

NEW FOREST NATIONAL PARK PLAN
SERVICE VILLAGES AND HOUSING (INCLUDING AFFORDABLE HOUSING) WORKING GROUP: BACKGROUND INFORMATION

1. THE KEY ISSUES RAISED IN THE NATIONAL PARK PLAN CONSULTATION

A wide range of comments were made regarding the Service Villages and Housing spatial strategy approach and are grouped under a number of broad headings. The National Park Authority summary of the comments made is set out below:

a. The Scale of Future Housing Development in the National Park

There were a range of views as to what the appropriate scale of future residential development in the National Park should be, with no clear consensus emerging (it should be noted that the draft South East Plan proposes a housing requirement of 11 dwellings per annum in the Park, 2006 – 2026). The range of views expressed included those who felt there should be no new residential development in the Park, even in the proposed ‘Service Villages’.

However, there were others who supported significant development within the National Park. These respondents raised concerns over the impact on house prices of the policy approach proposed, the impact the restrictive development approach would have on securing developer contributions, and the need for a comprehensive house building programme across the Park.

b. Are the affordable housing targets within the National Park Plan appropriate?

In terms of the draft affordable housing targets in the consultation draft Park, the majority of respondents raised concerns over the Authority’s proposals. It was generally felt that the Authority should accept limited open market housing, with the views expressed including:

- Limited open market housing should be considered to subsidise affordable housing;
- Affordable housing will do nothing to enhance the local community and will only urbanise the ‘Service Villages’.
- The Plan should be based on the provision of affordable housing in the main villages (50% affordable) and a continuation of the rural exceptions policy. This would allow the development of single open market dwelling in the ‘Service Villages’, subject to an affordable housing contribution.
- Restricting development to affordable housing is unrealistic. If 25% open market housing is acceptable (DC4), this figure should be the accepted standard to ensure deliverability.

The majority of respondents also felt that affordable housing should be considered in every village and not restricted to the four 'Service Villages'. There was general support for retaining the rural exceptions policy, rather than allocating affordable housing sites.

c. Other housing issues raised

A range of other housing issues were raised during the consultation, including:

- The need for the Plan to address the issue of second homes / holiday homes. The Commission for Rural Communities' *State of the Countryside Report 2008* indicated that up to 2.5% of dwellings within the New Forest are second homes.
- There should be a specific policy on commoner's housing.
- The NPA should accommodate at least one site for gypsies and travellers.

d. The concept of 'Service Villages'

A number of respondents, particular those based in and around the four proposed villages, objected to the concept of 'Service Villages'. Some felt that the dispersed growth of rural settlements was a more sustainable option to identifying villages where development would be focussed. The concerns at the concept of 'Service Villages' included:

- Concern that four quite different villages have been singled out for development. Recommend that all reference to 'Service Villages' should be deleted.
- The concentration of further housing in the 'Service Villages' is made with no regard to the existing infrastructure – e.g. schools.
- It is entirely proper that Ashurst, Brockenhurst, Lyndhurst and Sway accept development to meet local needs, but it is quite unacceptable to expect them to satisfy wider needs.

There were other respondents who supported the concept as simply a continuation of the planning policy approach of the last decade or more. Some also felt that development of the four villages was urgently needed and should benefit local people needing affordable homes.

e. Alternative options proposed to the four 'Service Villages' identified

Consultation comments on the 'Service Villages' concept included proposals for a range of alternative options. These included:

- The dispersed growth of rural settlements across the Park as a more sustainable option.
- Although their populations are smaller, the facilities of Redlynch and Landford may warrant their inclusion as defined 'Service Villages' alongside the existing four.

- The alternatives listed in the Plan – e.g. widening the list of defined villages to include settlements such as Burley – would be preferable.
- The ‘Service Villages’ are only those from the NFDC Local Plan. All of the six villages recognised by Salisbury District as being areas of controlled growth have been excluded from this Plan and this should be reconsidered.
- The term ‘Service Villages’ sends out all the wrong signals. Suggestions that the existing term ‘Defined Villages’ or ‘Protected Villages’ be used instead.

f. Other issues relating to the ‘Service Villages’

A number of other comments were raised with regard to the ‘Service Villages’. There was general concern that the Plan seemed to be advocating the replacement of half of the village shops. This appeared to be based on a major misunderstanding of policy DC17 in the local press. Other respondents were advocating a more enabling policy approach to encourage growth of the villages, in particular Lyndhurst which is identified as a ‘Market Town’ at the regional level.

