

# LYMINGTON & PENNINGTON's NEIGHBOURHOOD PLAN

**The Lymington and Pennington Neighbourhood Plan Steering Group is reviewing the work undertaken between 2016 and 2023 to take into consideration the changes over the last few years. This consultation invites you to have your say before the Draft Neighbourhood Plan is finalised and subject to its statutory consultation (regulation 14).**

**Lymington and Pennington's Neighbourhood Plan is proposed to cover the period 2016 -2036 in line with the New Forest District Council's Local Plan Part One. The Town Council is the official body responsible for the Neighbourhood Plan.**

Initial consultations took place in August 2016 as a public meeting, to assist in the Steering Group's understanding of the priorities for Lymington and Pennington. This was then followed up with an informal consultation in 2017, including two well attended large exhibitions. At that time the focus was on the larger development sites, which proposed over 1000 homes for Lymington and Pennington, within the Local Plan review.

There are 12 policy ideas we are currently exploring, this includes agreeing key principles for two potential brownfield sites for development in Lymington.

The Neighbourhood Plan also includes the opportunity to propose priorities for the investment of future Community Infrastructure Level, and or S106 funding received by the Local Planning Authority (NFDC)

Other Non-planning matters can also be added to the Plan. During the process of preparing the Neighbourhood Plan, there have been many ideas for improving or addressing current problems in area. These issues can be noted in the plan so they can be taken forward through the Town Council's day to day business and in partnership with the local community and relevant parties.

**Please take the time to fill in the survey and give us your feedback on how you want to shape future development in Lymington and Pennington.**

# What is a Neighbourhood Plan?

- **Neighbourhood Planning is a right for communities introduced through the Localism Act 2011.**
- **A Neighbourhood Plan provides the opportunity for communities to set out a positive vision for how they want their community to develop in the future.**
- **A Neighbourhood Plan enables communities to play a much stronger role in shaping the areas in which they live and work and in supporting new development proposals.**
- **A Neighbourhood Plan forms part of the development plan and sits alongside the Local Plan prepared by the local planning authority.**
- **Neighbourhood Plans need to comply with strategic policies at national level and with the District Council's Local Plan. It cannot repeat policies that already exist in the Local Plan, it can strengthen them providing evidence exists to support this.**

## **A Neighbourhood Plan can...**

- ⇒ Decide where and what type of development should happen in the neighbourhood
- ⇒ Promote more development than is set out in the Local Plan
- ⇒ Include policies, for example regarding design standards, that take precedence over existing policies in the Local Plan for the neighbourhood - provided the Neighbourhood Plan policies do not conflict with the overall strategic direction of policies in the Local Plan.

## **A Neighbourhood Plan cannot...**

- ⇒ Conflict with the strategic policies in the Local Plan prepared by the local planning authority
- ⇒ Be used to prevent development that is included in the Local Plan
- ⇒ Be prepared by a body other than a parish or town council or a neighbourhood forum.



# What does Green Belt mean?

Put simply Green Belt is an area of open land around a city or town, on which building is restricted.

The fundamental aims of the Green Belt policy are:

- To prevent urban sprawl including the merging of large urban areas by keeping land permanently open.
- To prevent neighbouring towns from merging into one another.
- To assist in safeguarding the countryside from encroachment
- To preserve the setting and special character of historic towns
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Green Belt boundaries can be changed through a Local Plan review.

In exceptional circumstances where there is a housing supply shortfall Green Belt land can be released for development.

## Draft Vision

- . *“A growing town with a younger, economically active population;*
- . *A thriving town centre exploiting its heritage, marine and tourism appeal to differentiate itself from other towns in the forest;*
- . *A green town well connected to the surrounding coast and countryside;*
- . *A self-contained town able to meet all its community health, education and recreational needs;*
- . *A delightful town of distinct local areas and streets successfully blending the old with the new;*
- . *A sustainable town that contains its impacts on the high-quality biodiversity and green belt that surround it”*

## Draft Objectives

- . Minimise the effects of the development on the Green Belt by focussing development in the town centre.
- . Successfully integrate major developments into the town.
- . Plan for housing types to suit the needs of younger households.
- . Increase town centre leisure and cultural space to encourage visitors to the town.
- . Raise design standards of new development to reinforce local character and to address climate change and nature recovery.
- . Protect green assets and improve connectivity to the wider rural hinterland.
- . Increase provision of smaller business offices/workshops to meet local needs.



# A SPATIAL STRATEGY FOR THE TOWN

## Policy LP1

**The purpose of these policies is to both encourage planning applications for proposals that the community would like to support and to discourage applications for development that the community does not consider represent sustainable development in the parish.**

**The language used in the policies themselves are in some cases necessarily technical. The supporting text explains the policy intent.**

### **POLICY LP1: A SPATIAL STRATEGY FOR THE TOWN**

A. The focus for new development in Lymington and Pennington, outside of the National Park will be on reusing brownfield land and on realising other suitable development opportunities within the settlement boundary, as shown on the Policies Map. The principles of ‘brownfield first’ and of ‘gentle densification’ in the town will deliver a supply of developable land over the Plan period that will reduce the need for land to be released from the Green Belt for development.

B. The focus on using brownfield land and for gentle densification will contribute to bolstering and sustaining the Lymington town centre’s vitality and viability as the primary centre for retail and other town centre uses. The local centres at Pennington will continue to help meet the day-to-day needs of the local community in line with ‘20-minute neighbourhood’ principles. Outside the town and local centres, the residential character of the suburban areas of Lymington and Pennington will be sustained and enhanced through sensitively designed high quality infill and plot redevelopment.

C. Beyond the settlement boundary the focus will be on enhancing the natural environment, contributing to nature recovery, protecting and enhancing the National Park landscape and maintaining the essential characteristics of openness and permanence of the Green Belt in accordance with national policies, avoiding inappropriate development.

This policy establishes a coherent spatial plan for the town and its surrounding (Green Belt) countryside that shows how its key component parts – Lymington town centre, Pennington local centres, the suburban areas and undeveloped countryside areas – will work together to bolster this sustainable community. It accords with the broader spatial strategy objectives of the NFDC and NFNPA Local Plans.

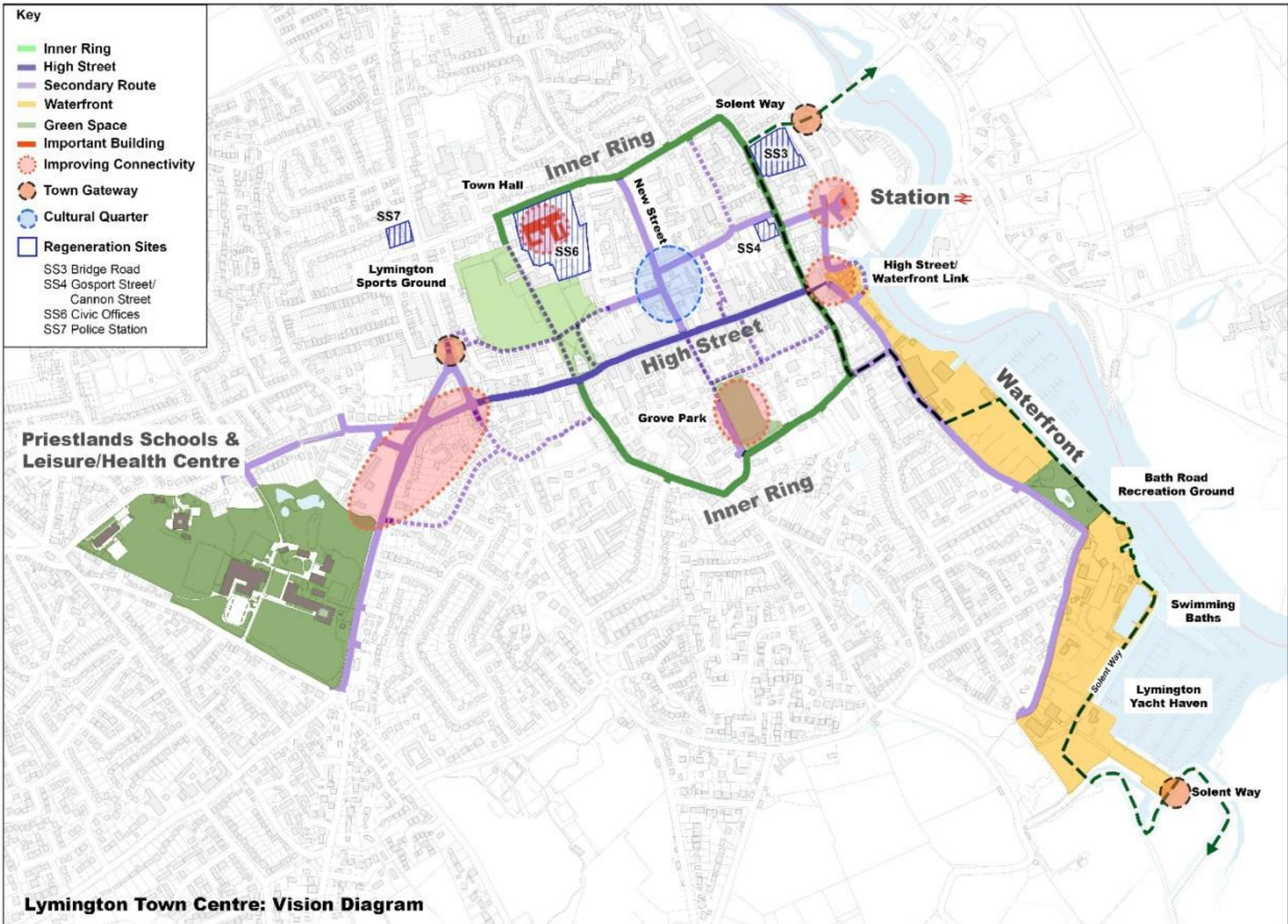
Critical to the success of the town will be maintaining its identity as a distinct, self-contained settlement nestled within the Green Belt. The urban fabric of the town offers opportunities for gentle densification, especially in and around the town centre area and at the local centres in Pennington serving the surrounding residential areas, but also to reuse previously developed (‘brownfield’) land.

