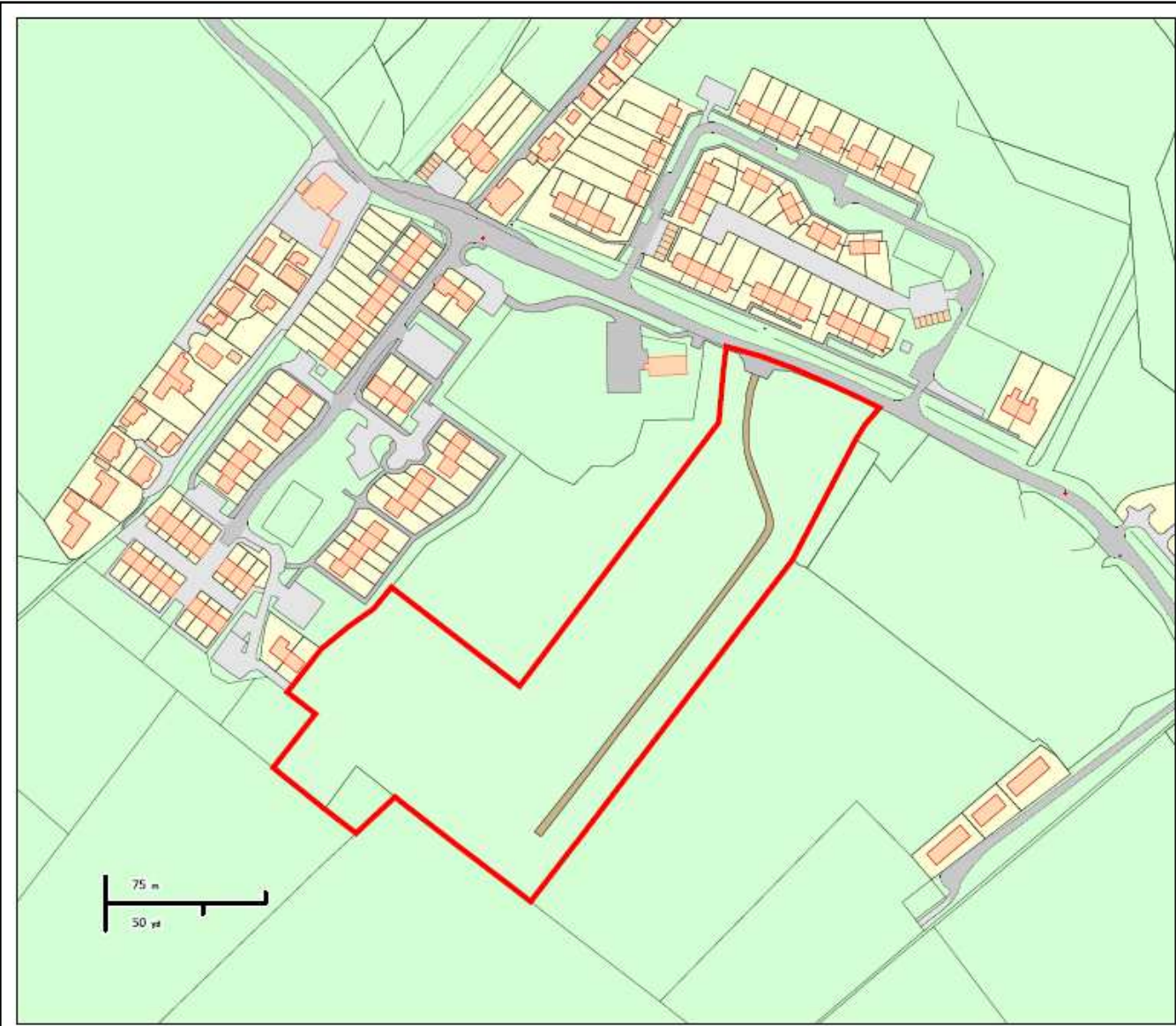
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Uncle Tom's Cabin, Cadnam



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NEW FOREST NATIONAL PARK

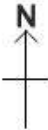
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Date: 05/06/2017

Site Location
Calshot

 Site Location



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