2. RELEVANT POLICIES IN THE CONSULTATION DRAFT NATIONAL PARK PLAN

This section provides some background information to the relevant policies in the draft National Park Plan, including the basis of the policies as it emerged from the *New Forest New Chapter* events held in 2007/8 to which over 190 organisations were invited to participate. The approach to settlements and housing were explored in detail at the New Forest New Chapter events and the Authority also subsequently met with the Parish Councils of the four proposed ‘Service Villages’ in November 2008 to discuss their concerns in more detail.

Service Villages

Ashurst, Brockenhurst, Lyndhurst and Sway have had the status of “*defined villages*” since the New Forest District Local Plan in 1999. The Plan confirms the defined villages, “...are those which are already substantially developed, and have a range of facilities and services.” The current policies direct appropriate new residential development (NF-H2), new employment development (NF-B3), new hotels (NF-TM1), retail development (NF-S1), indoor recreation facilities for local needs (NF-R4), extensions to education facilities (NF-P1); and care homes (NF-P5) to the defined New Forest villages.

The following alternative approaches to ‘defined villages’ were discussed in detail at the New Forest, New Chapter workshops:

- (a) retaining the approach of the New Forest District Council Local Plan during the last decade of the 4 defined villages Ashurst, Brockenhurst, Lyndhurst and Sway; or

- (b) changing the currently defined main villages (e.g. include additional settlements such as Burley or Landford); or
- (c) defining no main villages.

The alternatives to the Authority’s proposed approach to ‘defined villages’ were set out in *Annex 1 – Part A – Consideration of Policy Options* in the consultation draft National Park Plan. Consultees were invited to consider alternatives and make constructive suggestions for what the settlement hierarchy should be if they disagreed with the proposals.

Housing (including affordable housing policies)

The potential housing options were also discussed in detail at the 2007/8 workshops. There was general agreement that priority should be given to affordable housing for local people and the following options for its delivery were discussed at the workshops:

- (a) provide more affordable housing to meet local needs with no open market housing;
- (b) provide more affordable housing to meet local needs with some open market housing, even if this does not contribute to affordable housing; or
- (c) provide more affordable housing to meet local needs with open market housing, but only where this also provides a proportion of affordable housing (or a contribution to it).

It was agreed that the modest levels of future development should be focussed on meeting local affordable housing needs (the development of 10 dwellings per annum would increase the stock of housing within the National Park by approximately 1.4% by 2026). Some workshop participants felt that the Authority should accept some open market housing to enable the provision of local needs affordable housing.

List of policies and text taken from the consultation draft National Park Plan

Chapter 3: Strategic Policy Approach (pages 31 – 32)

The established settlement hierarchy (as set out on pages 13 and 14) will be maintained, with Ashurst, Brockenhurst, Lyndhurst and Sway being designated as Service Villages for the New Forest National Park. Focussing the limited development requirements on these larger villages will help protect the most sensitive habitats and landscapes and make best use of established services. It will also assist in reducing the need to travel.

The approach for the defined Service Villages will be to:

- Maintain these largest settlements as the focus for the majority of new development in the National Park, including affordable housing and employment development and to meet some local service needs for New Forest communities. In the interests of sustainability and accessibility any new visitor services and facilities will be directed towards these villages, particularly new visitor accommodation.

- Ensure the essentially rural character of much of the villages is not lost, by preventing additional development outside the defined boundary, employing appropriate and high quality street design, reducing the domination of traffic in the village centres and conserving the historic built environment.

The approach for the rural settlements will be to:

- Allow only limited development which meets local needs for affordable housing, and essential community facilities. In these smaller settlements some small scale employment development may be appropriate through the re-use of redundant buildings or as part of farm diversification schemes helping to support the future viability of farming.
- Some limited affordable housing in the rural settlements will help to address the high level of local needs housing required throughout the National Park and support the continuation of strong local communities. This includes affordable housing for commoners, which is critical in ensuring that this form of traditional land management continues to shape the landscapes of the New Forest.
- Retain existing community facilities and services and support other related initiatives where these will help to sustain the viability and social cohesion of smaller rural communities.