The policy requires proper attention to be given to prioritising and realising such opportunities as they arise, rather than utilize the Green Belt. Not only is this approach more efficient in using a scarce land resource, but it will avoid creating unsustainable patterns of growth, poorly located from established infrastructure and therefore car dependent.



# LYMINGTON TOWN CENTRE

## Policy LP2



### POLICY LP2: LYMINGTON TOWN CENTRE

A. The Neighbourhood Plan defines a Spatial Framework for Lymington Town Centre, as shown in Plan H for the purpose of delivering the objectives of the Lymington Town Centre Vision, as set out in Appendix A.

B. Proposals for redevelopment within and adjacent to the key elements of the Spatial Framework will be supported provided they demonstrate how they will contribute to the Lymington Town Centre Vision.

C. As appropriate to their scale, nature and location, development proposals will be required to make a direct and proportionate contribution to projects and town centre improvements which deliver the objectives of the Lymington Town Centre Vision.

A Town Centre Working group consisting of Councillors and representatives from The Lymington Society, SpudWorks and the Chamber of Commerce helped to create appendix A : A Vision For the Town Centre.

There is a paper version of this document available or you can view it on our website

<http://www.lymingtonandpenningtonplan.org.uk/important-documents>

Lymington Town Centre has retained its attraction as a vibrant destination that draws in many visitors and tourists throughout the year, however it cannot become complacent in considering changing economic and consumer trends, including other longer-term challenges such as the climate crisis. It has therefore been important to consider how Lymington Town Centre can continue to provide a balanced mix of social, public and economic activities. It must take a 'Place First' approach that reflects the needs of its users, its specific characteristics, strengths, culture and heritage. This approach is in line with the Grimsey Review 2 (July 2018) conclusions which highlight the need to reshape centres into community hubs which incorporate health, housing, arts, education, entertainment, business/office space, as well as some shops, while developing a unique selling proposition.

The policy therefore defines a Spatial Framework for Lymington Town Centre which incorporates not only the essential commercial, business and service uses within the village centre but also existing and new open space provisions. The key elements of the Spatial Framework is shown in Plan H below and are set out in more detail in the attached Appendix A.

The Town Centre functions encompasses residential, commercial, business and service, local community and leisure uses. The existing open spaces and other amenities and their connection and close proximity to the commercial, business and service uses serves a much wider purpose than simply offering access to a wide range of employment, services and facilities. The area functions as an important meeting place for local people to meet health, recreational and day-to-day business, commercial and service needs with new development anticipated to contribute to this wider purpose.

Finally, the policy seeks to refine NFDC Local Plan Part One Policy IMPL1 by ensuring that allocated funds are directed to projects and town centre improvements identified in Appendix A to deliver the objectives of the Lymington Town Centre Vision. The mix of town centre uses will continue to be managed by existing development plan policies until such a time that they are replaced, either through other policies in this neighbourhood plan, its review, or an emerging Local Plan.



# KEY REGENERATION SITES

## Policy LP3

NFDC's Local Plan Part One included approximately 200 homes to be found within Lymington and Pennington on smaller sites.

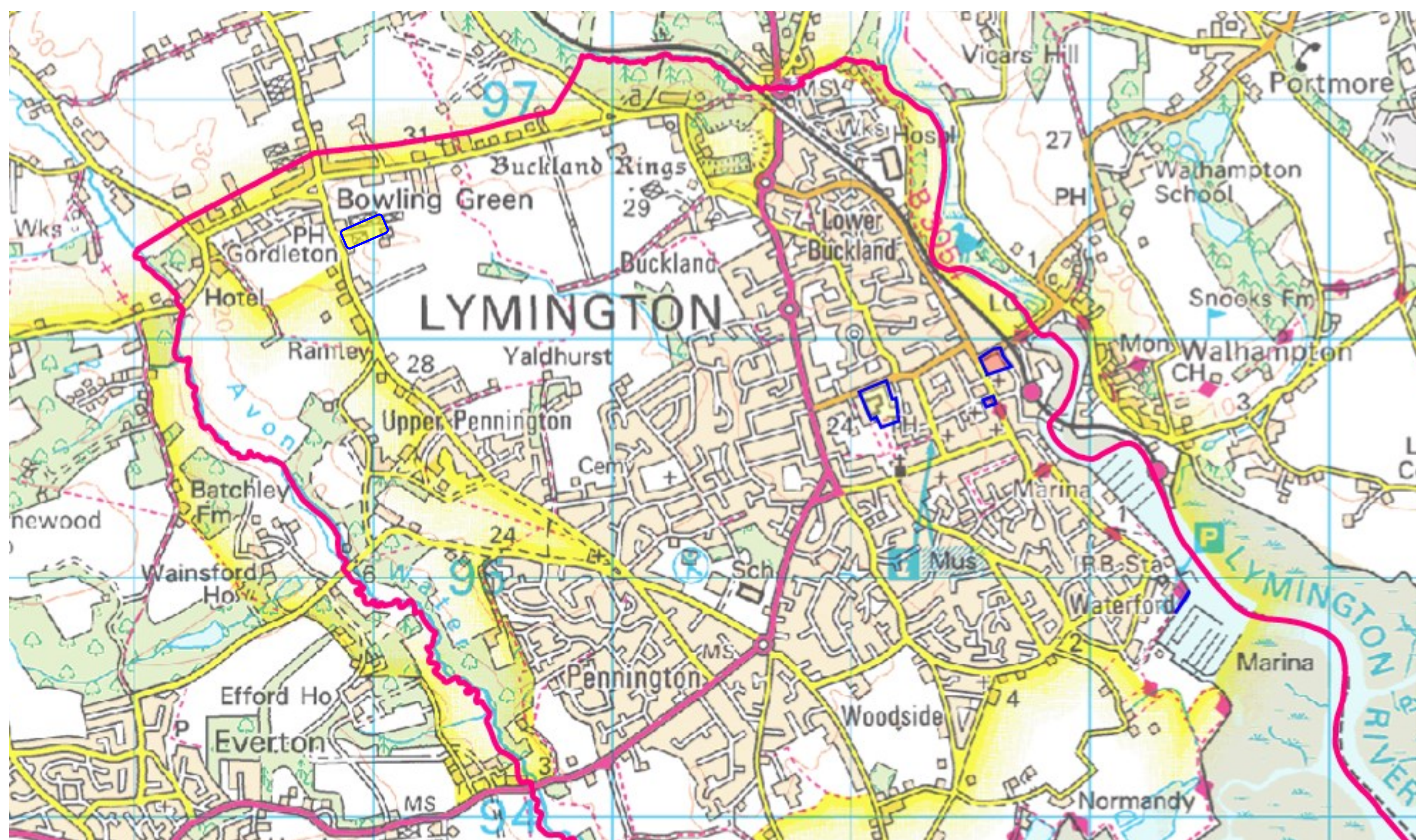
The Neighbourhood Plan team has undertaken an assesment of brownfield sites in the area to define if they are developable during the plan period.

The Neighbourhood Plan prioritises Brownfield sites not within the Green Belt.

Existing brownfield sites can submit planning applications without being included in the Neighbourhood Plan.

If the sites are included in the plan it gives the community a much greater say in how the site is developed.

Some brownfield sites have already come forward since the adoption of NFDC's Local Plan Part One and will take account for some of the 200 new homes needing to be built during the plan period. This includes the old police station site along Southampton Road.



Note: Boundaries are not accurate to the development area

■ Potential area to be allocated development

■ Other development options

— Lymington and Pennington Boundary

Two sites have been highlighted for potential allocation in the Neighbourhood Plan, they are:

- Bridge Road/ Gosport Street, Lymington
- Jewsons site Gosport Street/Cannon Street Lymington.

Whilst the Neighbourhood Plan group is not looking to allocate sites in green belt, National policy allows for a number of exceptions to Green Belt restrictions which include the re-use of brownfield land (previously developed land) for housing development. There is also an opportunity to identify these sites and encourage their re-development. Didgemere Nurseries, Ramley Road, Pennington, which is understood to have a limited area of brownfield, could fit this criteria.

We also know that the Town Hall, Avenue Road site identified is likely to become available for development during the plan period. We will continue to work in partnership with the landowner (NFDC and HCC) to ensure that the community has a say in the key development principles for the site once it becomes available for development.



# KEY REGENERATION SITES

## Policy LP3



### BRIDGE ROAD/GOSPORT STREET

- The site is in the ownership of three owners.
- This is currently an active employment site and operates several factory/commercial buildings with short term tenancies.

A small sites workshop took place with working group members to discuss the potential options for development on this site. The options considered include:

- Residential only with smaller houses/apartments.
- Mixed use of employment and smaller houses/apartments to attract younger demographic.
- Commercial use such as a hotel.

