LOCAL DEVELOPMENT FRAMEWORKS FOR:
NEW FOREST DISTRICT
OUTSIDE THE NATIONAL PARK
AND
NEW FOREST NATIONAL PARK

BP27 SUSTAINABILITY APPRAISAL
SCOPING REPORT

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CONTENTS

LIST OF ACRONYMS USED IN THE REPORT v

PREFACE

1. INTRODUCTION 1
What is a Scoping Report? 2
How is it used? 2

2. SCOPING METHOD 4
Difficulties encountered 6

3. RELATIONSHIP OF LDFs TO OTHER PLANS AND PROGRAMMES 7

4. SPATIAL CHARACTERISTICS OF NEW FOREST DISTRICT AND NEW FOREST NATIONAL PARK 9
Introduction 9
Baseline character of New Forest District and New Forest National Park 9

Environment 12
Key Environmental Issues 30

Economy 33
Key Economic Issues 37

Social 40
Key Social Issues 45

5. SUSTAINABILITY APPRAISAL FRAMEWORK 47

6. SUBSEQUENT STAGES OF THE SA PROCESS 63
Stage B: Developing and Refining Options 63
Appraisal of LDD objectives 63
Appraisal of LDD options 63
Stage C: Preparing the Sustainability Appraisal Report 64
Stage D: Consultation on preferred options and final Sustainability Appraisal Report 64
Stage E: Monitoring and implementation of the LDF 65

TABLES
Table 4.1 Main towns and populations: 2004 estimates 11
Table 4.2 Unemployed/ not economically active 2001 35
Table 4.3 Attainment at GCSE/GNVQ levels 2000 36
Table 4.4 Resident population by age and gender (000s) 2005 41
Table 4.5 Household composition 2001 41
Table 4.6 Life expectancy at birth (years) 2001 – 2003 41
Table 4.7 Mortality rates for key causes 2001/2 42
Table 4.8 Live births per 1000 women aged 15-44 42
Table 4.9 Levels of crime (Census 2001)       43
Table 4.10 Average dwelling prices by type of dwelling 2004       43

Table 5.1 Relationship between SEA Directive topics and objectives of IRF, New Forest District Community Strategy ‘Changing Lives’, Strategy for the New Forest and proposed New Forest District/ New Forest National Park LDFs Sustainability Appraisal       48

Table 5.2 Sustainability Appraisal Framework       55

FIGURES

Figure 2.1 Context       4
Figure 2.2 Scoping method       5

Figure 4.1 International nature conservation designations       13
Figure 4.2 National and local nature conservation designations       14
Figure 4.3 Biodiversity Action Plan Habitats       15
Figure 4.4 New Forest SSSI condition 2005       16
Figure 4.5 SSSI condition 2005, New Forest National Park (all SSSIs)       16
Figure 4.6 SSSI condition 2005, New Forest District outside National Park       17
Figure 4.7 National landscape types       20
Figure 4.8 Character and Natural Areas       21
Figure 4.9 Agricultural land classification       24
Figure 4.10 Persons employed/ unemployed       35
Figure 4.11 Housing completions       44
Figure 4.12 New housing on previously developed land       44

Figure 6.1 Possible format for final Sustainability Appraisal Report       66

APPENDIX 1 Plans, programmes and policy objectives relevant to the New Forest District/ New Forest National Park Local Development Framework(s)       67
**LIST OF ACRONYMS USED IN THE REPORT**

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>AONB</td>
<td>Area of Outstanding Natural Beauty</td>
</tr>
<tr>
<td>BAP</td>
<td>Biodiversity Action Plan</td>
</tr>
<tr>
<td>CAP</td>
<td>Common Agricultural Policy</td>
</tr>
<tr>
<td>DPD</td>
<td>Development Plan Document</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
</tr>
<tr>
<td>GVA</td>
<td>Gross Value Added – a measure of regional income</td>
</tr>
<tr>
<td>HCC</td>
<td>Hampshire County Council</td>
</tr>
<tr>
<td>LDD</td>
<td>Local Development Document</td>
</tr>
<tr>
<td>LDS</td>
<td>Local Development Scheme</td>
</tr>
<tr>
<td>LNR</td>
<td>Local Nature Reserve</td>
</tr>
<tr>
<td>IRF</td>
<td>Integrated Regional Framework</td>
</tr>
<tr>
<td>NNR</td>
<td>National Nature Reserve</td>
</tr>
<tr>
<td>NFDC</td>
<td>New Forest District Council</td>
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<tr>
<td>NPA</td>
<td>National Park Authority</td>
</tr>
<tr>
<td>ODPM</td>
<td>Office of the Deputy Prime Minister</td>
</tr>
<tr>
<td>ONS</td>
<td>Office for National Statistics</td>
</tr>
<tr>
<td>RES</td>
<td>Regional Economic Strategy</td>
</tr>
<tr>
<td>RPB</td>
<td>Regional Planning Body- for the New Forest District this is the South East Regional Assembly</td>
</tr>
<tr>
<td>RSS</td>
<td>Regional Spatial Strategy (the South East Plan)</td>
</tr>
<tr>
<td>SA</td>
<td>Sustainability Appraisal</td>
</tr>
<tr>
<td>SAC</td>
<td>Special Area of Conservation – these areas are protected under the Habitats Directive because of their special habitat value.</td>
</tr>
<tr>
<td>SAM</td>
<td>Scheduled Ancient Monuments</td>
</tr>
<tr>
<td>SEA</td>
<td>Strategic Environmental Assessment</td>
</tr>
<tr>
<td>SEA Directive</td>
<td>Strategic Environmental Assessment Directive, more correctly known as Directive 2001/42/EC on the assessment of the effects of plans and programmes on the environment</td>
</tr>
<tr>
<td>SPA</td>
<td>Special Protection Area- these areas protected under Directive EC 79/409 (the Birds Directive) because of their bird interest</td>
</tr>
<tr>
<td>SPD</td>
<td>Supplementary Planning Document - a LDD</td>
</tr>
<tr>
<td>SSSI</td>
<td>Site of Special Scientific Interest</td>
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</tbody>
</table>
Preface

i. This draft Scoping Report has been prepared with the assistance of Land Use Consultants (LUC), and with input from a number of consultees as listed below. Consultees were involved initially to discuss an early draft of the Scoping Report by means of a Workshop held 29 April 2005 and run by LUC. Their comments were taken into account by LUC in revisions to the Scoping Report.

ii. The advent of the National Park Authority and consequential changes to the distribution of planning functions in the District led to a need to review the Scoping Report further, distinguishing as far as possible baseline data for the National Park and the remainder of the District. The Scoping Report was revised accordingly, and re-structured somewhat in the process. Because of the extent of the changes, it was circulated once more to the consultees. A number of comments were received which led to some detailed changes including the addition of references to Strategic Flood Risk Assessment and the Hampshire Biodiversity Action Plan, and some detailed amendments to Key Issues and SA objectives, criteria and indicators. Reference to Appropriate Assessment of LDFs has also been included following the recent European Court decision.

iii. A final round of consultation in February-April 2006 led to responses from the Environment Agency, Hampshire County Council, Dorset County Council and the Countryside Agency. Further changes have been made in response including additional references to Strategic Flood Risk Assessment, Shoreline Management Plans, Catchment Flood Management Plans and Catchment Abstraction Management Plans, groundwater, some further detailed amendments to SA objectives, criteria, indicators and baseline information, and updating and additions to the list of relevant documents.

Consultees

iv. The following organisations were invited to attend the Workshop on 29th April 2005, and have since been circulated with copies of the draft Scoping Report as it has evolved: [Note: consultees marked * are statutory consultees for SA purposes.]

Environment:
*Environment Agency
*English Nature
*English Heritage
*Countryside Agency
New Forest National Park Authority
Forestry Commission
Hampshire Wildlife Trust
Verderers of the New Forest
Campaign to Protect Rural England/ Friends of the Earth
Royal Society for the Protection of Birds
NFDC Landscape
NFDC Conservation/Heritage
NFDC Trees
NFDC Coast
NFDC Energy Saving
NFDC Air quality

Housing:
House Builders’ Federation
Registered Social Landlords (Western Challenge / Swaythling Housing Associations)
NFDC Housing Development
HCC Strategy Team
Economy:
New Forest Business Partnership
NFDC Economic Development
NFDC Tourism

Transport:
HCC Highways
NFDC Transport

Community:
Community Action Hampshire
NFDC Community Plan
NFDC Health

Recreation & Tourism:
NFDC Leisure Services

Other:
HCC Sustainability Appraisal Team

Members:
NFDC Economy & Planning Portfolio Holder
1. Introduction

1.1 A Sustainability Appraisal (SA) is a process through which the sustainability of a plan or programme under preparation is assessed. The plan or programme is usually but not always prepared by a public body, such as a planning authority.

1.2 The SA process aims to test the plan or programme against sustainability objectives which have been agreed for this purpose. The plan/programme can then be altered if desired or justified if it is not. SAs are intended to ensure that planning authorities aim to achieve the Government’s framework goal of sustainable development in line with the five principles set out in the UK Sustainable Development Strategy:

<table>
<thead>
<tr>
<th>Principle</th>
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<tbody>
<tr>
<td><strong>Living Within Environmental Limits</strong></td>
</tr>
<tr>
<td>Respecting the limits of the planet’s environment, resources and biodiversity – to improve our environment and ensure that the natural resources needed for life are unimpaired and remain so for future generations.</td>
</tr>
<tr>
<td><strong>Ensuring a Strong, Healthy and Just Society</strong></td>
</tr>
<tr>
<td>Meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity for all.</td>
</tr>
<tr>
<td><strong>Achieving a Sustainable Economy</strong></td>
</tr>
<tr>
<td>Building a strong, stable and sustainable economy which provides prosperity and opportunities for all, and in which environmental and social costs fall on those who impose them (polluter pays), and efficient resource use is incentivised.</td>
</tr>
<tr>
<td><strong>Using Sound Science Responsibly</strong></td>
</tr>
<tr>
<td>Ensuring policy is developed and implemented on the basis of strong scientific evidence, whilst taking into account scientific uncertainty (through the precautionary principle) as well as public attitudes and values.</td>
</tr>
<tr>
<td><strong>Promoting Good Governance</strong></td>
</tr>
<tr>
<td>Actively promoting effective, participative systems of governance in all levels of society – engaging people’s creativity, energy, and diversity.</td>
</tr>
</tbody>
</table>

1.3 SA is mandatory for plans prepared by planning authorities under the Planning and Compulsory Purchase Act 2004. In preparing their plans or programmes, planning authorities must also comply with the requirements of European Directive 2001/42/EC (also known as the Strategic Environmental Assessment Directive). The requirements for the Strategic Environmental Assessment (SEA) Directive are separate from those of a SA. However, the Government has issued guidance incorporating them into one SA process for the planning system.

1.4 The guidance explains the difference between environmental assessments required under the SEA Directive and SA of development plans as required by the UK Government. It shows how assessment to comply with the SEA Directive can be integrated with SA best practice. Generally, SA includes a wider range of considerations, extending to social and economic effects of plans, whereas SEA is focused on the environmental effects. The SA guidance describes how it is possible to satisfy both requirements by carrying out a single.

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1 The UK Government Sustainable Development Strategy (DEFRA, 2005)
2 Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks (ODPM 2005)
3 As set out in the Planning & Compulsory Purchase Act 2004
1.5 There is also now a requirement that development plans should be subject to Appropriate Assessment where they are likely to have a significant effect on areas or species identified as being of importance under the European Union Habitats Directive\(^4\) (Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora), which in the UK take the form of designation as Special Areas of Conservation (SACs). This will be incorporated within the SA process, which will already be addressing the likely impact of LDDs on the extensive nature conservation interests of the District and the National Park.

1.6 In addition the SA process may need to incorporate Strategic Flood Risk Assessment, which will be undertaken in consultation with the Environment Agency. The SFRA will provide a comprehensive understanding of flood risk and put in place a framework for applying the PPS25 sequential test. This will facilitate allocating development sites in a decreasing order of flood risk. The SFRA would assess future climate change and identify appropriate types of development in accordance with the PPS25 sequential test and the flood vulnerability of different land uses.

1.7 Key features of the SA process are:
- Collecting baseline information, including identifying issues of significance to an area
- Identifying SA objectives
- Predicting the effects of the plan
- Identifying various policy options
- Consulting others on the plan policies
- Monitoring the effects of implementing the plan or policies.

1.8 There are two main outputs from the SA process – a Scoping Report, and a Sustainability Appraisal Report. The Sustainability Appraisal Report also meets the requirement for an Environmental Report under the SEA Directive, in accordance with the ODPM draft guidance on SA, and will accompanies Development Plan Documents when these are submitted to the Secretary of State.

1.9 The SA process described in this document will inform the New Forest District (outside the National Park) Local Development Framework (LDF), and potentially the New Forest National Park Local Development Framework. This will include commentaries on the sustainability of emerging strategies and policy options at key stages when decisions have to be made.

**What is a Scoping Report?**

1.10 The Scoping Report compiles the findings of the scoping phase of the SA process. The scoping phase of the process is the information gathering phase. It is during this phase that the context for the LDF is established, baseline information is collected, influential plans and programmes are noted and significant issues identified. The last part of this phase is the development of a SA Framework which establishes a procedure for testing the sustainability of the Local Development Framework against agreed sustainability objectives.