Living and Working in the National Park (pages 77 – 87)

LP1.1 Provide for small-scale development to meet National Park needs, including employment, retail and main community facilities within the four defined Service Villages of Ashurst, Brockenhurst, Lyndhurst and Sway.

The larger centres of population within the National Park should be maintained by providing some employment opportunities and a good range of shops and facilities to meet the local needs of each Service Village itself, other nearby villages and visitors to the National Park. Communities within the Park will continue to look to nearby towns to provide wider shopping, housing and leisure needs.

LP1.2 Allow the provision of essential local community facilities within villages outside the defined Service Villages where the proposal is of clear and direct benefit to the local village or rural community.

In the rural settlements essential local services and facilities will be supported where these meet the immediate needs of the local community, allow greater social cohesion and improve the overall sustainability of the settlement.

LP1.3 Restrict residential development to the provision of affordable housing to meet local needs through development within the four defined Service Villages of Ashurst, Brockenhurst, Lyndhurst & Sway or through the release of exceptions sites within or adjacent to other villages

Affordable housing will predominately be social rented housing but may include “intermediate housing”, such as shared equity and shared ownership housing. Its occupation will be restricted to people who have a defined local community New Forest connection as well being in housing need. Dwellings essential for agriculture or forestry workers will be permitted with restrictions like agricultural ties. The particular requirements of commoners will be addressed through specific schemes and restricted tenancies.

Effective delivery of affordable housing will need a partnership approach involving both the housing authorities and the major land managers and estates holding stocks of rented properties. Continued support will be given to those working closely with communities to identify the level of local need and agree appropriate sites.

Development Control Policies (page 103 – 125)

Policy DC4: Affordable housing

Within the four defined Service Villages at least 50% of the development shall be for social rented housing with the balance being intermediate housing. An element of market housing for not more than 25% of dwellings on the site, in place of intermediate housing, may be considered, if it can be shown that the market housing is essential in order to ensure the viability of the affordable housing. Proposals for single dwellings shall either be for a social rented house or an intermediate house with an equity sharing arrangement agreed with the local planning authority.

Elsewhere small-scale affordable housing developments may be permitted as “exceptions” on sites in or adjoining villages. At least 75% of the development shall be for social rented housing with the balance being intermediate housing.

Proposals for affordable housing should:

- i. meet a particular local need that cannot be accommodated in any other way; and
- ii. be subject to a planning obligation under Section 106 of the Town and Country Planning Act (1990) to ensure that the dwellings provide for low-cost housing for local needs in perpetuity; and
- iii. be capable of management by an appropriate body, for example a Registered Social Landlord, the Authority, or a village trust or similar accredited local organisation; and
- iv. be located where there are appropriate local facilities (e.g. shops, schools and public transport).

Given the limited scale and nature of future development within the National Park, it is considered appropriate to seek only affordable housing. The *Central Hampshire and New Forest Strategic Housing Market Assessment (October 2007)* identifies a shortfall of affordable housing of 540 dwellings, well beyond the capacity to deliver. Affordability has progressively worsened since 2002 and the house price to earnings ratio now stands at 11:1.

Affordable housing can be generally defined as subsidised accommodation for those whose income levels deny them the opportunity to purchase houses on the open market and can, for example, comprise, affordable rented housing and shared equity or shared ownership housing.

Single equity-sharing dwellings will be subject to the same “local need” qualification for the occupier as other affordable housing; a planning obligation; and a transfer of equity to the Authority.

A Commoners’ dwellings scheme has been established by the Authority to allow favourable consideration to be given to proposals for single dwellings to assist commoners who wish to continue their family’s commoning traditions but who, on

wishing to set up home themselves, are unable to afford to purchase on the open market a dwelling from which they can continue commoning. In order to be eligible for this scheme and to guarantee the long term availability of the dwelling for commoners, applicants will be required to enter into legal agreements and to demonstrate a long term personal and family commitment to the exercising of common grazing rights on the New Forest.

ANNEX 1: EXISTING POLICIES RELEVANT TO THE NEW FOREST NATIONAL PARK

The New Forest National Park was designated in 2005 and has a population of 34,500 people. The National Park is covered by three existing Locals Plans (New Forest District, Salisbury District and Test Valley Borough), two Structure Plans (Hampshire and Wiltshire) and includes land within the South East and South West regions. For regional planning purposes, the New Forest National Park is deemed to lie within the South East region, and therefore the Regional Spatial Strategy for the South East is the relevant Plan.