Note: Boundaries are not accurate to the development area

### Considerations/Issues

- NFDC have expressed concerns about the potential loss of employment on the site.
- Landowners would need to work together with the Neighbourhood Plan group to agree a scheme to ensure it is deliverable.
- Residential back/gardens are located to eastern and southern boundaries.
- Bridge Road/Gosport Street roundabout and access options.

**The Neighbourhood Plan group favour the mixed use option of residential, which would provide the frontage and gateway views to the site. With employment located at the back of the scheme.**

### GOSPORT STREET/CANNON STREET

- The site has just changed ownership.
- It was previously an employment site for a building merchant until June 2023. It is currently not operating.

A small sites workshop took place with working group members to discuss the potential options for development on this site. The options considered include:

- Residential only with smaller houses/apartments. Higher density scheme to benefit from Town Centre location. Possible non-residential/commercial uses fronting Gosport Street.
- Commercial use such as a hotel.

Note: Boundaries are not accurate to the development area



### Considerations/Issues

- Currently we have been unable to engage with the new landowner.
- Street frontage to Gosport Street (eastern boundary) with 2 storey residential opposite
- Street frontage to Cannon Street (northern boundary) with residential back gardens and garages opposite.
- Residential back/gardens are located to southern boundary.
- Existing vehicle accesses off Cannon Street and Gosport Street
- Limited onsite parking for hotel use.

**The Neighbourhood Plan group favour the mixed use option of residential, with commercial/employment uses fronting Gosport Street.**

**What do you think? Would you like to see these areas developed this way?** Let us know in the survey.

Once we know your thoughts we will engage further with landowners and decide if a scheme should be allocated in the Neighbourhood Plan.



# PENNINGTON SHOPPING PARADES

## Policy LP4

### POLICY LP4: PENNINGTON SHOPPPING PARADES

A. The Neighbourhood Plan defines Local Shopping Frontages at Milford Road and South Street, and Pennington Square and South Street, as shown on the Policies Map. Proposals for a change of use that will result in the loss of an active commercial, business or service use of a ground floor frontage in a Local Shopping Frontage will not be supported.

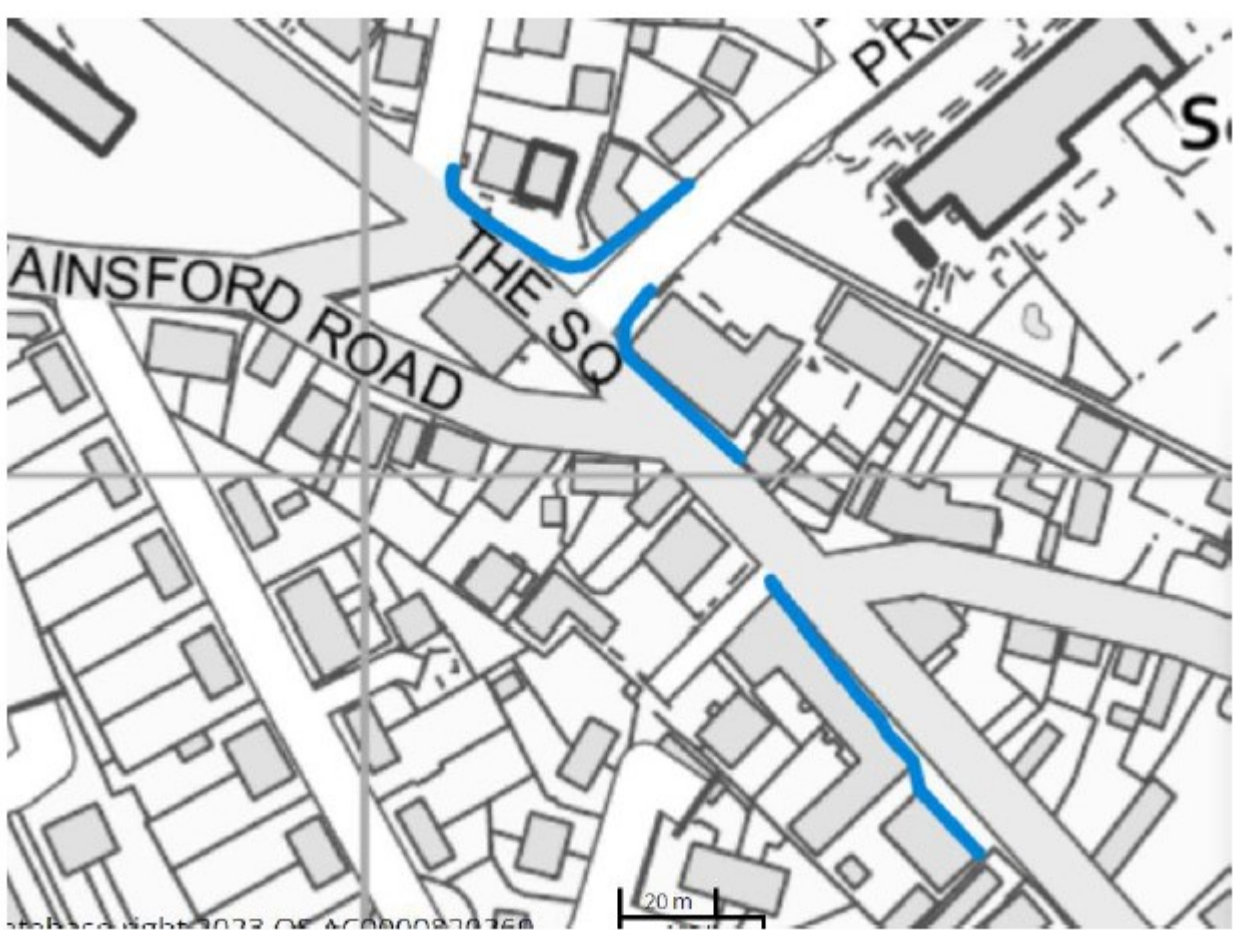
This policy is intended to protect the essential local shopping and service facilities at Milford Road and South Street, and Pennington Square and South Street replacing the provisions of NFDC Local Plan Part Two Policy DM17. Both parades play a vital role in providing the local communities with convenience and local services that reduce their dependence on travelling further afield. It is necessary to update this policy provision following the implementation of the new Use Class Order which consolidated a number of uses into a new Class E (commercial, business and service) uses and the impact from shops changing into residential uses in these locations.

It is recognised that some changes of use do not now require planning permission and new permitted development rights has enabled changes of use from what are now Class E uses to residential uses. The Town Council hopes that NFDC will make an Article 4 Direction for both parades to remove those rights, enabling such changes to remain in planning control and the Town Council will submit a formal request for this following the referendum of this Neighbourhood Plan.

Milford Road/South Street Shopping Parade



Pennington Square/South Street Shopping Parade





# WALKABLE NEIGHBOURHOODS

## Policy LP5

A. The Neighbourhood Plan identifies broad locations at Buckland, Woodland, South Pennington and North Pennington, as shown on the Policies Map, as walkable communities that are primarily residential areas lying more than 800m walk from the defined Lymington Town Centre.

B. In each broad location, proposals comprising one or more of the following uses will be supported in principle:

- i. Class E(a) convenience food retail for up to a total of 500 sq.m of net internal retail floorspace
- ii. Class E(b) café
- iii. Class E(d) indoor sport and recreation
- iv. Class E(e) medical services
- v. Class E(f) day centre or nursery
- vi. Class F1 learning and non-residential institution; and/or a
- vii. Class F2 local community use.

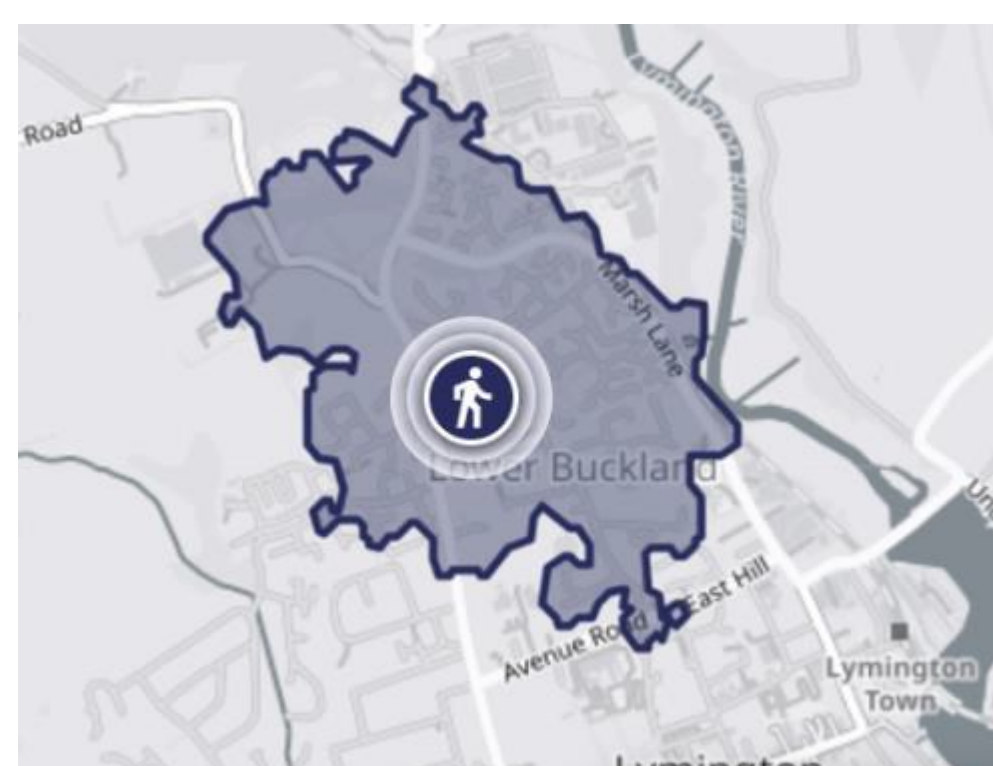
C. Proposals that comprise one or more uses defined in Clause B may be delivered as ground floor units in a scheme with housing on upper floors if designed to manage any potential for conflicts in amenity between those uses.