**How is it used?**

1.11 The Scoping Report is released for consultation by New Forest District Council. It allows statutory authorities and any other interested party to make comments on the adequacy of

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\(^4\) Judgement of the European Court of Justice (Second Chamber) 20 October 2005 (Failure of a Member State to fulfil obligations – Directive 92/43/EEC – Conservation of natural habitats – Wild fauna and flora) Case C-6/04
the scope of the SA. Any significant gaps in the information gathered can be identified and steps taken to remedy these before strategy and policy options are developed. The suitability of the sustainability objectives and their consistency with other plans and programmes can also be assessed.

1.12 This Report sets out the scope of the SA of the Local Development Framework for New Forest District outside the National Park, and obviously can also be used for the New Forest National Park Local Development Framework. The Report represents the first major stage of the SA processes for these documents.

1.13 Further and more detailed issues that arise during the scoping phase of each particular Local Development Document (LDD), and which have not been covered in sufficient detail in this Report, will be identified in the scoping phase for each LDD. Details of these issues will either be released as a new scoping report (comprising this report plus additional specific information) or included at the beginning of the Sustainability Appraisal report for that LDD. This will only be done if this Scoping Report is considered to be deficient in detail that is significant to the development and appraisal of the particular LDD.

1.14 It is likely that other plans and programmes prepared by the District Council, and potentially the National Park Authority, may require Strategic Environmental Assessment (though not Sustainability Appraisal which applies only to development plans). The procedures described in this document are also intended to be capable of adaptation to meet this requirement.

1.15 This report is structured into the following chapters:
- Chapter 2 details the methodology used for the report,
- Chapter 3 explains the relationship between the LDF and other plans and programmes
- Chapter 4 provides an overview of the character of the New Forest District,
- Chapter 5 sets out the proposed SA Framework,
- Chapter 6 provides an explanation of the subsequent stages and tasks of the SA process and how this relates to the production of the LDF.
2. **Scoping Method**

2.1 The New Forest National Park Authority came into being on 1 April 2005, and will take up its planning powers on 1 April 2006. It will be a strategic and local planning authority, and will deal also with minerals and waste planning. While it will be independent from New Forest District Council as a planning authority, the interdependence of the National Park and the rest of the District means that close working will be essential. This Scoping Report is prepared on the basis of an assumption that there may be some jointly prepared LDDs covering both areas.

2.2 Figure 2.1 shows the geographical context of the Scoping Report and the District and National Park boundaries. The area of the National Park includes land in Test Valley Borough and Salisbury District. Data is only starting to be collected for the National Park area and this will be included in future SAs as it becomes available.

**Figure 2.1 Context**

2.3 There are various boundaries for, and ways of referring to the New Forest which could lead to confusion in this document. These are explained in the box below.
• **New Forest District** – the area administered by New Forest District Council. It includes the majority of the New Forest National Park.

• **New Forest National Park** – the area designated as National Park in 2004. It includes land outside New Forest District in Salisbury District and Test Valley Borough.

• **New Forest Heritage Area** – the area formerly defined through local plans that had National Park status for planning purposes. It became defunct on the designation of the National Park. Most of the area has been incorporated into the National Park.

• **New Forest Perambulation** – the area where the Verderers byelaws apply to unenclosed land, principally the core area of the Forest. The Perambulation has no significance in planning terms.

2.4 The first two tasks, carried out simultaneously, were the collection of baseline data and the identification of all plans, programmes and policy objectives that are relevant to the development of the Local Development Frameworks. From this information, key issues for the District and the National Park have been identified. It is likely that future work on Local Development Documents will identify further more detailed issues.

2.5 The proposed framework of SA objectives provide a benchmark against which the sustainability of the LDDs that comprise the LDFs are tested. SA objectives are separate from the LDD objectives, though the two can overlap. LDD objectives may not always balance social, economic and environmental objectives. SA objectives help identify any imbalances and where conflicts between objectives are most apparent.

2.6 Criteria have been developed in the form of questions to guide use of the SA objectives. Indicators have also been developed so that progress against objectives could be monitored at a later date.

2.7 The key tasks undertaken in the SA Scoping Phase are shown in Figure 2.2.

**Figure 2.2: Scoping Method**
Difficulties Encountered

2.8 Difficulties encountered throughout the process are recorded as the SA process is undertaken. The main difficulties encountered to date are:

- Difficulties in accurately identifying and reconciling data for the District with that for the New Forest National Park, the former New Forest Heritage Area, the New Forest Perambulation and the New Forest Site of Special Scientific Interest (SSSI). The New Forest National Park boundary is not contiguous with that of the former New Forest Heritage Area.
- Uncertainty associated with the implementation of the future planning functions of the New Forest National Park Authority has meant that there is potential for issues particular to that authority not to have been fully explored or developed in this report. Data for the National Park area is only starting to become available.
- There was a general lack of trend data on biodiversity.
- Information on landscape condition was not generally available, and there is a lack of data on the character and quality of townscapes and the built environment (although it is recognised that NFDC’s Conservation Area Appraisals and Supplementary Planning Guidance 'New Forest District Landscape Character Assessment' contain some information on these aspects).
- Information on the supply and demand for employment land in the District is limited.
- There is a lack of data on travel patterns such as congestion hot-spots, origin and destinations of journeys by journey type, which if available could help to build up a picture of the different roles and functions of settlements, and their relationship with larger urban areas outside the New Forest District.
- Information on background noise levels was generally unavailable, although residents consider this a significant issue in the District.
- Changes in definitions have made comparison of some data with earlier years meaningless, such as for anti-social behaviour.
- The level and scale of data required has meant that confidentiality issues are sometimes a problem as particular persons or property can be identified from maps or data. This was particularly applicable to the location of Commoners data and the crime location data, which was point based. This means that some data can not be used or released.

2.9 The difficulties noted above will be considered during the preparation of the LDDs and the SA process, and in subsequent programmes for monitoring and data collection. Where possible the difficulties will be addressed during the course of the preparation of the LDDs. Where this cannot easily be achieved, any potential uncertainties arising and the significance of these certainties, including any implications for the SA, will be noted.
3. Relationship of the LDFs to other plans and programmes

3.1 Annex 1 of the SEA Directive requires that the Environmental Report (included in the Sustainability Appraisal Report as part of this process) includes the following:
(a) “An outline of the (...) relationship with other relevant plans or programmes”...
and
(e) “The environmental protection objectives, established at international, community or member state level, which are relevant to the plan or programme and the way in which those objectives and any environmental considerations have been taken into account during its preparation…”

3.2 Many of the plans and programmes have high level objectives and targets which must be considered in the formulation of local level policy. The way in which these considerations have been taken into account should be documented as policy is developed, in the next phase of the process. Details of these plans and programmes are included in Appendix 1 to this report. This list can never be comprehensive as new plans and strategies are being prepared and reviewed constantly.

International plans/programmes

3.3 Important international objectives, plans and programmes particularly relevant to the District and the National Park include the:
- Kyoto Protocol
- International Convention on Biological Diversity
- Directive 92/43/EEC (the Habitats Directive)
- Ramsar Convention.

National plans/programmes

3.4 Important national level policy documents include Securing the Future, the UK Sustainable Development Strategy, Planning Policy Statement 1 'Creating Sustainable Communities', and the Sustainable Communities Plan. National policy advice contained in Planning Policy Statements, Planning Policy Guidance notes and Government circulars will also be relevant.

Regional plans/programmes

3.5 At the regional level, the Integrated Regional Framework sets out a high level vision for achieving sustainable development in the region and provides an essential background against which all regional strategies should be prepared. Other key documents at the regional level relevant to the preparation of the LDF are the Draft South East Plan Part 1, Core Regional Policies submitted to the Government July 2005. This will be re-submitted to Government along with Part 2 of the plan (related sub-regional details) in March 2006. Part 2 of the SE Plan is currently in preparation. Until the South East Plan is adopted, Regional Planning Guidance for the area set out in RPG9 (as amended) continues to apply.

3.6 The Regional Spatial Strategy - the South East Plan - will be a statutory document when adopted. The RSS, the Minerals and Waste Development Framework and the Local Development Framework together will form the new statutory development plan for the area.
3.7 The purpose of the Regional Spatial Strategy is to set out the Government’s policies (however expressed) in relation to the development and use of land within a region. It is meant to shape and be shaped by other regional strategies and provides the long-term planning framework which implements the spatial aspects of the other regional strategies. Specific attention should be given to addressing issues of sub-regional importance. The LDF must be in general conformity with the RSS.

County plans/programmes

3.8 The Hampshire County Structure Plan Review 1996-2011 will be relevant until it is superseded by the RSS. Other key documents include the Hampshire Local Transport Plan and the Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan (both currently under review), and the Hampshire Biodiversity Action Plan. There are also various County strategies relating to landscape, water, the coast etc.

Local plans/programmes

3.9 At the local level, the key documents are:

- The Community Strategy for New Forest District, ‘Changing Lives’, prepared by the Local Strategic Partnership under the Local Government Act 2000. It sets out the broad vision for the future of a local authority’s area, and proposals for delivering that vision. The LDF should be a key component of that delivery plan, setting out the spatial aspects of the partnership’s policies.

- The Strategy for the New Forest prepared by the former New Forest Committee in 2003 and adopted by the New Forest National Park Authority in May 2005 as the interim management plan for the National Park. In due course it will be replaced by a National Park Management Plan. There will also be a Local Development Framework for the National Park.

3.10 In addition, New Forest District Council produces and is party to a variety of other strategies, the provisions of which should be integrated with the LDDs as appropriate. Many of these local strategies cover similar or related matters, and there is considerable scope for integration and joint working. Ideally, the Core Strategy for the District and the National Park will be integrated fully with the Community Strategy and the Strategy/Management Plan for the New Forest National Park in the form of a document (or suite of documents) that together will cover strategic community, economic and environmental issues for the whole area.
4. Spatial characteristics of New Forest District and New Forest National Park

Introduction

4.1 Annex 1 of the SEA Directive requires a description to be provided of “the environmental characteristics of areas likely to be significantly affected [by the plan]”. This chapter provides a general description of the spatial characteristics of New Forest District and the New Forest National Park.

4.2 The SEA Directive requires a description of the relevant aspects of the current state of the environment, and the environmental characteristics of areas, likely to be significantly affected by a plan or programme to be described. In particular, it requires a description of environmental problems relating to areas of particular environmental importance, such as those designated under the Birds and Habitats Directives. For this report, the environmental problems have been summarised into key issues, and for the purposes of SA have been extended to include economic and social issues.

4.3 The aim is not to present all issues relevant to the character of New Forest District or the National Park, but to draw out those that are particularly significant and relevant to the preparation of the New Forest District and New Forest National Park Local Development Frameworks (LDFs), and the Sustainability Appraisal (SA) process.

4.4 Following a general overview, the characterisation has been divided into 3 broad themes for ease of use:
   - Environment.
   - Economy.
   - Social.
   Where possible, information about the National Park and the District outside the Park is presented separately.

4.5 The divisions between all these themes are somewhat arbitrary as they are closely linked. Social issues arise as a result of the local economy or environment and vice versa. Transport is a particular example of this arbitrary definition. It has environmental implications in terms of noise, land take, and emissions and social effects such as exclusion for those without access to a car and community segregation by large roads. It also has economic causes and effects such as a local retail park or school which may cause local congestion, which itself has costs to business. These links are identified where possible in the text, and in the issues identified.

4.6 The key issues which have been identified as part of this exercise have fed into the SA Framework. The relationship between the key issues and the SA objectives (which are explained in more detail in Chapter 5 of this report) are set out at the end of each of the environment, economy, and social sections in this chapter.

Baseline Character of New Forest District and the New Forest National Park

General overview:

- Location

4.7 New Forest District and New Forest National Park lie on the south coast between the Southampton-Portsmouth and Bournemouth-Poole conurbations. They are within, and on the
western periphery of, the South East region but share many characteristics of the South West region, such as a predominantly rural character, and house price to income ratios.

4.8 To the west, the District extends to the county boundary with Dorset and Wiltshire and includes the Avon Valley and the Western Downlands. The National Park boundary runs down the eastern side of the valley. The northern parts of the National Park extend beyond the District boundary into Salisbury District and Test Valley Borough. To the east the District and parts of the National Park are bounded by the River Test and Southampton Water, and to the south by the western Solent and Christchurch Bay.

4.9 The Southampton and Bournemouth-Poole conurbations provide employment and services, but also have an impact on the environment of the Forest including traffic generation, development pressures and visitors.

- The New Forest National Park
4.10 The New Forest was created around 1079 as a royal hunting Forest, and has survived remarkably intact to become a highly valued part of the national heritage. It is an area of outstanding national and international importance for the extraordinary richness of its ecology and wildlife, the quality of its landscape, and the continuity of human influences over many centuries, in the form of management of woodlands and heaths, and wildlife, game and domestic animals. It also provides a substantial recreational resource. Because of its value as a cultural landscape, it has been included on the Government's tentative list of World Heritage Sites.

4.11 From April 2006 the National Park Authority will be the planning authority responsible for strategic, local and minerals planning within the National Park.