National planning policy guidance

Planning Policy Statement 3 (*Housing*, 2006) states that, “...*the Government’s policy is to ensure that housing is developed in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure.*” – paragraph 36

PPS3 supports planning authorities seeking affordable housing on small sites, “...*where viable and practical...*” (para. 29). Development in the National Park is characterised by small infill developments and the existing policies in the New Forest District Local Plan (2005) set the affordable housing site thresholds accordingly. Policy AH-2 seeks an affordable contribution from all developments within the 4 existing defined villages.

PPS3 states that authorities should consider allocating sites for affordable housing and using the rural exceptions policy. The rural exceptions policy is the main mechanism for providing affordable housing in smaller settlements and has been applied locally for many years.

Planning Policy Statement 6 (*Planning for Town Centres*, 2005) confirms that market towns and villages should be the main service centres in rural areas, providing a range of facilities, shops and services at a scale appropriate to the needs and size of their catchment areas (para. 2.60).

Planning Policy Statement 7 (*Sustainable Development in Rural Areas*, 2004) states that, “...*away from larger urban areas, planning authorities should focus most new development in or near to local service centres where employment, housing (including affordable housing), services and other facilities can be provided close together. These centres should be identified in the development plan as the preferred locations for such development.*” – paragraph 3. Limited development may also be appropriate in rural settlements not identified as local service centres to meet local needs and maintain the vitality of these communities (para. 4).

In terms of development, paragraph 8 confirms that in promoting more sustainable patterns of development and to make better use of previously developed land, “...*the focus for most additional housing in rural areas should be on existing towns and identified service centres.*”

Regional planning framework

The Regional Spatial Strategy for the South East includes a specific policy on the New Forest National Park (the only National Park in the South East region). Policy C1 (New Forest National Park) states that, “*High priority will be given to conserving and enhancing land and its specific character within the New Forest National Park...In considering proposals for development, the emphasis should be on small-scale proposals that are sustainably located and designed. Proposals which support the economies and social well being of the Park and its communities, including affordable housing schemes, will be encouraged provided that they do not conflict with the purposes for which the Park has been designated.*”

Other parts of the draft South East Plan are also relevant to the National Park, including.

- Policy H1 (Housing) requires the delivery of at least 220 dwellings in the National Park between 2006 – 2026, an annual average of 11 dwellings per annum. The National Park Authority has raised concerns at the implications of imposing a formal housing requirement on a nationally protected landscape and awaits the final version of the South East Plan.
- Policy BE4 (The role of small rural towns) states that local planning authorities should support and reinforce the role of small rural towns as local hubs for employment, retailing and community facilities and services and provide for sufficient housing development (especially for affordable housing) to meet identified needs in small rural towns where this would reinforce and develop the distinctive character and role of the town.

Current Local Plan policies covering the New Forest National Park

The local planning policy framework for the National Park is contained within the adopted Local Plans for New Forest District, Salisbury District and Test Valley Borough. The existing policies on the settlement hierarchy and housing in the National Park are summarised below.

Plan	<i>New Forest District Local Plan First Alteration (Adopted 2005)</i>
Settlement Hierarchy	Ashurst, Brockenhurst, Lyndhurst and Sway designated as ‘ <i>Defined New Forest Villages</i> ’ since 1999. The defined villages are those which are already substantially developed and have a range of services and facilities. The Defined Villages are to be the focus for housing and employment development, new hotels, retail development, food and drink premises, indoor recreational facilities, new schools, care homes and community facilities. All other areas and settlements classed as open countryside for planning policy purposes.
Approach to Housing	Affordable housing sought on all development sites within the Defined Villages. Target is to negotiate 35% of dwellings on site to be affordable to address a local need. In the case of 1 or 2 dwellings an equivalent financial contribution is sought. Affordable housing for local needs considered on exception sites outside the four defined villages, including housing for New Forest Commoners.