D. Proposals that comprise one or more uses defined in Clause B must demonstrate that the site is located and accessible by walking, cycling and/or public transport from established residential areas in a walkable community area in safe, convenient and pleasant ways.

E. Proposals to change the use of land or premises in a walkable community area that is in an established use defined in Clause B to another use will not be supported.

The policy is inspired by the 20-minute neighbourhood concept which seeks to ensure that there is good access to a range of services and facilities within a 10 minute walk (800m) of home. Interest in the idea has grown as the COVID-19 pandemic lockdowns put a spotlight on the importance of the liveability of neighbourhoods, perhaps working at home if possible, using public green space, cycling and walking instead of using cars and connecting with neighbours. There is generally a good coverage of services and facilities across Lymington and Pennington and the policy therefore identifies broad locations within the town's suburban areas to protect established every day/convenience Class E – such as the Local Shopping Frontages defined in Policy LP4 above – and community uses spread across the town from loss to other uses and to support the provision of new uses.

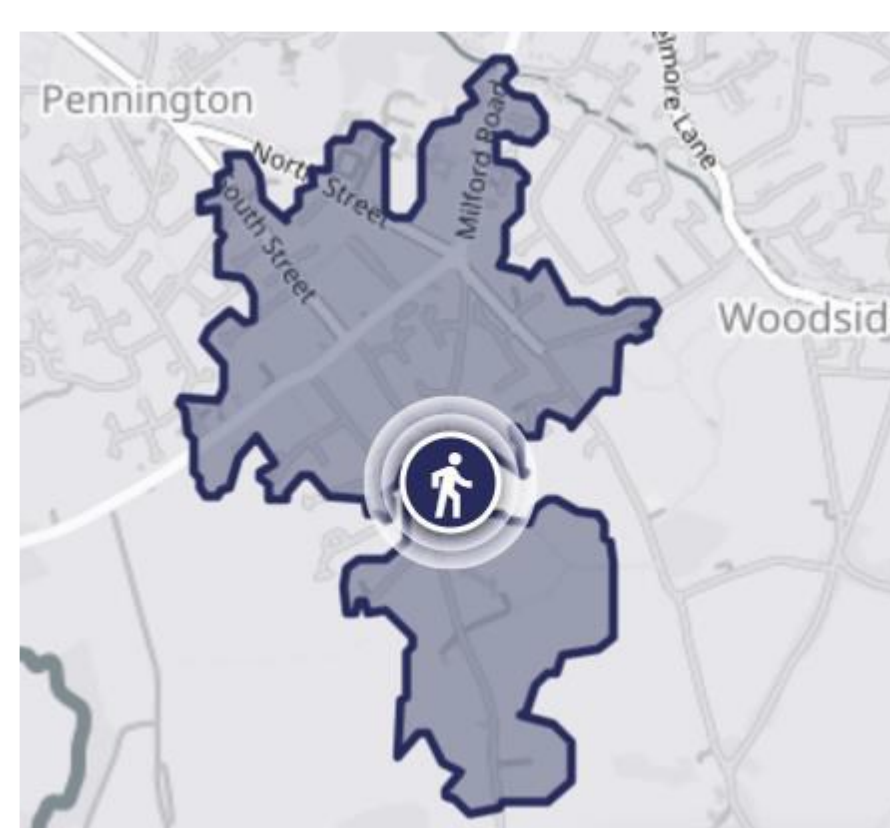
The following maps will be used to define the broad locations set out in Clause A:



Buckland



Woodside



Lower Pennington



Upper Pennington



# HIGH QUALITY DESIGN Policy LP6

## MEETING THE NEEDS OF LOCAL YOUNG PEOPLE Policy LP7

### **POLICY LP6: HIGH QUALITY DESIGN**

A. Development proposals are required to have full regard to the Lymington and Pennington Design Guidance and Code, attached as Appendix B, as relevant to their location, scale and nature.

This policy responds to the Government's encouragement that neighbourhood plans should set out local design guidance by refining NFDC Policy ENV3 and NFNPA Policy DP18 to provide a compendium of design guidance in the form of a Code that covers all of the Parish.

5.16 The Code has also brought together in one place a range of guidance published by NFDC and NFNPA since 2003 but only some of which has been adopted as supplementary planning guidance for development management purposes. The Code is an integral part of the policy but is extensive in distinguishing different areas of the town and is therefore published separately to the Neighbourhood Plan as its Appendix B. To be clear therefore, as the Code has been prepared and consulted on as part of the Plan, its content carries the full weight of the development plan in decision making and is not subordinate or supplementary guidance carrying lesser weight.

5.17 Applicants will therefore be expected to have acknowledged, understood and responded positively to the Code as relevant to the location, scale and nature of their proposals. Where a proposal does not seek to follow the requirements of the Code then the applicant will be obliged to justify why an exception should be made, for example, because a scheme meets the Net Zero Carbon provisions of Policy LP11 requiring a design solution that cannot fully comply with the Code. The Code should be used by developers in conjunction with The Lymington Local Distinctiveness SPD.

Lymington and Pennington Design Guidance and Code was created utilising a technical support package available through Locality, who support Neighbourhood Plan groups. Their consultants, AECOM, worked with the Steering group and utilised previous Working Group discussions. The document was consulted on publicly and had further amendments a results of the responses.

There is a paper version of this document available or you can view it on our website

[http://  
www.lymingtonandpenningtonplan.org.uk/important-documents](http://www.lymingtonandpenningtonplan.org.uk/important-documents)

### **POLICY LP7: MEETING THE NEEDS OF LOCAL YOUNG PEOPLE**

A. Proposals for residential development will be expected to provide a mix of dwelling types and sizes to address the nature of local needs and contribute to the objective of creating a mixed and balanced community.

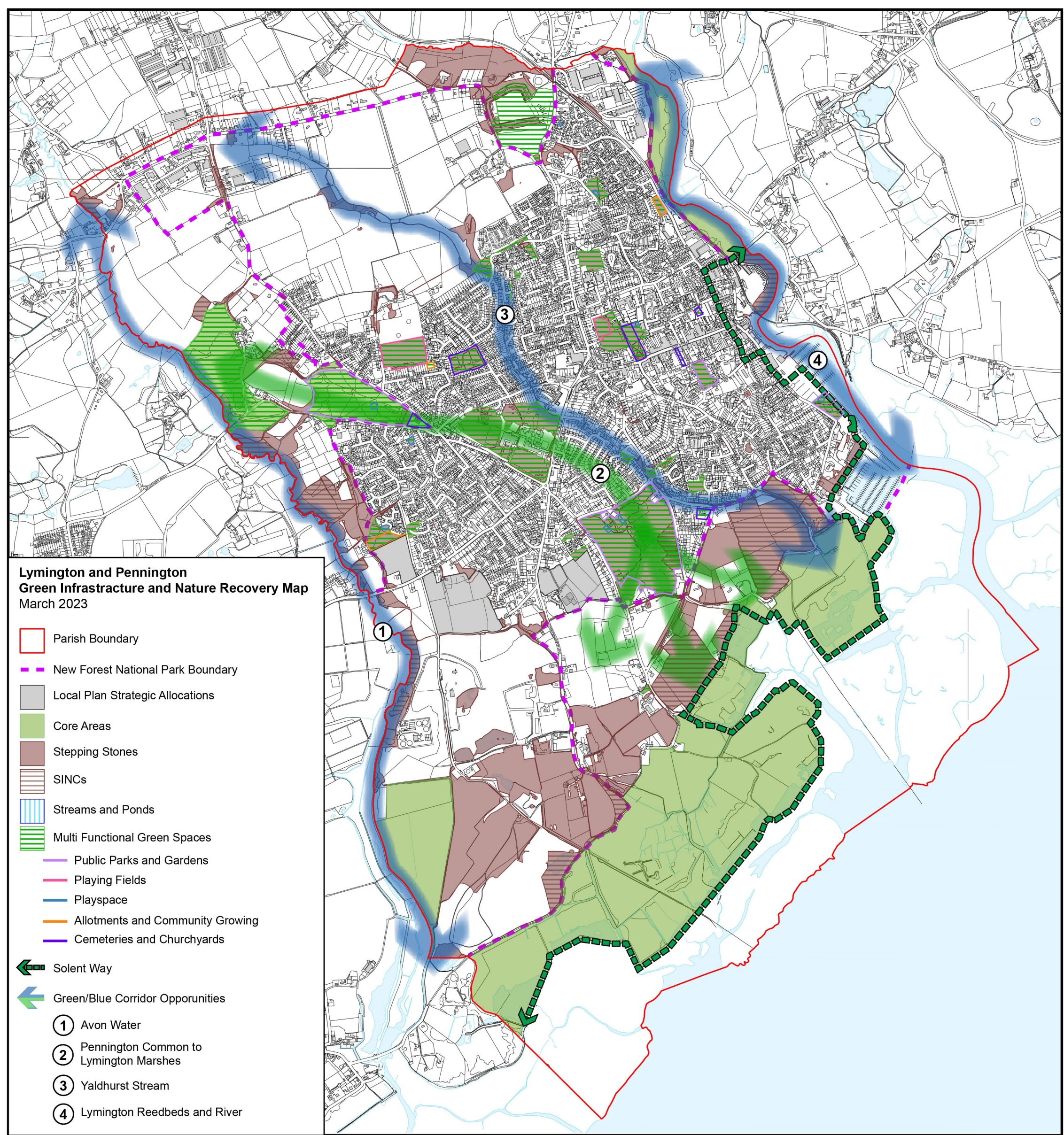
B. To achieve this objective, new residential development comprising three or more net dwellings must seek to include in their housing mix a high proportion of smaller dwellings that have one, two or three? bedrooms and a tenure suitable for those looking to rent/buy their first home and downsizers.