- New Forest District outside the National Park
4.12 The area where New Forest District Council will continue to be responsible for planning comprises Totton and most of the Waterside including Hythe & Dibden and Fawley, the Coastal Towns area of Lymington to New Milton, the Avon Valley including Ringwood and Fordingbridge, and the Western Downlands. However, other functions including housing, waste disposal, environmental health etc. remain the responsibility of the District Council over the whole District including those parts of it in National Park. Similarly, Salisbury District Council and Test Valley Borough Council remain responsible for these functions within their areas of the National Park.

- Area
4.13 New Forest District is 75,100 hectares in area. The area of the New Forest National Park is 57,086 hectares in total, with 53,625 hectares in New Forest District, the remainder being in Salisbury District and Test Valley Borough. This means that some 71% of New Forest District lies in the National Park.

- Landscape
4.14 The very high quality of the landscape in the bulk of the District is reflected in its designation as a National Park. In the District outside the National Park there are other areas of high landscape quality including part of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty, and the valleys of the rivers Avon and Test.

\[5 \text{ New Forest District Local Plan first Alteration 2005}\]
Other countryside designations
4.15 Parts of the countryside south and west of the National Park lie within the South West Hampshire Green Belt. Strategic gaps have been defined between the Waterside settlements, and local gaps at Fordingbridge.

Nature conservation
4.16 Very substantial areas of the District and the National Park, including their coastline, are covered by statutory nature conservation designations, a large proportion of which include European and international designations. These are illustrated on Figs. 4.1 and 4.2. Outside these, there are also many sites that are covered by local nature conservation designations (Sites of Importance for Nature Conservation – SINC s).

Population
4.17 The District and the National Park are largely rural in character, but still have between them a population of some 170,000, of whom 38,000 are within the boundary of the National Park. The main built-up areas including the six main towns of Totton, Hythe and Dibden, Lymington, New Milton, Ringwood and Fordingbridge all lie outside the National Park. The largest towns are Totton and New Milton, with populations of 28,200 and 24,500 respectively. Within the National Park, there are four main settlements (Ashurst, Brockenhurst, Lyndhurst and Sway), of which two (Brockenhurst and Sway) have populations over 3000.

Table 4.1 Main Towns and Populations: 2004 estimates

<table>
<thead>
<tr>
<th>Town/Village</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Forest District outside the National Park</td>
<td></td>
</tr>
<tr>
<td>Totton</td>
<td>28,200</td>
</tr>
<tr>
<td>New Milton and Barton-on-Sea</td>
<td>24,500</td>
</tr>
<tr>
<td>Hythe and Dibden</td>
<td>20,500</td>
</tr>
<tr>
<td>Lymington</td>
<td>14,500</td>
</tr>
<tr>
<td>Fawley, including Blackfield and Holbury</td>
<td>14,200</td>
</tr>
<tr>
<td>Ringwood</td>
<td>13,700</td>
</tr>
<tr>
<td>Fordingbridge</td>
<td>5,800</td>
</tr>
<tr>
<td>Marchwood</td>
<td>5,700</td>
</tr>
<tr>
<td>Milford on Sea</td>
<td>4,600</td>
</tr>
<tr>
<td>Bransgore</td>
<td>4,300</td>
</tr>
<tr>
<td>National Park</td>
<td></td>
</tr>
<tr>
<td>Brockenhurst</td>
<td>3,300</td>
</tr>
<tr>
<td>Sway</td>
<td>3,400</td>
</tr>
<tr>
<td>Lyndhurst</td>
<td>3,000</td>
</tr>
<tr>
<td>Ashurst</td>
<td>2,100</td>
</tr>
</tbody>
</table>

Source: New Forest District Local Plan First Alteration 2005

4.18 The proportion of the population of retirement age or older is higher than the national and county averages in both the District and the National Park, as they are popular retirement areas.

Transport
4.19 The main roads through the District and the National Park are the A31/ M27, A35, A36, A326, A337, A338 and the A354. Those defined as strategic routes by the Highway Authority are the A31/M27, A36 (north of the M27), A326, A338 and A354. A network of smaller roads and lanes serve the settlements. A feature of the National Park is the network of unfenced roads that cross the Crown lands.
In terms of public transport, there are bus services to most settlements of varying degrees of frequency. The main line railway from London to Bournemouth also crosses the District and the National Park with stations in a number of settlements, and there are branch lines to Fawley and Lymington. There are ferry terminals at Lymington and Hythe, the Lymington ferry providing a popular crossing to the Isle of Wight, particularly for tourist coaches. Commercial and military shipping uses ports and wharves at the Fawley Oil Refinery, Marchwood and Eling. The international airports at Southampton and Bournemouth lie east and west of the District respectively.

- **Economy**
4.21 The District and National Park are relatively prosperous, with unemployment levels below the national average. The District and the National Park provide a variety of employment opportunities including manufacturing, service and tourism-related jobs. However, local income levels are relatively low whilst house prices are high, resulting in issues of affordability.

- **Recreation and amenity**
4.22 The area offers a very attractive and varied environment and a wide range of outdoor recreation opportunities including informal countryside and coastal recreation, horse riding, sailing and other water sports, fishing, golf etc. It is a popular as a tourist destination and as a destination for day visitors from areas within and beyond the District.

- **Development pressures**
4.23 Because of its natural beauty and amenity and relative ease of access to the local conurbations and London, development pressures on the area are considerable, and land and property prices are very high. It is a popular area for retirement.

**Environment**

**Biodiversity**

4.24 The National Park and the remainder of the District contain substantial areas covered by international, European, national and local nature conservation designations (see Figs. 4.1 and 4.2). These include many of the habitats and species identified in the UK Biodiversity Action Plan and the Hampshire Biodiversity Action Plan (see Fig. 4.3).

- **New Forest National Park (NFNP)**
4.25 The majority of the NFNP is of outstanding national, European and international value for its nature conservation interest. Its unique combination of habitats includes lowland heath, valley and seepage step mire and ancient pasture woodland. The New Forest Site of Special Scientific Interest (SSSI) covers 28,947 hectares, and the majority of it is also a Special Area of Conservation (SAC), a classified Special Protection Area (SPA) and a listed Ramsar site.

4.26 The NFNP has the largest area of “unsown” vegetation in lowland England, the largest area of depressions on peat substrates and the largest area of mature, semi-natural beech woodland in England. It is also the largest area of lowland heath in Western Europe and the most extensive area of active wood pasture with old oak and beech in north-west Europe. It contains about 90 clearly defined valley mires or bogs, within 20 different valley systems, with more of this habitat in the New Forest than the rest of Britain and western Europe combined. The open heathland, mire and pasture woodland of the New Forest are unique at this scale and in this combination. The Forest also contains a large number of older trees which support a wide range of species including insects, birds, bats, mosses, lichens and fungi.
Figure 4.1 International nature conservation designations
Figure 4.2 National and local nature conservation designations
Figure 4.3 Hampshire Biodiversity Action Plan Habitats

Legend
- New Forest District
- Urban areas
- Standing Open Water
- Wet woodland
- Lowland Calcareous Grassland
- Reedbed/Swamp
- Lowland Meadow inc Rush Pasture
- Lowland Heath/Bog/Acid Grassland/Gorse
- Coastal habitats: Grazing marsh, Saltmarsh, Mudflats and Vegetated Shingle
- Floodplain Grazing Marsh (Avon Valley) inc. associated Lowland Meadow, Fen and Carr
- River Avon - Chalk stream
- Lowland Mixed Deciduous Woodland inc Lowland Beech & Yew, & Lowland Wood Pasture & Parkland

Produced by the Hampshire Biodiversity Information Centre on 27.01.2008 using data derived from the HCC GIS Habitats layer and updated on behalf of the HBIC Partnership
4.27 The nature conservation interest of the Forest has arisen largely because of the way the area has been managed over many centuries. Management for forestry has created the hardwood and softwood inclosures, and controlled burning of the heaths maintains their value as heathland and grazing habitats. Grazing by large herbivores including deer, ponies and cattle is a major factor in shaping the habitats and landscape character of the area, including the maintenance of the distinctive Forest lawns.

4.28 The depasturing of stock by 'commoners' is an ancient tradition dating back to the early establishment of the Forest. Residents within and from some distance around the New Forest can enjoy a number of common rights to use the Forest in various ways. These rights are associated with particular properties, and are administered by the Verderers of the New Forest. They include the right of pasture (grazing certain animals on the forest), the right to collect fuel wood and the right of mast (turning out of pigs on the forest). The New Forest Acts of 1877-1970 re-established the ancient Court of Verderers in the late 19th century to administer the system of common rights. The Verderers operate under these Acts and their own Byelaws, which apply to unenclosed land within the Perambulation of the New Forest as defined in 1964.

4.29 In 2004 there were 479 practising commoners exercising their rights of common. Over the past 40 years the number of ponies grazing the New Forest has doubled to 3,914 in 2004, while there has been a significant drop in the numbers of pigs (260 in 2004). Donkey numbers reached a high point in the mid-1990s, while cattle numbers remain generally unchanged at approximately 2,000. While the commoning system is currently working well in terms of animals depastured on the Forest, it is not an activity that provides an economic return, and there are significant threats to it in the longer term (see also ‘Agriculture’ below).

4.30 The National Park also contains a number of other SSSIs, including those around the coast at the Lymington-Keyhaven marshes, the Beaulieu River Estuary (the North Solent SSSI) and part of the Hythe-Calshot marshes. Part of the North Solent SSSI is a National Nature Reserve, and all these areas are also subject to SAC, SPA, and Ramsar designations. The National Park also contains a number of locally designated Sites of Importance for Nature Conservation (SINCs) and two Local Nature Reserves.

4.31 In 2005, 64% of the 537 units within the New Forest SSSI were in a recovering or favourable condition. The Public Service Agreement target is 95% in recovering or favourable condition by 2010. Figure 4.4 shows the condition of units within the New Forest SSSI, and Figure 4.5 shows the condition of all the SSSIs in the National Park.

(Source: English Nature)

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6 Verderers Records 2003/4
Pressures on the areas designated as being of nature conservation value include those arising from human activity (recreation, development and various forms of pollution including noise and light), and from natural forces such as climate change. These can result in habitat loss and fragmentation, disturbance to wildlife (including pet predation), introduction of non-native species, increased flood risk etc. Human intervention through management including depasturing of grazing stock has also helped to create biodiversity, but aspects of this, in particular commoning are under threat (see Agriculture below).

**New Forest District outside the National Park**

The District outside the National Park also contains substantial areas of nature conservation value. The rivers Avon and Test are both SSSIs, and the river Avon and lower Test Valley are also included in SACs. Parts of the valleys including Blashford Lakes north of Ringwood are SSSIs, SPAs and Ramsar sites. The majority of the Waterside coastal marshes and mudflats are designated as SSSIs and within a SPA and Ramsar site. The coastal cliffs of Christchurch Bay are in a designated SSSI predominantly for their geological interest (fossils). In the Western Downlands, the Martin Down SSSI is also a National Nature reserve.

There are also substantial areas identified as being of local nature conservation importance by means of designation as SINCs. These include Dibden Bay, large tracts of Ringwood Forest and many other smaller sites.

Issues again include agricultural management, for example of the downland areas, and coast protection. Coast defences can affect nature conservation interests, e.g. by limiting the erosion processes that expose the fossils for which the Christchurch Bay cliffs are designated, and through coastal ‘squeeze’ where defences prevent coastal marshes from retreating naturally inland.

![Figure 4.6 SSSIs condition 2005, New Forest District outside National Park](image)

**Landscape**

**New Forest National Park**

The New Forest National Park encompasses a wide variety of landscapes ranging from open heaths and woodlands to river valleys and coastal marshes. The New Forest District Landscape Character Assessment prepared by Environmental Resource Management and adopted by New Forest District Council as Supplementary Planning Guidance in 2000 describes twenty-seven different landscape character areas, of which twenty-one are either wholly or partly within the New Forest National Park. These are:

- LCA 6 Upper Avon Valley;
- LCA 7 Lower Avon Valley;
- LCA 8 Poulner Woods and Pastures;
- LCA 9 Landford Forest Farmlands;
LCA 10  West Wellow Heaths and Commons;
LCA 11  Copythorne Forest Farmlands;
LCA 12  Hythe and Ashurst Forest Farmlands;
LCA 13  Waterside Parishes (land at West Cliff Hall Hotel and Rolleston Farm only);
LCA 15  North West Solent Estates;
LCA 16  Lymington and Pennington Coastal Plain;
LCA 17  Barton and Milford Coastal Plain (Keyhaven only);
LCA 18  Sway Pasture and Smallholdings;
LCA 19  Bransgore Woods and Pastures;
LCA 20  Southern Heath and Forest;
LCA 21  Northern Heath and Forest;
LCA 22  Furzey Woodland and Villages;
LCA 23  New Forest Central Woodlands;
LCA 24  Lymington River;
LCA 25  Beaulieu Heath;
LCA 26  Beaulieu River;
LCA 27  Eastern Forest Heaths.