Plan	<i>Salisbury District Local Plan (Adopted 2003)</i>
Settlement Hierarchy	Housing policy boundaries designated for 8 New Forest Villages for residential infilling and redevelopment. Small scale business development permitted in Landford, Lover, Nomansland and Redlynch subject to various criteria. Elsewhere business development is restricted to the conversion of existing buildings.
Approach to Housing	Housing policy areas identified for 8 New Forest villages (Bohemia, Hamptworth, Landford, Landford Common, Landford Wood, Lover, Nomansland and Redlynch). Development restricted to infilling, subdivision and change of use to a net increase of one dwelling. Where a site is developed for more than a single dwelling, it must be developed for local needs affordable housing. Commoner's dwelling policy included.

Plan	<i>Test Valley Borough Local Plan (Adopted 2006)</i>
	The area of the National Park within Test Valley covers less than 450 hectares and contains less than 500 people. There are no defined National Park settlements in the adopted Local Plan and the only housing considered would be on rural exceptions sites.

ANNEX 2: STATUTORY BACKGROUND FOR NATIONAL PARKS

Section 61 of the Environment Act 1995 establishes the two statutory purposes (and related duty) that relate to all National Parks in England and Wales, namely:

- (a) conserving and enhancing of the natural beauty, wildlife and cultural heritage of the National Park; and
- (b) promoting opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

The Act also confirms that in pursuing the two statutory Park purposes, National Park Authorities, “...*shall seek to foster the economic and social well-being of the local communities within the National Park.*” – Section 61(1)

Section 62(2) of the Environment Act 1995 states that if it appears that there is a conflict between the two statutory purposes, greater weight shall be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the National Park (often known as the ‘*Sandford Principle*’). The Act also places a duty on all relevant authorities, including statutory undertakers and local authorities, to have regard to the statutory Park purposes in carrying out their functions.

Planning Policy Statement 7 (Sustainable Development in Rural Areas, ODPM, 2004) states that National Parks, “...*have been confirmed by the Government as having the highest status of protection in relation to landscape and scenic beauty. The conservation of the natural beauty of the landscape and countryside should therefore be given great weight in planning policies and development control decisions in these areas.*” – paragraph 21

PPS7 goes on to state that planning policies in National Parks should also, “...*support suitably located and designed development necessary to facilitate the economic and social well-being of these designated areas and their communities...*” – paragraph 21

National Park Management Plans and Local Development Framework Core Strategies

Under Section 66(1) of the Environment Act 1995 each National Park Authority is required to prepare and publish a National Park Management Plan. The central role of the Management Plan is to guide the delivery of the National Park purposes. The Government’s *National Park Management Plans – Guidance* (Countryside Agency, 2005) states that “*National Park Management Plans are Plans for National Parks, not just Park Authorities. All those with interests in a National Park should take account of the Management Plan’s vision of the area...The National Park Management Plan is the single most important document for each National Park...it is the overarching strategic document for the National Park.*”

National Park Authorities are also the sole local planning authorities for their National Parks, with responsibility for producing policies for spatial planning, including minerals and waste, appropriate to the National Park purposes. All planning authorities are required to produce a Local Development Framework outlining the spatial planning strategy for their local area.

ANNEX 3: APPROACH TO HOUSING AND SETTLEMENTS IN OTHER NATIONAL PARKS

The issues of settlement hierarchies and housing are dealt with by all National Park Authorities in their planning policy documents. The tables below summarise the approach taken in the other English National Parks to these issues.

Dartmoor National Park (designated 1951)	
Population	33,552
Plan	Dartmoor National Park Core Strategy (Adopted June 2008)
Settlement Hierarchy	Development focussed on the 8 'Local Centres', with at least 30 dwellings per annum, improved employment opportunities and local services. 34 'Rural Settlements' defined to accommodate small scale local housing, employment and local service development.
Approach to Housing	Estimate of 50 local needs dwellings per annum. Housing development targeted at affordable housing for local needs within 'Local Centres' and 'Rural Settlements'. Rural exceptions sites considered outside the settlements.

Exmoor National Park (designated 1954)	
Population	10,645
Plan	Exmoor National Park Local Plan 2001-2011 (Adopted March 2005)
Settlement Hierarchy	3 'Local Rural Centres' identified as the most suitable locations for development to sustain employment and services. 21 'Villages' also identified, which do not contain the same level of services but act as local focus points with some development permitted to meet local needs. Strong restriction apply in the 'Open Countryside'.
Approach to Housing	Estimate of 20 dwellings per annum against strictly local needs only 2006 – 2026. All new housing is to meet the needs of local communities for affordable housing. An element of open market housing may be acceptable in a few specific circumstances (e.g. sub-division of existing house in larger settlements).