The policy seeks to diversify the housing stock to allow younger people/families with a local connection to Lymington and Pennington to remain in the town. The provision of a stock of small housing units would also give the elderly an opportunity, if they wish, to vacate their larger dwellings, yet remain resident in the town and provide an opportunity for younger and/or key worker, one and two person households to find suitable accommodation in the area. Better utilisation of the existing housing stock is unlikely to occur unless smaller units are available either by the construction of new small dwellings or by the conversion of existing properties. The provision of the policy is key in seeking to maintain a mixed and balanced demographic.



# GREEN INFRASTRUCTURE AND NATURE RECOVERY NETWORK

## Policy LP8



Nature is collapsing at an alarming and unprecedented rate. The decline in nature affects us all. Wildlife and nature provide a vital role in supporting our wellbeing, society and economy along with the air we breathe, the food we eat, water we drink and many resources we need to survive and maintain our quality of life.

We need to create a Nature Recovery Network that extends into every part of our towns, cities and countryside, bringing wildlife and the benefits of a healthy natural world into every part of life.

Land of any size can contribute to the Nature Recovery Network – nature reserves, community spaces, gardens, farms, parks, churchyards and schools.

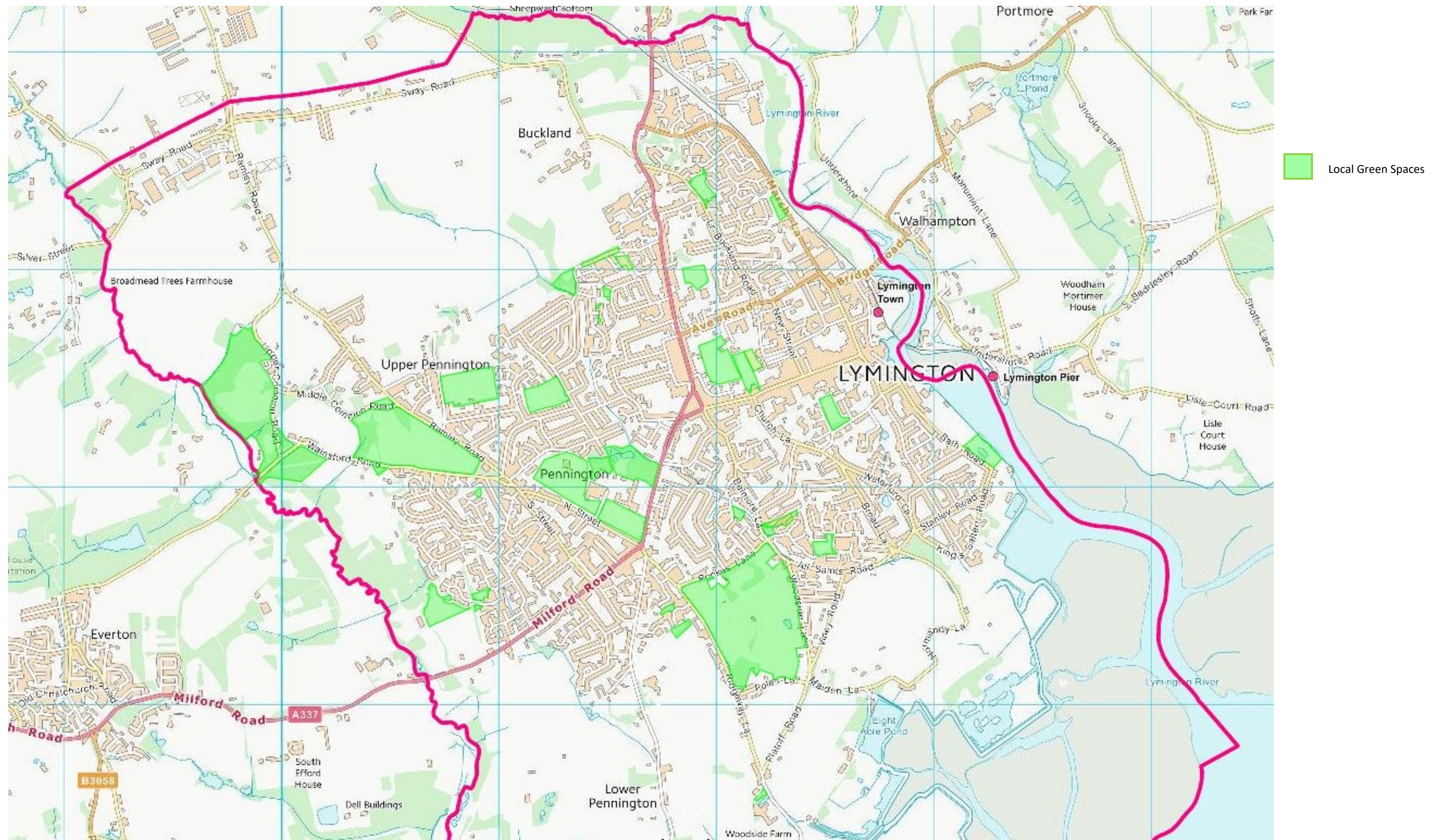
### Policy LP8 Green Infrastructure and Nature Recovery Network

- A. The Neighbourhood Plan designates a Green Infrastructure and Nature Recovery Network, as shown on the Nature Recovery Policy Map, for the purpose of promoting ecological connectivity, outdoor recreation and sustainable movement through the parish and into the National Park; helping to mitigate climate change. The Network comprises the town's variety of green spaces, ancient woodland, trees and hedgerows, water bodies, assets of biodiversity value, children's play areas and recreational playing fields.
- B. Development proposals that lie within or adjoining the network are required to have full regard to maintaining and improving the functionality of the network, including delivering a net gain to biodiversity and improving connections to existing green infrastructure assets and the wider countryside, in the design of their layouts and landscaping schemes. Proposals that will harm the functionality or connectivity of the network will not be supported.
- C. All development should embed Green Infrastructure in a way that helps to support nature recovery to reverse the decline in biodiversity and result in a net gain. Development proposals that will lead to an extension of the network will be supported, provided they are consistent with all other relevant policies of the development plan.
- D. The Policies Map shows those parts of the designated Network that are known or likely to have biodiversity value. For the purpose of calculating Biodiversity Net Gain requirements using DEFRA's latest metric, development proposals located within or adjoining that part of the Network should anticipate achieving at least a medium distinctiveness multiplier score.
- E. Any proposal that can demonstrate that off-site compensation to mitigate for biodiversity loss is necessary must follow a sequential approach to its delivery. The gain should be delivered within or adjoining the network where the land is suited in principle for delivering the necessary gain. If this is not practical, then gain should be delivered on land within an adjoining Parish that is suited in principle for delivering the necessary gain. Only if it can be shown that this is not practical may the gain be delivered on other land.



# LOCAL GREEN SPACES

## Policy LP9



### Policy LP9 Local Green Spaces

A. The Neighbourhood Plan designates Local Green Spaces as follows;

i) NOTE: The list of sites is still being assessed, many sites already have some form of protection against development. A site list will be added once the assessment is completed.