4.37 The key characteristics contributing to the natural beauty of the area are:
   i  **trees and woodland**: ancient woods, timber plantations, hedgerow oaks and ancient
      pollarded trees;
   ii **heathland**: open tracts of heath characterised by heather, gorse, bracken and Scots pine;
   iii **commoning**: the presence of grazing animals, and their influence, for example, in
      maintaining the balance between heathland, scrub and woodland, and the creation and
      maintenance of the Forest lawns; also the associated smallholdings;
   iv **antiquity**: the ancient character of the Forest, demonstrated by its irregular pattern of fields,
      lanes and settlements, and the presence of ancient hedgerows, drove roads and wayside
      commons; also archaeological features, including many of importance to woodland
      archaeology such as medieval wood-banks. As an unusually intact remnant of a medieval
      hunting forest, the New Forest is a valuable historic landscape in its entirety.

4.38 The National Park also includes part of the Southampton Water coast between Ashlett and
   Calshot, and the western Solent coast between Calshot and Keyhaven. Both are characterised
   by mudflats, saltmarshes and a rural hinterland of considerable nature conservation and
   landscape value. They have functional links with the New Forest in the form of small areas of
   grazing marsh.

4.39 A 1996 assessment of Tranquil Areas in the New Forest Heritage Area found that there was a
   high degree of remoteness/tranquility in the north-west and south-east of the area. It found
   that the most remote areas were west of Fritham, the north west Solent shore (south and west
   of Beaulieu), south of Burley and Hatchet Moor7. A CPRE study from 2000 indicated that one of
   the only parts of the District with ‘dark skies’ was the centre of the New Forest8.

4.40 The New Forest District Landscape Character Assessment summarised that the main issues for
   the landscape character in the National Park were:
   • The impact of piecemeal development in the Forest
   • Pressures on the boundary of the Heritage Area (now mostly the National Park)
   • The decline of landscape character on eastern edges bordering the Waterside
   • Managing visitor pressures
   • The influence of ongoing changes in forest management

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8 CPRE Light Pollution Map for the South East
• Threats to commoning
• The erosion of semi-natural habitats
• The impacts of sand and gravel extraction
• Threats to historical and archaeological features.

- New Forest District outside the National Park

4.41 The principal areas of the District outside the National Park are the Western Downlands, most of the Avon Valley, the coastal towns area from New Milton to Lymington, and the Waterside, including the Test Valley. These coincide substantially with the following landscape character areas as defined in the New Forest District Landscape Character Assessment:
   LCA1 Martin and Tidpit Downs
   LCA2 Martin and Whitsbury Open Farmland
   LCA3 Damerham and Rockbourne Valleys
   LCA4 Wooded Sandleheath Farmland
   LCA5 Ringwood Forest
   LCA6 Upper Avon Valley
   LCA7 Lower Avon Valley
   LCA13 Waterside Parishes
   LCA14 Fawley Refinery Complex
   LCA17 Barton and Milford Coastal Plan

4.42 LCAs 1-3 and parts of 4 are within the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty. This area differs in character from the rest of the District and the National Park, being part of a much larger area of chalk downland.

4.43 The Avon and Test valleys have a landscape character that is of value in its own right, with meandering watercourses and extensive floodplains. The current local plan seeks to protect these river valley landscapes.

4.44 The Avon Valley LCAs extend into the National Park. The District contains parts of the following LCAs that extend into the New Forest National Park and are therefore closely related to the National Park in character:
   LCA10 West Wellow heaths and commons (Shelley Common)
   LCA11 Copythorne Forest Farmlands (Loperwood, Hillstreet, Wade Hill)
   LCA12 Hythe and Ashurst Forest Farmlands (Frost Lane)
   LCA16 Lymington and Pennington Coastal Plain (north of Lymington and part of Lower Pennington)

4.45 The District also includes parts of the coast at Christchurch Bay and Southampton Water. Christchurch Bay is characterised by low, crumbling cliffs and pebble beaches, whereas the undeveloped coast of Southampton Water is bordered mainly by saltmarshes and mudflats.

Other rural landscape analyses/designations

- Countryside/landscape typology
4.46 The Countryside Agency and English Nature have also produced analyses of the landscape of the area which demonstrate a wide variety of landscape character types (Figs 4.7 and 4.8).
Figure 4.7 National landscape types
- **Green Belt**

4.47 The South West Hampshire Green Belt lies entirely outside the National Park. It extends south from Ringwood covering those parts of the lower Avon Valley outside the National Park, and through the coastal towns area from New Milton to Lymington.

- **Strategic Gaps**

4.48 The Hampshire County Structure Plan Review identified four Strategic Gaps along the waterside (Totton-Nursling, Eling-Marchwood, Marchwood-Hythe and Hythe-Fawley). The Marchwood-Hythe strategic gap includes part of the NFNP east of the A326.

- **Local Gaps**

4.49 The New Forest District Local Plan First Alteration defines local gaps between Fordingbridge and Ashford and between Ashford and Sandleheath.

**Historic Environment**

- **New Forest National Park**

4.50 The NFNP is of substantial historic and cultural importance in its own right, encompassing a system of land management that has survived remarkably intact for many centuries. The commoning system and the associated Verderers Court, which descends directly from the system of Forest Law introduced by the Normans, is one manifestation of this, as are many of its landscape characteristics, including historic features such as the Ancient and Ornamental Inclosures, 13th Century forest boundary markers, enclosure banks and ancient field patterns.

4.51 In terms of the built heritage, the Park contains a built environment of mixed age and quality. Forest settlements are typically dispersed in character, with dwellings and farmsteads scattered along lanes and tracks, interspersed with fields and woodlands. In the larger villages of Ashurst, Brockenhurst, Lyndhurst and Sway this pattern has largely been lost to more modern infilling development; however, most other settlements in the Forest have retained the more characteristic layout. Distinctive building types include timber-framed cottages with thatched roofs and cob-walled cottages and barns. Larger houses include Georgian manor houses, and Victorian and Edwardian dwellings notable for their steeply pitched roofs and tile-hung upper storeys. Outbuildings associated with commoning activities (including those made from timber and corrugated iron) also contribute to the built character of the area. The NFNP contains 17 Conservation Areas and around 587 listed buildings (note: a single site may contain more than one listed building). There is also archaeological evidence of earlier occupation, and the Park contains numerous Scheduled Ancient Monuments. The more recent historic heritage includes evidence of both World Wars, with remnants of airfields in the Forest, the seaplane hangers at Calshot and Mulberry Harbour structures on the south coast.

4.52 A number of man-made landscapes are also identified as being of particular importance. Six areas within the National Park are on the English Heritage Register of Parks and Gardens of Special Historic Interest, and a further 16 are also identified as being of historic interest.

- **New Forest District outside the National Park**

4.53 The District outside the National Park includes the towns that have served the New Forest historically and others that have grown up on its periphery and now provide employment and services for the Park and the remainder of the District. Again, the built environment is of mixed age and quality, but parts of it are of considerable historic interest, including the medieval burgage plots evident in Lymington and to a lesser extent in other settlements, and examples of
Georgian, Victorian and other building styles. It includes 925 listed buildings and 21 Conservation Areas, as well as many Scheduled Ancient Monuments.

4.54 The District outside the National Park also contains one area on the English Heritage Register of Parks and Gardens of Special Historic Interest, and a further eight identified as being of historic interest. In addition, the floodplain of the Avon Valley includes relics of an ancient water meadow system that are of archaeological interest.

Agriculture

4.55 Figure 4.9 shows the agricultural land classifications for the District and the National Park. Management of land and stock for agriculture, forestry and horticulture is a major determinant of landscape quality. The contribution of the commoning system and sylvicultural management to the character of the National Park has already been noted (para. 4.27 above); agricultural management has also contributed substantially to the landscape character of the remainder of the District including the river valleys and the Western Downlands. The maintenance of a viable agricultural and commoning economy is therefore an issue of great significance in both the District and the National Park. Increasingly, diversification of activity and agricultural enterprise is seen as a way of sustaining agricultural management of land.

- New Forest National Park

4.56 The majority of the land that is of high nature conservation value in the National Park, principally the open Forest, is of poor agricultural quality. This is one of the reasons why commoners need back-up land to support stock depastured on the open Forest. This is a unique and vital element of the land management regime associated with the New Forest. Back-up land is to be found in farmland in and around the NFNP. A particular issue affecting the future of commoning is the availability of back-up land; competition from other uses such as recreational horse riding forces up rental and sale prices to levels well beyond the means of most commoners.

4.57 The highest quality land in the National Park is in the southern parts of the Park between Hinton and Boldre and along the north-west Solent shore, and in the small parts of the Avon valley included within the Park, where there are large areas classified as Grades 2 and 3.

- New Forest District outside the National Park

4.58 Much of the undeveloped land in the District outside the National Park is classified as best and most versatile. There are large areas of agricultural land classified as Grades 2 and 3 in the Western Downlands, the river valleys (particularly the Avon) and between Lymington and New Milton; there are also smaller areas north of Totton and northwest of Marchwood. Around the main towns and in the river valleys there are pressures on this higher quality land for development including mineral extraction.
Figure 4.9 Agricultural land classifications
Tourism and Recreation

- New Forest National Park

4.59 The New Forest is a major destination for tourism, because of the extensive opportunities it offers for informal outdoor recreation, and its ecological and landscape value. Parts of its coastline at Calshot and Lepe also attract substantial numbers of visitors, and the Park includes a small number of major tourist attractions such as the Beaulieu Motor Museum and Exbury Gardens. The tourism sector is the biggest sector by income in the New Forest National Park - in 2001 it generated around 26% of all jobs and had an annual value of some £156 million\(^9\).

4.60 The Park also accommodates more formal recreation facilities in the form of sports pitches serving predominantly local village needs, and golf courses.

4.61 The last survey of visitor numbers was in 1996 although a survey has recently been carried out and will become available in late 2005. Visitor numbers in 1996 were estimated at 18 million recreational day visits/year, with 75% of these being locally generated and 25% generated by tourists. Recreational use on this scale has the potential to impact significantly on the nature conservation and landscape value of the Forest, and demonstrates that the National Park boundary is not one up to which development can take place without having an impact on the special interest of the Park. The provision of facilities outside the National Park that can provide alternative locations for local people to walk/exercise dogs etc is an important issue.

- New Forest District outside the National Park

4.62 The coast and historic towns of the District outside the National Park offer extensive recreation opportunities, in particular water-based recreation such as sailing, tourist accommodation etc. The main towns also accommodate the major indoor recreation facilities that serve the needs of the District population both within and outside the National Park. Most towns also offer formal and informal open space for public recreation; however, it is not evenly distributed and not all parts of the built-up areas have good access to such spaces. As noted above, the provision of adequate access to informal open space as an alternative to the New Forest is an issue.

Travel and Transport

4.63 The car dominates travel in the District with cars used for 84% of local journeys over one mile and 96% of all recreational visits. The number of households in the District owning cars increased by 15% between 1991 and 2001. 42.3% of all journeys to work in the New Forest District were by driving a car or van, with the next highest mode of transport on foot at 4.5%. Only 2.7% cycled to work. 7.2% of residents worked from home\(^10\). During peak holiday periods the road network and villages come under considerable pressure from traffic, in particular Lyndhurst.

4.64 Parts of the District have good transport links to Southampton, Bournemouth and London, however accessibility to urban areas varies considerably throughout the District, with the northern part of the District being more isolated

4.65 Public transport is limited to frequent inter-urban bus services and less frequent village bus services. Limited parts of the forest are well served by rail links. There has been a decline in bus use over the last ten years, although measures underway may be reversing this. Cycle use has continued to decline, consistent with national trends.

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\(^9\) Strategy for the New Forest, New Forest Committee 2003
\(^10\) 2001 Census, Office of National Statistics
New Forest National Park

4.66 Most of the main transport links in this area pass through the National Park, including the main London Waterloo – Weymouth railway line, the M27/A31, the A35 and the A337. The A326 forms part of the Park’s eastern boundary, running through the Park in the area between Hythe and Marchwood. The A31 dual carriageway effectively divides the Park, with only two underpasses and one main crossing point. It is part of the strategic road network and is a very heavily used road, being the main link between south east Dorset and south Hampshire, and also a holiday route to the South West. The National Park also accommodates transport interchanges, with main line stations linked to other transport modes at Brockenhurst and the Lymington Ferry terminal at Walhampton. There are other railway stations in the National Park at Ashurst, Beaulieu Road and Sway and on its boundary at Hinton.

4.67 1% of visitors access the Forest by bicycle but 20% use cycles for recreational use once they have arrived. The 1996 Tranquil Area study for the New Forest Heritage Area concluded that if speeds could be kept to 25 miles per hour or below on some of the unclassified roads, this would be likely to result in increasing the extent of walkable/ cycleable roads.11

4.68 A particular issue within the National Park is the risk of animal deaths from traffic accidents on the unfenced roads. The imposition of the 40mph speed limit on these roads has reduced these to some extent, but they are still sufficiently numerous to represent one of the threats to the commoning system. Use of these roads by commuters exacerbates this problem.