Lake District National Park (designated 1951)	
Population	42,239
Plan	Lake District National Park Core Strategy (Preferred Options, May 2008)
Settlement Hierarchy	13 'Rural Service Centres' (with a basic level of service provision) to be the focus for development, including site allocations. 21 'Villages' identified (with four or more basic services) where development will be focussed on local needs. 'Cluster Communities' (smaller villages and hamlets) identified where limited local needs development will be considered. Development tightly restricted in the remaining 'Open Countryside'.
Approach to Housing	Target of 60 dwellings per annum. All housing development must meet an identified local and affordable housing need. Housing sites to be allocated to meet local needs within or adjacent to settlements. Authority also supports the rural exceptions policy.

Northumberland National Park (designated 1956)	
Population	2,200
Plan	Core Strategy & Development Policies (Submission, May 2008)
Settlement Hierarchy	8 'Local Centres' identified as the focus for development. Development also permitted in the 5 'Smaller Villages' where it contributes to the provision or protection of village services. Development in 'Open Countryside' limited to the re-use of existing buildings.
Approach to Housing	No housing allocation at the regional level. Very low level of development (less than 3 dwellings per annum). New residential development restricted to that which is required for people meeting the local need criteria. On all sites of 2 or more units are proposed, at least 50% of the dwellings must be affordable. Exception site schemes considered.

North York Moors National Park (designated 1952)	
Population	25,500
Plan	Core Strategy and Development Policies (Adopted November 2008)
Settlement Hierarchy	Settlements categorised based on an audit of services and facilities. (i) 'Local Service Centre' (1) which serves the needs of surrounding areas. The focus for housing, employment development and visitor facilities; (ii) 'Service Villages' (8) which have a good level of facilities. The focus for housing, employment development and local facilities; (iii) 'Local Service Villages' (6) have limited facilities serving the immediate locality. Focus for local needs housing, employment and facilities to consolidate role in service provision; (iv) 'Other Villages' (70) have no facilities and only local need housing considered; and (v) 'Open Countryside' where exception site housing, conversion of buildings, replacement dwellings and essential community facilities considered.
Approach to Housing	Average of 26 dwellings per annum in last 15 years. Open market housing focussed on Local Service Centre and Service Villages. On sites of 2 or more units, at least 50% must be affordable.

Peak District National Park (designated 1951)	
Population	38,100
Plan	Peak District National Park Local Plan (Adopted 2001)
Settlement Hierarchy	63 'Local Plan Settlements' identified to be the focus for new development, including affordable housing for local needs and employment development. The designation is based on the level of services, community facilities, public transport links and the potential to accommodate development. Restrictive policies apply to rest of Park.
Approach to Housing	No annual housing requirement, but a notional estimate of 50 dwellings per annum in the period to 2026 to meet local needs. No site allocations and no village boundaries. Housing development to be focussed on providing for people meeting the local needs criteria without damaging the Park's special qualities. Exceptions site policy included.

Yorkshire Dales National Park (designated 1954)	
Population	20,110
Plan	Yorkshire Dales Local Plan (Adopted April 2006)
Settlement Hierarchy	4 ' <i>Key Service Centres</i> ' identified as the main service and employment centres. A second tier of 33 ' <i>Service Villages</i> ' are identified which provide limited services to communities in the immediate area. A third tier of 'Small Villages' identified with a definable core but with few local facilities. Development limited to conversions.
Approach to Housing	50% affordable housing sought on sites of 2 or more dwellings in the 'Key Service Centres'. Within the defined boundaries of the 'Service Villages' only new housing to meet a local need will be permitted. Exceptions site policy applies outside settlements.

Norfolk and Suffolk Broads (designated 1989)	
Population	5,500
Plan	The Broads Authority Core Strategy (Adopted September 2007)
Settlement Hierarchy	Development to be concentrated in locations with local facilities; high levels of accessibility; and where previously developed land is utilised. Development only permitted beyond settlements in exceptional circumstances.
Approach to Housing	There are no 'targets' set for provision and the Broads is an area of general restraint. New open market housing only acceptable within settlements. Exceptions sites considered. All housing development required to make a financial contribution towards affordable housing (based on a sliding scale).