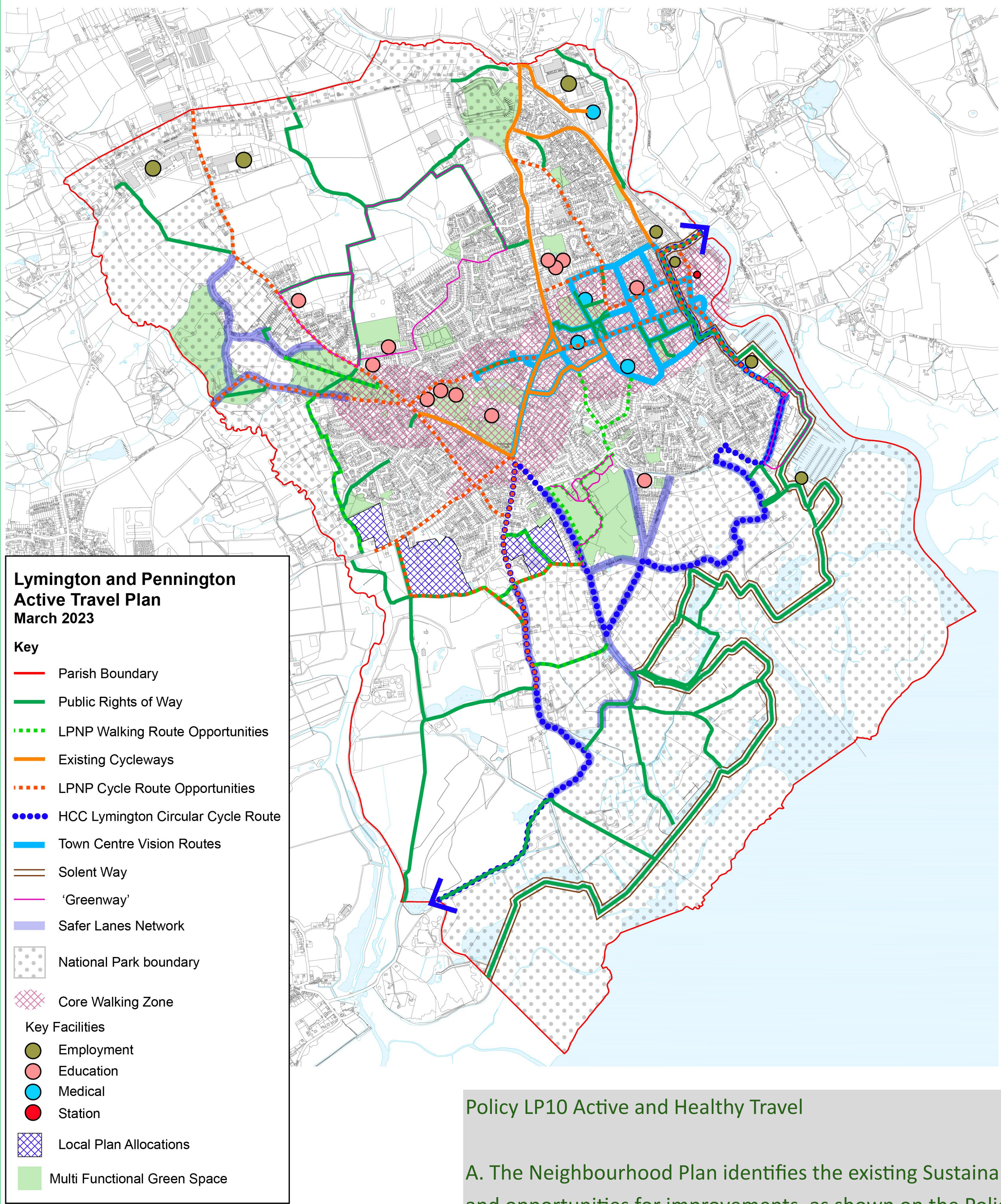
B. Proposals for development on a local green space will be assessed in accordance with policies that apply to Green Belt and will therefore only be supported in very special circumstances.

The policy designates a series of Local Green Spaces in accordance with the tests of NPPF §102. A designation has the policy effect of the equivalence of the Green Belt when determining planning applications located within a designated Green Space. Hence, the policy resists all development proposals that will undermine the essential character of a Local Green Space, unless there are very special circumstances to justify why consent should be granted.



# ACTIVE AND HEALTHY TRAVEL

## Policy LP10



### CAN YOU HELP?

On our Active Travel map we have identified cycle and walking route opportunities.

These opportunities must be deliverable with landowner consent.

Let us know, in our survey, if there are other areas you think should be considered.

### Policy LP10 Active and Healthy Travel

- A. The Neighbourhood Plan identifies the existing Sustainable Travel Network and opportunities for improvements, as shown on the Policies Map, for the purpose of supporting healthy and safe active travel opportunities in the Parish.
- B. Development proposals on land that lies within or adjacent to the Network should sustain, and where practicable, enhance the functionality of the Network by virtue of their layout and means of access and landscape treatment.
- C. Proposals that avoid harm to the functioning or connectivity of the Network or opportunities for improvements to the Network, will be supported.



# NET ZERO CARBON BUILDING DESIGN

## Policy LP11

### Policy LP11 NET ZERO CARBON BUILDING DESIGN

- A. All development must be ‘zero carbon ready’ by design to minimise the amount of energy needed to heat and cool buildings through landform, layout, building orientation, massing and landscaping. Consideration should be given to resource efficiency at the outset and whether existing buildings can be re-used as part of the scheme to capture their embodied carbon.
- B. Wherever feasible, all buildings should be certified to a Passivhaus or equivalent standard with a space heating demand of less than 15KWh/m<sup>2</sup>/year. Where schemes that maximise their potential to meet this standard by proposing the use of terraced and/or apartment building forms of plot size, plot coverage and layout that are different to those of the character area within which the proposal is located, this will be supported, provided it can be demonstrated that the scheme will not have a significant harmful effect on the character area.
- C. All planning permissions granted for new and refurbished buildings should demonstrate that they have been tested to ensure the buildings will perform as predicted and will include a planning condition to require the provision of a Post Occupancy Evaluation Report to the Local Planning Authority within a specified period, unless exempted by Clause B. Where the Report identifies poor energy performance and makes recommendations for reasonable corrective action, the applicant must demonstrate that those actions have been implemented before the condition will be discharged.
- D. All planning applications for major development are also required to be accompanied by a Whole Life-Cycle Carbon Emission Assessment, using a recognised methodology, to demonstrate actions taken to reduce embodied carbon resulting from the construction and use of the building over its entire life.
- E. A Sustainability Statement will be submitted to demonstrate compliance with the policy (except for householder applications). The statement will include a passive design capacity assessment to demonstrate how opportunities to reduce the energy use intensity (EUI) of buildings over the plan period have been maximised in accordance with the energy hierarchy. Designers shall evaluate the operational energy use using realistic information on the intended use, occupancy and operation of the building to minimise any performance gap.

## Net Zero Operational Carbon

### Ten key requirements for new buildings

By 2030 all new buildings must operate at net zero to meet our climate change targets. This means that by 2025 all new buildings will need to be designed to meet these targets. This page sets out the approach to operational carbon that will be necessary to deliver zero carbon buildings. For more information about any of these requirements and how to meet them, please refer to the: UKGBC - Net Zero Carbon Buildings Framework; BBP - Design for Performance initiative; RIBA - 2030 Climate Challenge; GHA - Net Zero Housing Project Map; CIBSE - Climate Action Plan; and, LETI - Climate Emergency Design Guide.

#### Low energy use

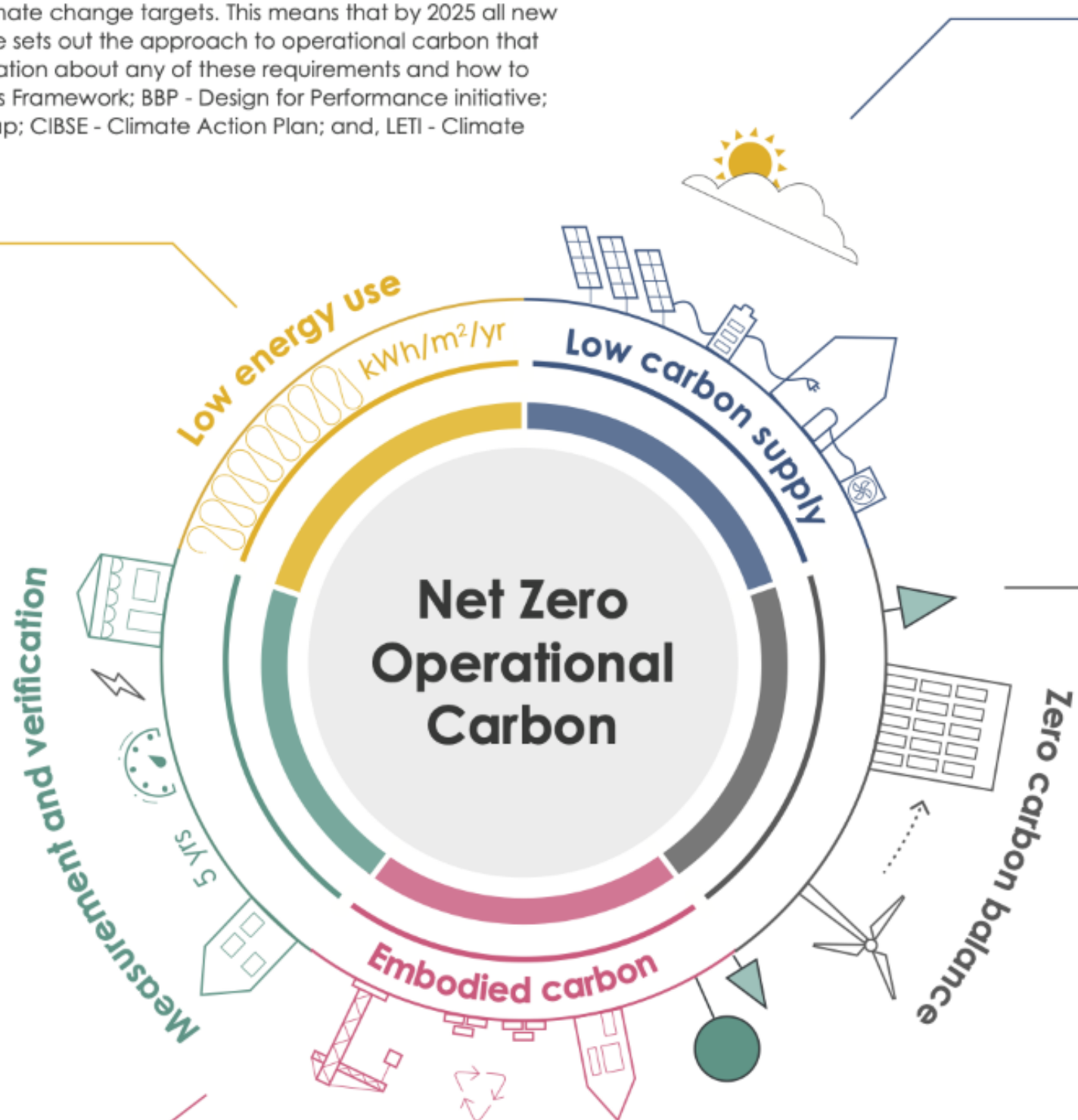
- 1 Total Energy Use Intensity (EUI) - Energy use measured at the meter should be equal to or less than:
  - 35 kWh/m<sup>2</sup>/yr (GIA) for residential<sup>1</sup>For non-domestic buildings a minimum DEC B (40) rating should be achieved and/or an EUI equal or less than:
  - 65 kWh/m<sup>2</sup>/yr (GIA) for schools<sup>1</sup>
  - 70 kWh/m<sup>2</sup>/yr (NLA) or 55 kWh/m<sup>2</sup>/yr (GIA) for commercial offices<sup>1,2</sup>
- 2 Building fabric is very important therefore space heating demand should be less than 15 kWh/m<sup>2</sup>/yr for all building types.