New Forest District outside the National Park

4.69 The eastern side of the District is accessed by the A326 which is part of the strategic road network. There is a mainline railway station at Totton, and an existing single track railway extending to the Fawley Refinery which is used currently for freight but has the potential to be used also for passenger transport. There is also a passenger ferry at Hythe. The Avon Valley north of Ringwood is served by the A338, also part of the strategic road network. However, the southern part of the Avon Valley and the southern coastal towns are remote from the strategic road network. Lymington and New Milton are accessible by rail, but from the north and east, road access to them involves crossing the Forest, in the case of New Milton via unfenced Forest roads.

Energy

4.70 In 2005 New Forest District (including the National Park) had an average level of domestic and commercial electricity consumption, relative to other local authorities in the South East.12 Energy savings over the six years to 2004 have been in the region of 19% as opposed to the English average of 9%.

4.71 The most likely sources of renewable energy for this area are considered to be from biomass, although other forms of energy generation such as on-shore and off-shore wind power cannot be discounted.13 In the National Park, only smaller scale schemes are likely to be appropriate.

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12 Regional and local energy consumption statistics DTI 2005
13 New Forest District Local Plan First Alteration 2005
Water

- Water supply
4.72 Much of Hampshire County relies on groundwater or groundwater-fed streams for its water supply. New Forest District contains groundwater protection zones at Ampress, Lymington and in the Western Downlands extending to Fordingbridge and through Breamore into the National Park at Hale, serving boreholes at Hale and Woodgreen. The District is well supplied with water as it contains large reservoirs at Blashford Lakes (administered by Wessex Water and Bournemouth and West Hampshire Water) which draw water from the River Avon, and Testwood Lakes (administered by Southern Water) which draw from the River Test. The Environment Agency has identified water catchment areas around the Avon and the Test. Measures to promote more efficient use of water appear to have been effective to date, as for example Wessex Water and Bournemouth and West Hants Water have not yet needed to exploit the full capacity of Blashford Lakes.

- Waste water
4.73 Waste water in the District and the National Park is dealt with by Southern Water and Wessex Water. There are treatment works within the District, for example at Slowhill Copse, Marchwood, Ashlett and Pennington. These are understood to be adequate to serve current needs. Adequate provision of such services is an essential pre-requisite for future development.

Pollution

- Air Quality
4.74 Air quality is generally good, although localised problems exist from traffic emissions, for example along the A326 and in Totton and Lyndhurst where high traffic flows and queues are common. Poor air quality is associated with heavy industry in the Waterside Area (sulphur dioxide) and mineral workings in the Avon Valley (particulate matter).

- Water
4.75 Rivers with catchments largely contained within the Forest are of generally high water quality, with the main problems relating to low flows in summer. Low flows can be attributed to the lack of a major aquifer to hold winter rainfall, partial drainage of some of the mire systems and the straightening and dredging of rivers. Ground water abstraction may also be contributing to reduced flow rates.

4.76 The Avon and Test Rivers have experienced a gradual loss of quality. Diffuse pollution from agricultural land, roads and built up areas are contributory factors. Licenses allowing industrial discharges into the Solent from the industries along the Waterside are being reviewed. Use of fertilisers results in nutrient-rich run-off that enters coastal waters via streams and rivers, adding to problems of nutrient enrichment associated with sewage. The Environment Agency monitors and reviews abstraction licenses within SACs where these may have a significant effect on their ecological value.

4.77 Coastal bathing waters in the District meet the Environment Agency’s Guideline standards which exceed the standards required by the EC Bathing Water Directive. Beyond these areas, in areas frequented by other recreational users such as sailing, there are no such standards, and water quality is more variable. There is occasional pollution round the coast from sewage, the dumping of waste at sea, industrial discharges, oil spills, litter and oil from boats, and

14 Strategy for the New Forest, New Forest Committee 2003
agricultural run-off. Improvements are needed to a combined sewer outfall and long sea outfall at Pennington.

- **Noise and light**

4.78 Traffic noise and sky glow from the nearby conurbations affect substantial parts of the National Park. A 1996 assessment of Tranquil Areas in the New Forest Heritage Area assessed the landscape in terms of the impact of visual intrusion (e.g. from buildings, industry, pylons etc) and noise disturbance from traffic and recreational activities. This found that there was a high degree of Remoteness/Tranquillity in the north-west and south-east of the area. It found that the most remote areas were west of Fritham, near the Solent (south and west of Beaulieu), south of Burley and Hatchet Moor.

4.79 A CPRE study from 2000 indicated that light pollution from Southampton was likely to be an issue on the eastern side of the District. It showed that the only parts of the District with ‘dark skies’ were the centre of the New Forest and the north-western corner of the District. Aspects of the New Forest’s ecology, for example its populations of insect, are sensitive to localised sources of light pollution, and general light pollution affects the sense of remoteness and tranquillity for which the area is valued. This is an issue that requires further study.

- **Major hazards**

4.80 Within the District and the National Park there are a number of uses that can potentially pose a risk to life and property. These include the Fawley oil refinery, petrochemicals complex and power station, military installations at Marchwood and off Hythe, and gas pipelines. Safeguarding consultation zones are defined around these installations where development is limited. In addition, the District and National Park lie entirely within the safeguarding zones for Bournemouth and Southampton airports.

**Natural Hazards**

4.81 The coast of the District is subject to considerable erosion, particularly at Barton-on-Sea, the remaining cliffs around Christchurch Bay and Hurst Spit, where a permanent breach could cause extensive flooding inland and disrupt the tidal regime of the Solent. Within the Solent, there has been extensive erosion of mudflats and marshes. Coastal erosion is affecting properties at Barton-on-Sea. Monitoring shows a continuing reduction in beach volume and progressive erosion of cliffs and intertidal areas.

4.82 Flood risk is an issue around the coast and in the river valleys, affecting a number of settlements (e.g. Totton, Hythe, Lymington, Milford, Ringwood, Fordingbridge), and the low-lying coast along the north-west Solent shore and Southampton Water. It is associated with increased rainfall, and in the case of coastal flooding, with storm surges and high tides. The effects of flooding are likely to increase with climate change and sea level rise.

4.83 Erosion of saltmarshes is increasing flood risk along the north-west Solent shore and along the coast of Southampton Water, and resulting in the loss of habitats of European and international importance. Coastal protection and flood defence works are subject to environmental and financial constraints and managed retreat/realignment is becoming an increasingly feasible option in some places. Managed retreat can have adverse effects on a range of interests including inland nature conservation such as at Lymington-Keyhaven Marshes.
Climate Change

4.84 Climate change will affect the District and the National Park through flooding and increased storminess, and through changes to vegetation and other species as they adapt (or fail to adapt) to new climatic conditions.

4.85 A major issue for the District is the protection of land and settlements from rising sea levels and increased storm severity. Sea defences may lead to the loss of ecologically significant mudflats and salt marshes through ‘coastal squeeze’ as sea levels rise. Some form of managed retreat of the coastline may need to be considered.

4.86 Climate change may also result in the gradual drying out of mire systems and lower summer flow rates in rivers, resulting in a decline in water quality and change in stream ecology. Species composition is likely to develop at a faster rate than usual as a result of the changing climate with invasive non-indigenous species being more likely to spread and drought-tolerant tree species becoming more dominant.

4.87 Hotter, drier summers will lead to higher water demand for both agricultural and domestic use.

Minerals

4.88 The District has extensive sand and gravel deposits, as lower terrace or valley gravel deposits, particularly in the Avon Valley. They also occur as upper terrace or plateau gravels in the New Forest and Ringwood Forest, and adjacent to the south coast and Southampton Water. Gravel extraction affects some of the better quality agricultural land. There may also be oil and gas deposits beneath parts of the area.

4.89 Hampshire County Council is currently the minerals planning authority; the New Forest National Park Authority will also be a minerals planning authority from April 2006.

- New Forest National Park

4.90 The National Park has one outstanding minerals site to be completed (at Badminston) and no new minerals sites are proposed. Mineral extraction in the Avon Valley, and any proposed after-uses close to the western boundary of the National Park could potentially affect the National Park through noise and disturbance, traffic generation and impact on views from the Park. HCC has a current proposal to enable oil and gas exploration in the National Park.

- New Forest District outside the National Park

4.91 There are extensive areas of mineral extraction in the Avon Valley and Ringwood Forest; areas are also being worked west of Lymington and north-west of Marchwood. These workings have produced a substantial change in the character of part of the Avon Valley, creating an area of lakes known as Blashford Lakes. These have developed considerable nature conservation interest, in particular for wild birds, and are of value for this and for recreational uses.

Waste

4.92 Figures for 2002/3 show the District is one of the lowest generators of waste per household in Hampshire, generating a total of 64,634 tonnes. 25.8% of the waste in the New Forest District is recycled, compared with a Hampshire average of 19% and a national average of 13%. Nevertheless, provision for recycling and disposal of non-recyclable material will be an increasing challenge in both the District and the National Park in coming years, as both involve
facilities and have access requirements that can be difficult to accommodate within sensitive environments.

4.93 Within the District outside the National Park, there are substantial waste disposal and processing facilities, for example the energy from waste (Energy Recovery Facility) plant at Marchwood and a further incinerator generating power within the Fawley petrochemicals complex. Landfill and recycling facilities also exist at Efford and in Ringwood Forest. Within the National Park, there are smaller scale recycling facilities, for example at Pitmore Lane, Sway.

Key Environmental Issues

4.94 The following environmental issues should be addressed by the New Forest District and New Forest National Park Local Development Frameworks and the SAs.

<table>
<thead>
<tr>
<th>KEY ISSUE</th>
<th>SOURCE</th>
<th>SUSTAINABILITY FRAMEWORK OBJECTIVE (see Section 5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The majority of the New Forest National Park, and substantial parts of</td>
<td>PPS7, PPS9, Countryside Agency/ DEFRA New Forest National Park</td>
<td>7. Ensure thriving rural economy</td>
</tr>
<tr>
<td>the District outside the National Park are covered by national</td>
<td>designation, Countryside Agency AONB designation, English Nature SSSI,</td>
<td>9. Promote sustainable tourism</td>
</tr>
<tr>
<td>landscape designations (National Park, AONB), and local, national,</td>
<td>SPA, Ramsar and SAC designations, HCC/English Nature/ Hampshire</td>
<td>10. Maintain and enhance local, national and</td>
</tr>
<tr>
<td>European and international nature conservation designations (SINC,</td>
<td>Wildlife Trust SINC designations, Hampshire Biodiversity Action Plan,</td>
<td>international nature conservation interests</td>
</tr>
<tr>
<td>SSSI, SPA, Ramsar, SAC) These limit development potential but are also</td>
<td>UK Biodiversity Action Plan, Hampshire Biodiversity Information Centre</td>
<td>11. Maintain, enhance and create high quality</td>
</tr>
<tr>
<td>a substantial recreational, tourism and heritage resource and</td>
<td>Monitoring, New Forest District Local Plan First Alteration</td>
<td>landscape, townscape and seascape</td>
</tr>
<tr>
<td>contribute to the local economy by attracting visitors and tourists.</td>
<td></td>
<td></td>
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<tr>
<td>Their character and condition are under threat from a variety of</td>
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<tr>
<td>pressures. There are also landscape and nature conservation features</td>
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<tr>
<td>of local value outside the designated sites that need to be recognised</td>
<td></td>
<td></td>
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<tr>
<td>and protected.</td>
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<td></td>
</tr>
<tr>
<td>Large areas of the District outside the National Park are also within</td>
<td>Hampshire County Structure Plan Review, New Forest District Local</td>
<td>11. Maintain, enhance and create high quality</td>
</tr>
<tr>
<td>national and local protective designations (Green Belt, Strategic Gap,</td>
<td>Plan First Alteration</td>
<td>landscape, townscape and seascape</td>
</tr>
<tr>
<td>Local Gap) which also limit development potential.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>There is a close relationship between the District and the National</td>
<td>Strategy for the New Forest District Local Plan First Alteration</td>
<td>10. Maintain and enhance local, national and</td>
</tr>
<tr>
<td>Park:</td>
<td></td>
<td>international nature conservation interests</td>
</tr>
<tr>
<td>• the presence of the National Park will influence policies for</td>
<td></td>
<td>11. Maintain, enhance and create high quality</td>
</tr>
<tr>
<td>adjoining areas;</td>
<td></td>
<td>landscape, townscape and seascape</td>
</tr>
<tr>
<td>• areas sharing New Forest characteristics or forming part of New</td>
<td></td>
<td>12. Maintain and enhance local heritage and culture</td>
</tr>
<tr>
<td>Forest 'system' (e.g.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>KEY ISSUE</td>
<td>SOURCE</td>
<td>SUSTAINABILITY FRAMEWORK OBJECTIVE (see Section 5)</td>
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<td>-----------------------------------------------</td>
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<tr>
<td>back-up grazing land) have been excluded from the National Park and there is a need to address cross-boundary issues.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development pressures (including the cumulative impact of small-scale development), pose threats to landscape and nature conservation interests within and outside the National Park. High land and property prices fuel these pressures. Development pressures within built-up areas are changing their character and giving rise to local concerns.</td>
<td>New Forest District Local Plan First Alteration</td>
<td>10. Maintain and enhance local, national and international nature conservation interests 11. Maintain, enhance and create high quality landscape, townscape and seascape 12. Maintain and enhance local heritage and culture</td>
</tr>
<tr>
<td>Increasing recreational use of the Forest is placing significant pressure on ecosystems and the landscape. Local residents are the heaviest recreational users of the National Park and additional development within and on the fringe of the Forest will exacerbate this further.</td>
<td>English Nature Strategy for the New Forest New Forest District Local Plan First Alteration</td>
<td>4. Meet educational, leisure and cultural needs of community and visitors 9. Promote sustainable tourism 10. Maintain and enhance local, national and international nature conservation interests 11. Maintain, enhance and create high quality landscape, townscape and seascape</td>
</tr>
<tr>
<td>Up to 50% of land designated as SSSI within the District and the National Park is in an unfavourable condition.</td>
<td>English Nature</td>
<td>10. Maintain and enhance local, national and international nature conservation interests</td>
</tr>
<tr>
<td>Maintenance of the commoning system is vital to maintain the character and culture of the New Forest. Landscape quality generally depends on agricultural management. Maintaining agricultural enterprises in the current economic climate can depend on the ability to add value to agricultural produce and assets by diversifying into other economic activities.</td>
<td>Strategy for the New Forest English Nature New Forest District Local Plan First Alteration</td>
<td>7. Ensure thriving rural economy 9. Promote sustainable tourism 10. Maintain and enhance local, national and international nature conservation interests 11. Maintain, enhance and create high quality landscape, townscape and seascape 12. Maintain and enhance local heritage and culture</td>
</tr>
<tr>
<td>Levels of car use are high and use of public transport is limited. High levels of car use and commuting using the unfenced roads of the Forest contribute to animal deaths on the roads which pose a threat to commoning. There are road safety issues associated with young and elderly people. Traffic congestion and associated air pollution is an issue in places.</td>
<td>PPG13 Census 2001 Verderers of the New Forest New Forest District Community Strategy ‘Changing Lives’ Local Transport Plan New Forest Transport Strategy Totton &amp; Waterside</td>
<td>1. Provide a safe and secure environment 3. Make sustainable provision to meet housing needs and requirements 13. Prevent pollution, and maintain and enhance the quality of air, water and soil 15. Minimise factors contributing to climate change</td>
</tr>
<tr>
<td>KEY ISSUE</td>
<td>SOURCE</td>
<td>SUSTAINABILITY FRAMEWORK OBJECTIVE (see Section 5)</td>
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<tr>
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</tr>
<tr>
<td>Climate change will: • Affect biodiversity through changing habitats and coastal squeeze • Increase hazards arising from fluvial and coastal flooding • Worsen the current situation of low river flows in summer</td>
<td>PPS22 PPG25/ draft PPS25 Environment Agency National advice</td>
<td>1. Provide a safe and secure environment 3. Make sustainable provision to meet housing needs and requirements 10. Maintain and enhance local, national and international nature conservation interests 14. Encourage sustainable use of resources 15. Minimise factors contributing to climate change</td>
</tr>
<tr>
<td>Natural forces threaten some land and property: • Erosion affects the coast of both the National Park and the District, involving loss of cliffs and saltmarshes; there may be a need for managed retreat of parts of the coastline. • Flood risk (coastal and fluvial); maintenance of flood storage and flood flow areas is important in limiting property at risk and maintaining biodiversity.</td>
<td>PPG25/ draft PPS25 Shoreline Management Plans (Southampton Water &amp; the Western Solent; Poole &amp; Christchurch Bays) Environment Agency</td>
<td>1. Provide a safe and secure environment 3. Make sustainable provision to meet housing needs and requirements 15. Minimise factors contributing to climate change</td>
</tr>
<tr>
<td>Pollution and hazardous substances pose threats to the natural and the built environment.</td>
<td>PPS23 Environment Agency Health &amp; Safety Executive</td>
<td>1. Provide a safe and secure environment 13. Prevent pollution, and maintain and enhance the quality of air, water and soil</td>
</tr>
<tr>
<td>Noise and light pollution contribute to loss of tranquillity in the National Park and measures are needed to reduce their impact.</td>
<td>PPG24 Strategy for the New Forest</td>
<td>10. Maintain and enhance local, national and international nature conservation interests 11. Maintain, enhance and create high quality landscape, townscape and seascape</td>
</tr>
<tr>
<td>Sand and gravel deposits underlie large parts of the District, particularly under the best and most versatile agricultural land. These deposits have the potential to alter the landscape and reduce the amount of land in agricultural use. Working these deposits may also have an adverse effect on the ecological and landscape values of the countryside and the National Park.</td>
<td>RPG9 (revised) Hampshire County Council as Minerals and Waste Planning Authority</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets. 10. Maintain and enhance local, national and international nature conservation interests</td>
</tr>
</tbody>
</table>
The need to accommodate waste management facilities will pose environmental challenges in both the National Park and the District outside the Park.

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<th>KEY ISSUE</th>
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<th>SUSTAINABILITY FRAMEWORK OBJECTIVE (see Section 5)</th>
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</thead>
<tbody>
<tr>
<td>The need to accommodate waste management facilities will pose environmental challenges in both the National Park and the District outside the Park.</td>
<td>PPS10, RPG9 (revised), Hampshire County Council as Minerals and Waste Planning Authority</td>
<td>11. Maintain, enhance and create high quality landscape, townscape and seascape</td>
</tr>
<tr>
<td>The need to make provision for renewable energy generation could pose environmental challenges in the District and National Park. There is also a need to ensure/ encourage energy conservation.</td>
<td>PPS22</td>
<td>11. Maintain, enhance and create high quality landscape, townscape and seascape</td>
</tr>
</tbody>
</table>

13. Prevent pollution, and maintain and enhance the quality of air, water and soil
14. Encourage sustainable use of resources
15. Minimise factors contributing to climate change

**Economy**

4.95 For the purpose of considering the local economy, there is currently no separate statistical information for the National Park, so the information presented is for the District as a whole.

**Economic Sectors**

4.96 There are approximately 60,000 jobs within the District. The tourism and retail industries are the most important employment sectors, followed by professional services and public administration. Key workers in education, health and emergency services contribute significantly to the overall workforce. The economic structure of the District has been moving away from manufacturing, towards service-based employment.

4.97 The New Forest’s unique environment attracts many visitors and the tourism industry is of considerable importance to the District. It contributes to some 29% of job opportunities in the District, with people working in shops, distribution, hotels and restaurants. Its value to the economy of the District as a whole is estimated at some £300 million per annum; its value to the National Park is around £56 million of this. Tourism spending is therefore of substantial economic benefits including job creation.

4.98 The numbers employed in traditional rural industries associated with forestry, farming, commoning and crafts have declined and now account for a very small percentage of the workforce. Overall, agriculture provides only a small number of jobs in the District, but is essential for the maintenance of the character of the rural areas. A particular example is the importance of commoning to the character of the New Forest. With structural changes in the agricultural economy, including CAP reform, there is increasing demand for diversification of activities on farms to support ongoing agricultural activity.

4.99 The District lacks higher paid jobs. While unemployment figures in the District are low compared to regional and national averages, jobs within the District are relatively poorly paid, and a significant number are part-time. In 2004 the District had a Gross Mean Weekly Pay for all employed residents in the District of just £404.80, below Hampshire average of £466.30 and the
national average of £429.40\textsuperscript{15}. In 2002, 44.7% of households in the District had incomes of less than £15,000, possibly reflecting high numbers of pensioners in the District.

4.100 ‘Knowledge based’ industries can provide higher paid employment. They are defined as:
- High technology industries such as aerospace; computers and office equipment; radio, TV and communications equipment; and pharmaceuticals
- Knowledge-based services, such as telecommunications; computer and information services; finance and insurance; and business services.

While the District has a proportion of such jobs equivalent to the national average (particularly knowledge-based services), it is slightly below the average for Hampshire and the South East. There is a particular need for higher paid jobs such as these in the District because of high local house prices, and to provide employment opportunities for better qualified local people who wish to remain in the local community.

**Size of business**

4.101 Large firms (200+ employees) make a key contribution to the economic competitiveness of an area\textsuperscript{16}. The proportion of large firms in New Forest District is relatively small compared to the national, regional and county averages. The proportion of small firms (1-10 employees) is correspondingly high, and in 2002 these dominated the New Forest District economy making up 72% of all firms, higher than the national average of 67.8%. The District is increasingly reliant upon the growth of small indigenous businesses.

**Business start-ups**

4.102 A local economy’s ability to generate new entrepreneurs is an important element in its competitiveness. The rate of new firm formation in New Forest District is a little below the national and Hampshire averages, although better than in some other parts of Hampshire.

**Employment**

4.103 The 2001 Census identifies all people in the age range 16-74 as potentially economically active. According to the Census there were 119,056 people in the District in this age range. This represented an increase of 6.8% in the economically active population since 1991. This increase arose entirely from an increase in the female workforce; female economic activity increased by 16.4%, whereas male economic activity decreased by 0.2\textsuperscript{17}.

4.104 Of these, some 79,531 (67%) were in employment or unemployed (compared to the Hampshire total of 72%) with 38.4% in full-time employment (lower than the Hampshire average of 45.4%), 13.7% in part time employment, 10.3% self employed, 1.9% unemployed and 2.3% being students in employment (Fig 4.10).

\textsuperscript{15} 2004 Annual Survey of Hours and Earnings
\textsuperscript{16} Profile of Hampshire 2004, Hampshire County Council
\textsuperscript{17} Census 2001. Office of National Statistics (ONS)
4.105 More recent information (March 2005) suggests that since 2001, unemployment has reduced to around 0.8% overall, although there are pockets within the District where it is slightly higher. This compares to 1.3% in Hampshire and 2.2% in Great Britain.

4.106 Of the 33% of the population aged 16 - 74 that were not in employment or seeking work in 2001, over half were retired, with the remainder being sick/ disabled, carers, full-time students etc. The District has a higher proportion of retired people than Hampshire and the UK. Table 4.2 shows the status of people who were unemployed or not economically active in 2001.

Table 4.2 Unemployed/ not economically active 2001

<table>
<thead>
<tr>
<th>Status</th>
<th>New Forest District (%)</th>
<th>England and Wales (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Receiving income support</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>Long-term unemployed</td>
<td>0.5</td>
<td>1</td>
</tr>
<tr>
<td>Retired</td>
<td>18.8</td>
<td>13.6</td>
</tr>
<tr>
<td>Looking after home/family</td>
<td>6.5</td>
<td>6.5</td>
</tr>
<tr>
<td>Permanently sick or disabled</td>
<td>3.5</td>
<td>5.5</td>
</tr>
<tr>
<td>Other inactive</td>
<td>2.0</td>
<td>3.1</td>
</tr>
</tbody>
</table>

Source: Census 2001

Journey to work

4.107 It is clear that there are more economically active people in the District than there are jobs, and the level of out-commuting bears this out. In 2001 there were around 31,000 out-commuters and some 18,000 in-commuters. The principal destinations of out-commuters are Southampton (36.7%), Dorset (12.6%) and Eastleigh (8.3%). London is the tenth most popular destination of out-commuters, making up 3.9% of the total out-commuting. From the point of view of sustainability and minimisation of journeys to work, some increase in the number of jobs within the District could be advantageous, although this will need to be balanced against any potential environmental impact of related development.

Education and skills

4.108 Table 4.3 shows NVQ attainment levels at schools in the New Forest District. 73.1% of school leavers in the District remain in education, while 5.6% of school leavers become NEET (Not in
Education, Employment or Training. There is a higher proportion of very poorly qualified people in the District than the rest of the region, which may be explained by the older age profile, and/or perhaps by the relatively small proportion of jobs in the District needing such skills.

Table 4.3 Attainment at GCSE/GNVQ levels 2000

<table>
<thead>
<tr>
<th></th>
<th>Key Stage 1 – All subjects (% of pupils achieving an average of Level 2 or above)</th>
<th>Key Stage 2 – All subjects (% of pupils achieving an average of Level 4 or above)</th>
<th>Key Stage 3 – All subjects (% of pupils achieving an average of Level 5 or above)</th>
<th>GCSE Results (Average score per pupil)</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Forest District</td>
<td>84</td>
<td>81</td>
<td>71</td>
<td>45.9</td>
</tr>
<tr>
<td>National</td>
<td>82</td>
<td>76</td>
<td>62</td>
<td>38.9</td>
</tr>
</tbody>
</table>

Source: Education Department, Hampshire County Council

Sites and premises

4.109 In 2003 the District had 1,006,000 sq.m. of commercial floorspace, with 25% of this in retail, 64% in industrial and 10% in office floorspace. The most striking feature of these figures is the relatively small proportion of offices, which is a lot less than Hampshire and the South East Region (18%). Of the industrial floorspace the proportion of warehousing and workshop space is higher than in Hampshire and the South East, but the proportion of factory space is lower. The proportion of retail floorspace is higher than in Hampshire and the Region, and maintenance of the vitality and viability of town centres is a priority in the District.

4.110 In connection with the need to attract more and higher paid jobs into the District, the above figures could suggest that more emphasis needs to be placed on provisions to increase office floorspace in the area.

4.111 An ever-present issue within the District is the difficulty of reconciling business and environmental needs, and the need to make provision for economic growth whilst protecting the sensitive environments within the area. While substantial areas have been allocated for employment, in particular along the Waterside, many of these sites have now been developed.