#### Measurement and verification

- 3 Annual energy use and renewable energy generation on-site must be reported and independently verified in-use each year for the first 5 years. This can be done on an aggregated and anonymised basis for residential buildings.

#### Reducing construction impacts

- 4 Embodied carbon should be assessed, reduced and verified post-construction.<sup>3</sup>



#### Low carbon energy supply

- 5 Heating and hot water should not be generated using fossil fuels.
- 6 The average annual carbon content of the heat supplied (gCO<sub>2</sub>/kWh) should be reported.
- 7 On-site renewable electricity should be maximised.
- 8 Energy demand response and storage measures should be incorporated and the building annual peak energy demand should be reported.

#### Zero carbon balance

- 9 A carbon balance calculation (on an annual basis) should be undertaken and it should be demonstrated that the building achieves a net zero carbon balance.
- 10 Any energy use not met by on-site renewables should be met by an investment into additional renewable energy capacity off-site OR a minimum 15 year renewable energy power purchase agreement (PPA). A green tariff is not robust enough and does not provide 'additional' renewables.

#### Notes:

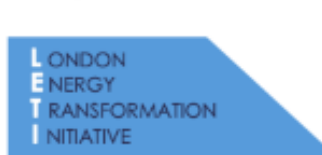
**Note 1 - Energy use intensity (EUI) targets**  
The above targets include all energy uses in the building (regulated and unregulated) as measured at the meter and exclude on-site generation. They have been derived from: predicted energy use modelling for best practice; a review of the best performing buildings in the UK; and a preliminary assessment of the renewable energy supply for UK buildings. They are likely to be revised as more knowledge is available in these three fields. As heating and hot water is not generated by fossil fuels, the assumption on all electric building until other zero carbon fuels exist, (kWh targets are the same as kWh<sub>thermal</sub>). Once other zero carbon heating fuels are available this metric will be adapted.

**Note 2 - Commercial offices**  
With a typical net to gross ratio, 70 kWh/m<sup>2</sup> NLA/yr is equivalent to 55 kWh/m<sup>2</sup> GIA/yr. Building owners and developers are recommended to target a base building rating of 6 stars using the BBP's Design for Performance process based on NABERS.

**Note 3 - Whole life carbon**  
It is recognised that operational emissions represent only one aspect of net zero carbon in new buildings. Reducing whole life carbon is crucial and will be covered in separate guidance.

**Note 4 - Adaptation to climate change**  
Net zero carbon buildings should also be adapted to climate change. It is essential that the risk of overheating is managed and that cooling is minimised.

Developed in collaboration with:



Developed with the support of:





# Policy LP11 NET ZERO CARBON BUILDING DESIGN SUPPORTING TEXT

One of the most important measures we can take to tackle climate change is in how we design new buildings to ensure they are ‘zero carbon ready’ now, so we don’t have to expensively retrofit them in only a few years’ time (at an estimated cost per dwelling of between £15K/£25K). PassivHaus is the most common and rigorous design approach, although the build cost is slightly higher than normal, the ongoing energy cost to occupiers is a fraction of the cost now (so avoiding fuel poverty). This design approach also avoids the ‘performance gap’. Not every site can be designed in this way, but many can and we want them to, to avoid adding to the retrofitting costs of the existing building stock.

The policy complements NFDC Policy IMPL2 (non-residential), saved policy DM4 and NFNPA Policy SP1 and SP11 (including footnote 25) which share the same overall aim but predate the climate change policy development at national level over recent years, but where supplementary guidance by each planning authority has not yet been taken forward.

The policy is in five parts, the combination of which is intended to deliver a step change in the energy performance of all new developments in the Parish and, in doing so, encourage and incentivise the use of the Passivhaus or equivalent standard of building design. Along with the passive design capacity assessment, it is anticipated that designers will demonstrate compliance using a design for performance methodology such as the Passivhaus Planning package or CIBSE TM34 Operational Energy. Achieving this level of performance will make a significant contribution to mitigating climate change that the neighbourhood plan can deliver.

Clause A of the policy requires developers to ensure they address the Government’s climate change targets and energy performance at the very initial stages of design. ‘Zero

Carbon Ready’ by design means making spatial decisions on layout and orientation of buildings at the outset to maximise the passive design benefits (‘free heat’) of a site and avoids leaving this to technical choices and assessment at the Building Regulation stage, by which time the opportunity may have been lost. Applicants are directed to the Net-Zero Carbon Toolkit created by Cotswold District Council and two partner councils, WODC and Forest of Dean District Council. The toolkit is available as a resource for private and public sector organisations to use and adopt ([link](#)).

Its Clause B requires all schemes, no matter what their intended use or size other than householder extensions, to use the Passivhaus Planning Package (PHPP) or equivalent design methodology for all buildings where it is feasible to do so. It is acknowledged that it may not be feasible to do so on some sites, for practical or cost reasons, and if that is the case it should be fully explained in the planning application.

In respect of scheme viability, any extra-over cost of building to the ‘zero carbon ready’ Passivhaus standard (now less than 5%) will diminish to zero well within the period of this Plan, as per both the Governments Regulatory Impact Assessments, research by the Passivhaus Trust, and viability assessments published by a number of Local Planning Authorities. The policy will also ensure that expensive and unnecessary retrofit costs are not passed down to building occupiers in the future, particularly in an area which has relatively high property values. Scheme viability will not therefore be acceptable as a reason for not using the Standard, unless the applicant can demonstrate the scheme has abnormal costs to accommodate.

The policy requires that the scheme density (measured by dwelling units/Ha) is assessed against that of the local ‘character area’, as set out in Appendix B of the neighbourhood plan, in the Design & Access Statement. Outside of such areas, the applicant may define the ‘character area’ that is relevant for the purpose of this exercise.

Proposals seeking to apply the PHPP must be able to demonstrate that the Passivhaus standard can be achieved. Prior to commencement a ‘pre-construction compliance check’ completed by a Passivhaus Designer accredited by the Passive House Institute (PHI) will be required and secured by condition. Upon completion a Quality Approved Passivhaus certificate for each building will be required prior to occupation, again secured by condition.

Clause C requires the developer of a consented housing development scheme of any size to carry out a Post-Occupancy Evaluation (POE) including actual metered energy use, and to submit the report to the local planning authority. It will be implemented by attaching a planning condition, which will only be discharged once the report has been submitted and any recommended actions to rectify any performance gap with the design stage assessment are carried out by the developer. Passivhaus certified schemes will not fail in this way and they are therefore exempted from this policy requirement. In the absence of supplementary guidance from NFDC and NFPA on POE, guidance has been included in Appendix D.

Clause D requires all development proposals that are not householder applications to be accompanied by a Whole Life-Cycle Carbon Emissions Assessment, RICS methodology is preferred ([link](#)).The assessment will enable the design team to understand and respond to the lifetime consequences of their design decisions and to design for adaptability, longevity and disassembly; contributing to resource efficiency (Clause A) and contributing to the ‘circular economy’.

This requirement will be added to the NFDC/NFPA Council Validation Checklist for outline and full planning applications applying to proposals in the neighbourhood plan area until such a time that there is a district-wide requirement.

Clause E requires the Sustainability Statement for applications already required to be submitted to cover the following:

- an assessment of the proposal to minimise regulated and unregulated emissions, the embodied emissions and the emissions associated with maintenance, repair and replacement of the new building(s), as well as its dismantling, demolition and eventual material disposal
- a calculation of the energy and carbon emissions covered by the Future Homes Standard and Building Regulations and, separately, the energy demand and carbon emissions from any other part of the development that are not covered by the Future Homes Standard or Building Regulations
- the proposal to reduce carbon emissions beyond the Future Homes Standard and Building Regulations through the energy efficient design of the site, buildings and services
- the proposal to further reduce carbon emissions through the use of zero or low emission decentralised energy where feasible
- the proposal to further reduce carbon emissions by maximising opportunities to produce and use renewable energy on-site, utilising storage technologies where appropriate
- the proposal for a demand-side response, specifically through installation of smart meters, minimising peak energy demand and promoting short-term energy storage
- an analysis of the expected cost to occupants associated with the proposed energy strategy

Every new build or redevelopment project in the neighbourhood plan area provides an opportunity to make a difference and a contribution towards meeting our climate change targets for 2050. This new information requirement need not be an unreasonable expectation of even the smallest schemes for new buildings.