4.112 The pressure for residential development in the area has also driven up residential land values so that they are significantly higher than employment land values. This makes it difficult to allocate new employment sites and to retain existing sites.

4.113 As opportunities to provide new employment allocations are therefore limited by environmental constraints and land values, there is a considerable imperative to retain existing employment sites wherever possible, and to explore other options that create jobs, for example re-use/ conversion of rural buildings, and enabling / encouraging more working from home, in relation to which the availability of Broadband internet access is of some significance.

Accessibility

4.114 For most employment uses accessibility to services and the highway network is of key importance. Parts of the District and the National Park are well served by road and public transport; however, others, such as the southern coastal towns and the north-western part of the District are somewhat removed from main routes. There are no employment sites in the

18 Southampton and South West Hampshire Area Summary 2003-4 (Learning and Skills Council 2004)
District with direct access to the A31/ M27, and few with easy access to the other strategic highway routes.

**Key Economic Issues**

4.115 The following issues should be addressed by the New Forest District/ New Forest National Park Local Development Framework(s) and the SA.

<table>
<thead>
<tr>
<th>KEY ISSUE</th>
<th>SOURCE</th>
<th>SUSTAINABILITY FRAMEWORK OBJECTIVE (See Section 5)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Tourism and retail</strong> are the biggest economic sectors in the District. Tourism in particular can bring pressures to bear on the local environment through the volume of visitor numbers and associated traffic issues. However, properly managed it also provides the opportunity to contribute sustainably to the local economy. For the retail sector, maintenance of the vitality and viability of town centres is important.</td>
<td>New Forest District Economic Strategy New Forest District Advisory Economic Strategy New Forest District Tourism and Visitor Management Strategy ‘Our Future Together’</td>
<td>4. Meet educational, leisure and cultural needs of community and visitors 6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets 8. Ensure adequate shopping provision and vitality and viability of town centres 9. Promote sustainable tourism</td>
</tr>
<tr>
<td>There is no requirement in the emerging Regional Spatial Strategy to meet regional employment needs in the area, but <strong>local employers have expansion needs</strong>. The increasing reliance on small, indigenous enterprises means that it is important to be aware of their needs for sites and premises. The rate of development of existing allocated sites that have come forward for development suggests a latent <strong>demand for sites</strong>, much of it from local firms, although it is not clear whether recent take-up of land at Totton and Lymington has satisfied this demand for the time being. However, <strong>continuation of past employment development rates</strong> may present issues in view of environmental and other constraints.</td>
<td>New Forest District Economic Strategy New Forest District Advisory Economic Strategy New Forest District Council analysis of employment development trends 2006 Property Market Review – a commercial viewpoint 2006 (Vail Williams)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets</td>
</tr>
<tr>
<td>The increasing reliance on <strong>small, indigenous enterprises</strong> means that it is also important to ensure that provision is made to meet their needs, e.g., for alternative sites and premises. There is understood to be a demand for <strong>small business premises</strong> for business start-ups.</td>
<td>New Forest District Economic Strategy</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets</td>
</tr>
<tr>
<td><strong>Retaining employment sites and allocations</strong> is difficult in the face of pressure for housing, particularly</td>
<td>New Forest District Economic Strategy</td>
<td>3. Make sustainable provision to meet housing needs and requirements</td>
</tr>
<tr>
<td>KEY ISSUE</td>
<td>SOURCE</td>
<td>SUSTAINABILITY FRAMEWORK OBJECTIVE (See Section 5)</td>
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<tr>
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<td>-----------------------------------------------------</td>
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<tr>
<td>given the difference in land values between the two uses</td>
<td>New Forest District Local Plan First Alteration</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
</tr>
<tr>
<td>Existing employment sites are under pressure from a variety of other uses which nevertheless provide employment, such as retail, medical, leisure, education etc</td>
<td>New Forest District Council</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
</tr>
<tr>
<td>The particular sensitivity of the environment in and around the National Park and in the rest of the District, and high local awareness of the need to protect it, limits potential to allocate new sites for employment uses. It is therefore important to: a) retain existing employment sites; and b) encourage alternative means of employment provision including re-use of buildings and working from home</td>
<td>New Forest District Economic Strategy New Forest District Local Plan First Alteration</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
</tr>
<tr>
<td>Merely continuing past development trends may not provide the best balance between employment and housing – there is a need for a clear vision of the type of District we want.</td>
<td>New Forest District Council</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
</tr>
<tr>
<td>Parts of the District are remote from the strategic road network and public transport facilities. There is a need to ensure that employment sites are accessible by a variety of transport modes, and well serviced.</td>
<td>New Forest District Economic Strategy Property Market Review – a commercial viewpoint 2006 (Vail Williams)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
</tr>
<tr>
<td>A high proportion of journeys to work are made by car, and there is a need to consider how to minimise both the use of the car and distances travelled to work.</td>
<td>Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>5. Meet local community needs for essential utilities and transport infrastructure having regard to environmental constraints</td>
</tr>
<tr>
<td>Agriculture (including farming, horticulture, forestry and commoning) is essential to the maintenance of the valued rural landscapes of the District and the National Park. However, pressures</td>
<td>New Forest District Economic Strategy Strategy for the New Forest</td>
<td>15. Minimise factors contributing to climate change</td>
</tr>
<tr>
<td>KEY ISSUE</td>
<td>SOURCE</td>
<td>SUSTAINABILITY FRAMEWORK OBJECTIVE (See Section 5)</td>
</tr>
<tr>
<td>-----------</td>
<td>--------</td>
<td>--------------------------------------------------</td>
</tr>
<tr>
<td>arising from the wider agricultural economy mean that there is an increased need for diversification of activities on farms to support agricultural enterprises. These can have an impact on the local environment and bring pressures to bear on resources such as back-up grazing land. Some, such as the processing and marketing of agricultural products, can have the characteristics of industrial and retail activities.</td>
<td></td>
<td>7. Ensure thriving rural economy</td>
</tr>
<tr>
<td></td>
<td>New Forest District Economic Strategy Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>10. Maintain and enhance local, national and international nature conservation interests</td>
</tr>
<tr>
<td></td>
<td></td>
<td>11. Maintain, enhance and create high quality landscape, townscape and seascape</td>
</tr>
<tr>
<td></td>
<td></td>
<td>13. Prevent pollution, and maintain and enhance the quality of air, water and soil</td>
</tr>
<tr>
<td></td>
<td></td>
<td>14. Encourage sustainable use of resources</td>
</tr>
<tr>
<td>There is a high proportion of part-time jobs, resulting in lower overall household incomes and housing affordability issues. The lack of affordable child care is why many women have to take part time (and lower paid) jobs.</td>
<td>Census 2001 Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets.</td>
</tr>
<tr>
<td>A lack of suitable local job opportunities contributes to out-commuting, although the distances involved are relatively small as most people only travel to the neighbouring cities of Southampton and Bournemouth.</td>
<td>Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets.</td>
</tr>
<tr>
<td>The office sector is under-represented. In addition, average wages are relatively low, which suggests a need to attract higher-paid jobs such as knowledge-based industries.</td>
<td>Economic Profile of New Forest District 2006 (Hampshire County Council) Property Market Review – a commercial viewpoint 2006 (Vail Williams)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets.</td>
</tr>
<tr>
<td>There may be a need to raise skill levels within the District in order to attract knowledge-based industries.</td>
<td>New Forest District Economic Strategy Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>4. Meet educational, leisure and cultural needs of community and visitors</td>
</tr>
<tr>
<td>Unemployment is low relative to county, regional and national levels, but many people travel outside the District to work. There are a few pockets of slightly higher unemployment that are associated with social deprivation</td>
<td>Economic Profile of New Forest District 2006 (Hampshire County Council)</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets.</td>
</tr>
</tbody>
</table>
Social

Population numbers

4.116 The total population of the District in the 2001 Census was 169,331 of which 81,017 were male and 88,314 were female. Current estimates (2005) based on Hampshire County Council’s 2004 based Small Area Population Forecasts (SAPF) indicate that the population has increased to 172,100.

4.117 Population projections for the period 2001 to 2026 show that the District is likely to experience a population decline of 5.88%. This partially reflects the relatively low development rates that are likely to occur due to the designation of the National Park largely within the New Forest District; it also reflects reduced occupancy rates of dwellings with the increase in single person households.

- New Forest National Park

4.118 The population of the National Park (including areas outside New Forest District) is around 34,380 (SAPF 2003 figures). Of these, 31,467 (91.5%) are within New Forest District, 2,498 (7.3%) within Salisbury District, and 413 (1.2%) in Test Valley Borough. The proportion of New Forest District’s population living in the National Park is around 18%.

- New Forest District outside the National Park

4.119 The parts of the District outside the National Park accommodate the bulk of the District’s population – in 2005 this was estimated as 140,391 people (SAPF 2003 figures), which is around 82% of the total population.

Population characteristics

4.120 Figures are not yet available for population characteristics within the National Park so the information here refers to the whole District, excluding those parts of the National Park that lie outside it.

- Age

4.121 Table 4.4 shows the resident population by age and gender in 2003. 4.7% of the population are aged under 5, 13.1% are aged 5-15 and 56% are aged between 16 and pension age. The proportion of young people (16-24) was the lowest in Hampshire at 8.03%, with a county average of 11.5%.

4.122 The District has a higher than average proportion of elderly people, as it is a popular retirement area. In 2001, 26.1% were of pension age (60) or over, and by 2003 this had increased to 29%. This is the highest proportion in this age group of any district in Hampshire, and is predicted to increase still further - projections show that by 2026, persons of pensionable age as a proportion of the population will have reached 55.6%19. This will present major issues in terms of provision of health facilities, recreation facilities and specialised accommodation and care. There are particularly high concentrations of people over retirement age at Barton-on-Sea and Milford-on-Sea.

---

19 Southampton and South West Hampshire Area Summary 2003-4 (Learning and Skills Council 2004)
Table 4.4 Resident population by age and gender 2005

<table>
<thead>
<tr>
<th>New Forest District</th>
<th>Age</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0-4</td>
<td>5-15</td>
<td>16-19</td>
<td>20-24</td>
<td>25-44</td>
<td>45-59</td>
<td>60-64</td>
<td>65-79</td>
<td>80 and over</td>
</tr>
<tr>
<td>Males</td>
<td>3946</td>
<td>11014</td>
<td>4213</td>
<td>4334</td>
<td>20151</td>
<td>17146</td>
<td>5203</td>
<td>12163</td>
<td>4446</td>
</tr>
<tr>
<td>Females</td>
<td>3793</td>
<td>10262</td>
<td>3965</td>
<td>4159</td>
<td>21290</td>
<td>18322</td>
<td>5544</td>
<td>14371</td>
<td>7755</td>
</tr>
</tbody>
</table>

Source: Office of National Statistics

- **Household composition**

4.123 There were 12,445 (17.3% of occupied households) lone pensioner households in the District in 2001, an increase of nearly 15% from 1991, and the highest proportion in Hampshire. Table 4.5 shows household composition. The number of single person households also increased by nearly 23% to 19,933 (27.7%), whilst the number of lone parent households with dependent children increased by more than 90% over the same period to 3,126 (4.3%).

Table 4.5 Household composition 2001

<table>
<thead>
<tr>
<th>Composition (all households)</th>
<th>New Forest District</th>
<th>England/Wales</th>
</tr>
</thead>
<tbody>
<tr>
<td>One person households</td>
<td>27.7%</td>
<td>30%</td>
</tr>
<tr>
<td>Married couple households</td>
<td>39.1%</td>
<td>36.5%</td>
</tr>
<tr>
<td>Cohabiting couple households</td>
<td>7.1%</td>
<td>8.3%</td>
</tr>
<tr>
<td>Lone parent households:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>with dependent children</td>
<td>4.3%</td>
<td>6.5%</td>
</tr>
<tr>
<td>with non-dependent children</td>
<td>2.6%</td>
<td>3.1%</td>
</tr>
<tr>
<td>All other households</td>
<td>19.2%</td>
<td>15.6%</td>
</tr>
</tbody>
</table>

Source: Census 2001

- **Ethnicity**

4.124 1.1% of New Forest District’s population described themselves as belonging to a non-white ethnic group.

- **Health and Wellbeing**

4.125 The 2001 Census established that 92.4% of the District’s population considered that their health was good or fairly good. Life expectancy for both males and females is certainly higher than the national average. Table 4.6 shows life expectancy at birth for males and females.

Table 4.6 Life Expectancy at Birth (Years) 2001-2003

<table>
<thead>
<tr>
<th></th>
<th>Males</th>
<th>Females</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Forest District</td>
<td>79.3</td>
<td>83.1</td>
</tr>
<tr>
<td>England</td>
<td>76.2</td>
<td>80.7</td>
</tr>
</tbody>
</table>

Source: Office for National Statistics, 2004

4.126 However (again from the 2001 Census) 17.8% of the District’s residents suffered from a limiting long-term illness. This was an increase from 11% in 1991. It was the second highest percentage in Hampshire, although similar to the national average of 18.2%. 4110 residents classified themselves as permanently sick or disabled which was 3.4% of those aged 16-74 (average for England and Wales was 5.5%), and 2.4% of the total population (average for England and Wales 3.9%).
4.127 The death rate for the New Forest District per 1000 population is 11.8, higher than the national average of 10.3, probably reflecting the age profile of the population. However, mortality rates are lower in the District than the average for England for all causes except breast cancer, as shown in Table 4.7.