# URBAN GREENING AND CANOPY COVER

## Policy LP12

### Policy LP12 URBAN GREENING AND CANOPY COVER

A. Development proposals on sites of 0.5 ha or more outside the Lymington Town Centre boundary should achieve a future canopy cover of at least 25% of the site area principally through the retention of existing trees and the planting of new trees. Where such an approach would be impracticable for viability, layout or design reasons, the use of other green infrastructure (such as green roofs and walls) should be used where they can offer similar benefits to trees.

B. Development proposals in the Lymington Town Centre Boundary, and on sites of less than 0.5 ha, should maximise the opportunities available for canopy cover, including tree retention and planting or the provision of other green infrastructure (such as green roofs and walls).

The i-Tree Canopy tool was created by Forest Research as part of a baseline study The Canopy Cover of England's Towns and Cities: baselining and setting targets to improve human health and well-being (Trees People and the Built Environment 3, 2017). Forest Research is currently undertaking a mapping exercise to build an urban canopy cover map of the UK. It indicates that the majority of the built-up area of Lymington and Pennington currently has <15-20% of canopy cover.

Canopy cover is the layer of leaves, branches and tree stems that cover the ground. Trees help mitigate the environmental and social challenges our built-up areas, especially our Town Centre, face in a quantifiable way. This is supported by the Government's NetZero Strategy: Build Back Greener October 2021 which recognises the role of green and blue infrastructure, including trees, in providing an opportunity to benefit local economies and bring about long-term improvements in people's health and wellbeing. The policy therefore draws inspiration from others, like Wycombe District Council and Cornwall Council who are operating planning policies which require new development (excluding householder applications) to achieve a quantifiable future canopy cover, with many others in the process of developing this type of policy. The London Plan operates a similar approach with its Urban Greening Factor.

The policy refines NFDC Local Plan Part Two Policy DM9 which seeks to minimise the loss of green features on sites. Doick et al suggests that "towns and cities with at least 20% cover should set targets to increase cover by at least 5% within ten to twenty years" and given that Lymington and Pennington's canopy cover is below this recommended baseline the policy requires new development to achieve a minimum of 25% canopy cover of the site area to start to bring Lymington and Pennington's canopy cover in line with this baseline (Trees People and the Built Environment 3, 2017). In doing so, a wide range of benefits are expected including storing carbon, reducing the urban heat island effect and improving air quality. The policy has been designed to be applied in a flexible way. In specific terms it acknowledges that issues such as commercial viability, site layouts and design may make the expectations of the policy impracticable on a site by-site basis. This will be a matter for NFDC/NFPA to consider based in the evidence provided with each development proposal. In addition, matters such as site layout and commercial viability may also be affected where development proposals would also need to provide open space and landscaping to meet other policies.

As NFDC/NFPA does not currently have guidance for applicants to calculate canopy cover, the adopted Wycombe Tree Canopy Cover Supplementary Planning Document (SPD) provides a Canopy Cover calculator, developed in partnership with Treeconomics Forest Research and Wycombe District Council ([link](#)). This guidance will assist applicants in calculating how their proposed scheme should seek to meet the requirements of the policy, until such a time that NFDC/NFPA adopts its own guidance.



# LOCAL INFRASTRUCTURE IMPROVEMENTS

Where opportunities arise through Section 106 agreements (or through the Community Infrastructure Levy) to secure financial contributions to invest in improving local infrastructure, the Neighbourhood Plan can propose the priorities for investment of its share of future Community Infrastructure Levy received from the local planning authority.

A full list of projects is yet to be agreed by the Steering Group for inclusion in the Draft Neighbourhood Plan. A Town Centre Working Group helped create “A Vision for the Town Centre” opportunity areas were highlighted within this document

[www.lymingtonandpenningtonplan.org.uk/important-documents](http://www.lymingtonandpenningtonplan.org.uk/important-documents)

These areas include:

**High Street** - to make the High Street more accessible and encourage people to spend more time on the High Street by improving the High Street environment, linkages and wayfinding

**Grove Gardens** - With a few low key interventions, the open space at Grove Gardens has the potential to be used as a town Park, a green space that is easily accessible to the High Street

**The Waterfront, focusing on the Quay** - The River front and quay need a simple public space at the northern end to improve the link to the High Street and provide a focus and destination around the Quay Road/Quay Street/slipway area

**The Station** - The station is detached from the High Street and the Water front and is an uninviting pedestrian environment. Improvements are needed to create a more welcoming gateway to Lymington town centre.

**Lymington Town Hall** - Given its location and relationship to the Lymington Sports Ground and other amenities, the redevelopment of the Lymington Town Hall site, either in whole or part, provides an opportunity to improve the town centre.

**Priestland Gyratory** - Although the Priestlands Place/Stanford Road gyratory has an important traffic management function it is also a gateway to the town centre from the north and the west. Consideration should be given to how it functions as an entrance to the town centre and the potential for improving connectivity.

**The New Street Community/Cultural area** - The area around New Street has been recommended by the neighbourhood plan Design and Heritage group to become a ‘Cultural zone’. It includes the Lymington Centre, St Barbe Museum, and the now largely unused Literary Institute

Do you agree with these areas for improvement? Are there other areas we should consider?

Let us know through with your survey response.



# OTHER NON PLANNING MATTERS

During the process of preparing the Neighbourhood Plan, there have been many ideas for improving or addressing current problems in the parish that lie outside the scope of the land use planning system to control. The Neighbourhood plan can note these issues and, if included in the Plan, the Town Council will take them forward through its day-to-day business and in partnership with the local community and relevant parties.

Ideas currently being considered are:

- . Public realm improvement projects
- . Nature Recovery and Biodiversity Net Gain improvements
- . Active travel improvements for non-car users, including walking and cycling routes, pedestrian and cycle friendly zones and Safe Routes to Schools, including Poulner Schools and other LCWIP type projects
- . Improvements to green the urban environment and street scene through tree planting and wildflower and bulb planting on public and private land including roadside verges
- . Community facilities for younger people.
- . Community bus

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Do you agree with these ideas for addressing current problems? Are there other ideas/problems we should consider?

Let us know through with your survey response.



# WHAT NEXT?

Nov/Dec 2023	Consultation analysis	The comments from the informal consultation will be considered and the Plan altered as necessary.
January 2024	SEA: Draft document created.	One of the obligations in the Neighbourhood Plan process is Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment. The SEA Directive seeks to provide a high level of protection of the environment by integrating environmental considerations into the process of preparing plans and programmes.
Dec/Jan 2024	Draft Plan Creation	The draft plan will be approved by the Steering Group and then recommended to full council for approval.
February 2024	6 Week Public Consultation (Regulation 14)	We must publicise the plan in a manner which brings it to the attention of the people who live, work or run businesses in the neighbourhood area – this should include details of: - the proposed neighbourhood plan - of where and when it may be viewed - on how to make comments on the plan and the date by which comments must be received (at least six weeks from the date on which it was first publicised)
April 2024	Modifications to the Draft plan	Any comments received by the end of the consultation period should be considered. A decision will need to be made over whether or not to amend the neighbourhood plan. These decisions and the reasoning behind them should be recorded, as this information will need to be incorporated into the Consultation Statement.
April 2024	Submission Plan Final Statements	Consultation Statement— The focus of the consultation statement is on the 6 week statutory consultation, however, it should also include all previous community engagement and how this informed the content of the plan. Essentially, this is about demonstrating that there has been proper community engagement and that it has informed the content of the plan.  Basic Conditions Statement— The basic conditions statement needs to demonstrate how the neighbourhood plan proposal meets each of the basic conditions and needs to confirm that the plan meets other legal requirements.
May 2024	Final documents	The steering group will review and agree all the documentation that makes up the plan. The group will then recommend the final documents to Full council for approval.
May 2024	Submission of the Plan to the local planning authority	Draft neighbourhood plan proposal is submitted to the local planning authority—in our case NFDC and NFNPA. On receiving the submitted plan proposal and supporting documents, the local authority is responsible for checking that the submitted neighbourhood plan has followed the proper legal process, such as the neighbourhood area being designated and the legal requirements for consultation and publicity having been followed.
Summer 2024	Publicity	The plan must be publicised for a six-week period (Regulation 16). This should not be confused with the earlier pre-submission consultation (Regulation 14). Any representations made at this stage will be passed to the independent examiner and will only be considered within the context of the independent examination (i.e. whether the neighbourhood plan
Autumn 2024	Independent Examination	The Plan is submitted for examination. The examiner will be considering whether the plan: has appropriate regard to national policy • contributes to the achievement of sustainable development • is in general conformity with the strategic policies in the development plan for the local area • is compatible with EU obligations • meets human rights requirements.
Winter 2024/25	Referendum	The Lymington and Pennington Neighbourhood Plan is voted on with a simple Yes or No by the local Community.



# THANK YOU FOR PARTICIPATING

Thank you for taking the time to visit the exhibition. The survey closing date is 29th October 2023.

There is a paper copy available here to fill in or drop into the Council offices.

An online version is available following the link from:

**[www.lymingtonandpenningtonplan.org.uk](http://www.lymingtonandpenningtonplan.org.uk)**

Survey results will be analysed and a summary made available on the Neighbourhood Plan website.