Table 4.7 Mortality rates for Key Causes 2001/2

<table>
<thead>
<tr>
<th></th>
<th>Circulatory Diseases</th>
<th>Coronary Heart Disease</th>
<th>Cancer</th>
<th>Breast cancer</th>
<th>Suicide</th>
<th>Accidents</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Forest District</td>
<td>71.0</td>
<td>41.7</td>
<td>101.5</td>
<td>69.3</td>
<td>5.1</td>
<td>13.4</td>
</tr>
<tr>
<td>England</td>
<td>105.3</td>
<td>63.0</td>
<td>125.4</td>
<td>66.3</td>
<td>8.7</td>
<td>15.8</td>
</tr>
</tbody>
</table>

Source: Office for National Statistics

4.128 In the District, 36.8% of all live births take place outside marriage; however 75.1% of these are jointly registered at the same address. 5.6% of live births weigh less than 2.5kg20. Table 4.8 compares numbers of live births in the New Forest District with the national average.

Table 4.8 Live Births per 1,000 Women aged 15-44

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Forest</td>
<td>49.5</td>
<td>50.3</td>
<td>48.4</td>
<td>52.2</td>
</tr>
<tr>
<td>South East</td>
<td>55.0</td>
<td>54.4</td>
<td>54.2</td>
<td>56.5</td>
</tr>
<tr>
<td>England</td>
<td>55.7</td>
<td>54.9</td>
<td>55.0</td>
<td>57.1</td>
</tr>
</tbody>
</table>

Source: Office for National Statistics 2004

4.129 The live birth rate for the District is 8.2 per 1000 population, lower than the national average of 11.7. The fertility rate for the District (1.58) is also below the national average of 1.71. Teenage conceptions have fallen over the last ten years and in 1998, the conception rate for 15 and 17 year olds was 32.1 per 100021 compared to the national average of 45.6 per 1000. The infant mortality rate for the New Forest District is 3 deaths per 1000 live births, below the national average.

Poverty and Social Exclusion

4.130 In the indices of deprivation, the New Forest District ranks 286 out of 354 districts in England (where the rank of 1 represents the most deprived). The District has no wards in the bottom 25% of most deprived English wards. However, when considering access to services, parts of New Forest District do have fairly high deprivation levels, mainly due to the rural nature of the area.

4.131 Participatory Needs Assessments (PNA’s) and subsequent community development work have been carried out in three specific areas of deprivation in the New Forest, namely Martin, Calshot and Pennington. Work is currently in progress on the fourth PNA in New Milton. The purpose is to achieve an in depth examination of local needs by engaging with communities and to facilitate work with local agencies and residents to meet stated needs. A key issue in the areas of research was the problem of access and costs to reach services for those without transport and on low budgets. In Martin and Calshot this was of particular concern due to their remote locations. Lack of activities for children and young people, meeting places and play facilities

20 The average birth weight for a single baby is 3.3 kg.
21 Department of Health via the Office for National Statistics
was another common issue. Concerns about community safety and issues of access to police featured in Calshot and Pennington with a generalised need for improved communication within all the villages. There was also a need for environmental improvements and the provision of outreach services including health care to the villages. All communities requested community development worker input with development work currently being sustained in Calshot and Pennington.

Crime

4.132 Overall, crime levels in the District are low. In the 2001 Census, the only exception to this is theft of a motor vehicle which was higher than the national average. Table 4.9 shows crime levels in the District.

Table 4.9 Levels of crime (Census 2001)

<table>
<thead>
<tr>
<th></th>
<th>Violence against the person</th>
<th>Sexual offences</th>
<th>Robbery</th>
<th>Burglary from a dwelling</th>
<th>Theft of a motor vehicle</th>
<th>Theft from a motor vehicle</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total no. of offences recorded in New Forest District</td>
<td>1,019</td>
<td>78</td>
<td>29</td>
<td>479</td>
<td>291</td>
<td>1,568</td>
</tr>
<tr>
<td>Rate per 1,000 popn. New Forest District</td>
<td>5.9</td>
<td>0.5</td>
<td>0.2</td>
<td>2.8</td>
<td>1.7</td>
<td>9.1</td>
</tr>
<tr>
<td>Rate per 1,000 popn. England and Wales</td>
<td>11.4</td>
<td>0.7</td>
<td>1.8</td>
<td>7.6</td>
<td>0.4</td>
<td>11.9</td>
</tr>
</tbody>
</table>

4.133 The 2004-2005 Crime Audit for the District showed that criminal damage, anti-social behaviour and road safety were the main concerns in the District. It also found that fear of crime was significantly higher than actual crime levels, consistent with national trends. Violent crime in the District was at very low levels.

Housing

- Housing supply

4.134 House prices in the District are high. Smaller properties are considerably more expensive than the county and regional average, reflecting the proportion of pensioners in the District and the attractiveness of the area. Table 4.10 shows average dwelling prices for Hampshire County and the New Forest District for late 2004. Prices have continued to rise from late 2003 prices.

Table 4.10 Average Dwelling Prices by Type of Dwelling 2004

<table>
<thead>
<tr>
<th></th>
<th>Detached</th>
<th>Semi-detached</th>
<th>Terraced</th>
<th>Flat/ Maisonette</th>
<th>Average price</th>
</tr>
</thead>
<tbody>
<tr>
<td>South East</td>
<td>£359,877</td>
<td>£212,143</td>
<td>£175,077</td>
<td>£145,832</td>
<td>£222,146</td>
</tr>
<tr>
<td>Hampshire</td>
<td>£346,507</td>
<td>£204,715</td>
<td>£172,675</td>
<td>£142,875</td>
<td>£230,660</td>
</tr>
<tr>
<td>New Forest District</td>
<td>£347,500</td>
<td>£198,923</td>
<td>£189,661</td>
<td>£153,685</td>
<td>£256,113</td>
</tr>
</tbody>
</table>

Source: Land Registry Oct-Dec 2004
4.135 The house price to income ratio for the New Forest District in 2003 was 4.96, the highest in Hampshire and above the South East average ratio of 4.61.\(^{22}\)

4.136 In 2001, 80.2% of the housing stock was owner-occupied, an increase of 0.75% from 1991. The proportion in the social rented sector decreased by 0.72% over the same period to 10.1% of households. The number of household spaces increased by nearly 6,000 between 1991 and 2001 to 74,835.

4.137 Housing completions 1996-2005 exceeded the rate indicated by Hampshire County Council’s Structure Plan requirement for the provision of 5,480 net additional dwellings for the period 1996 to 2011. Figure 4.11 below shows completions against the structure plan requirement.

**Figure 4.11 Housing Completions**

![Cumulative Annual Dwelling Completion Rate 1996-2004 Set Against Structure Plan Requirement](chart)

Source: New Forest District Council 2005

4.138 Housing completions on previously developed land have generally met or exceeded the national target of 60%. Figure 4.12 shows the rate of new build housing on previously developed land.

**Figure 4.12 New Housing on Previously Developed Land – New Forest District**

![Annual Percentage of New Housing Built on Previously Developed Land 1996 - 2004](chart)

Source: New Forest District Council

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Housing Need

4.139 New Forest District Council's 2001 Housing Need Assessment Survey highlighted the need for more affordable and smaller sized affordable dwellings. The survey was updated in 2003 and found the need for affordable housing in the District has increased further since the 2001 survey, mainly because of the increase in house prices since 2001.

4.140 The 2003 update demonstrated that there were 3,114 households in unsuitable housing and an annual backlog of 1,395 households in need. Newly arising need totalled 1,098 households. Set against an annual supply of 528 affordable units, there is a shortfall of 849 affordable housing units per year.

4.141 There is also a need for more specialised accommodation for commoners. Commoning is not economically viable, but is essential for the maintenance of the character of the New Forest in terms of both its fabric and its local cultural traditions. Difficulty of access to appropriate dwellings and farmsteads because of high property prices is an issue that affects the future of commoning. The number of people involved is relatively small, but they have particular characteristics and needs that do not fall within the ambit of normal affordable housing.

4.142 There is also believed to be a need to provide sites for gypsies and travellers. Hampshire County Council has one gypsy site in the District near Marchwood, with 20 pitches. Survey work is in progress to establish the nature and extent of future need in terms of numbers, type of site and location. In addition, travelling showpeople have a presence in the District, and there is understood to be an ongoing need for specialist accommodation for them and their show machinery.

Engagement in Culture

4.143 The local authorities have provided a network of libraries, leisure centres, schools, theatres, small-scale arts centres, playgrounds etc. These facilities are backed up by mobile libraries, support for community centres and village halls. There is also a wide variety of recreational facilities, with public open spaces owned and maintained by parish and town councils, public indoor leisure facilities mainly owned and run by the District Council, privately owned recreational facilities, and access to other outdoor and water/ coast-related activities and sports. A key issue in the District is access to recreational, leisure and cultural opportunities and facilities, particularly in areas not well served by public transport, including the more rural areas.

Key Social Issues for the District

4.144 The following issues should be addressed by the New Forest District/ New Forest National Park Local Development Framework(s) and the SA.

<table>
<thead>
<tr>
<th>KEY ISSUE</th>
<th>SOURCE</th>
<th>SUSTAINABILITY FRAMEWORK OBJECTIVE (See Section 5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The District has a higher than average proportion of elderly people, with particular needs for health, social services and special housing/ care provision, as well as</td>
<td>Census 2001  HCC Small Area Population forecasts  New Forest District Community Strategy 'Changing Lives'</td>
<td>2. Improve health and well being  3. Make sustainable provision to meet housing needs and requirements  5. Meet local community needs</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational and recreational needs.</th>
<th>for essential utilities and transport infrastructure having regard to environmental constraints</th>
</tr>
</thead>
<tbody>
<tr>
<td>There is a lack of facilities for <strong>young people</strong>, leading in some cases to issues of minor crime and vandalism.</td>
<td>New Forest District Community Strategy ‘Changing Lives’</td>
</tr>
<tr>
<td>The incidence of crime is low compared to the national average, but the fear of crime is disproportionately high.</td>
<td>New Forest District Community Strategy ‘Changing Lives’</td>
</tr>
<tr>
<td>The District has small concentrations of residents in both rural parts of the District and in some of the built-up areas who have <strong>difficulty accessing</strong> services, job opportunities, health services, recreational, leisure and cultural facilities and other community facilities.</td>
<td>New Forest District Community Strategy ‘Changing Lives’</td>
</tr>
</tbody>
</table>
| There is a need for **health facilities** to address issues of smoking and obesity, and other priority issues within the District. | New Forest District Health Strategy 
New Forest District Community Strategy ‘Changing Lives’ |
| The District has **high house prices** and a high proportion of second homes, creating affordability problems for local people, first-time buyers, Commoners and essential key workers. There may also be a need (as yet unquantified) for sites for gypsies and travellers, and possibly travelling showpeople. There is a need for:  
- more small (cheaper) dwellings as household size continues to reduce and prices remain high;  
- more affordable dwellings that remain affordable in the long term, e.g. rented accommodation;  
- specialised affordable accommodation for commoners (e.g. small farmsteads, rented accommodation) | Census 2001 
New Forest District Health Strategy 
New Forest District Community Strategy ‘Changing Lives’ |
| There is a need for: | New Forest District Health Strategy 
New Forest District Community Strategy ‘Changing Lives’ |

| 1. Provide a safe and secure environment | 4. Meet educational, leisure and cultural needs of community and visitors |
| 2. Improve health and well being | 3. Make sustainable provision to meet housing needs and requirements |
| 5. Meet local community needs for essential utilities and transport infrastructure having regard to environmental constraints | 2. Improve health and well being |
| 4. Meet educational, leisure and cultural needs of community and visitors | 2. Improve health and well being |

**Census 2001**

**New Forest District Health Strategy**

**New Forest District Community Strategy ‘Changing Lives’**

**PPG3**

**New Forest District Housing Strategy**

**New Forest District Community Strategy ‘Changing Lives’**

**New Forest District Local Plan First Alteration**
5. Sustainability Appraisal Framework

5.1 SA objectives are a recognised way in which environmental, economic and social effects can be described, analysed and compared. SA objectives state what is intended. The LDF’s performance against objectives is normally measured by monitoring using various indicators. Indicators are data sets which summarise a range of data to give a picture of the effects of a particular event or trend on a receptor. SA objectives are separate from the LDF objectives, though the two can overlap.

5.2 The SEA Directive is focused on environmental impacts, and does not specifically require the use of objectives or indicators, but they provide a useful means of meeting its requirements. It is necessary to identify within the SA how the requirements of the SEA Directive are being met. To fulfil the requirements of the SEA Directive, the SA objectives must cover biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage, landscape, and interrelationships between them.

5.3 The Sustainability Appraisal objectives for the New Forest District/ New Forest National Park LDF(s) were developed from the documents set out in Appendix 1, in particular:
   • the South East Integrated Regional Framework (IRF);
   • the New Forest District Community Strategy ‘Changing Lives’ prepared by the Local Strategic Partnership; and
   • the Strategy for the New Forest, produced by the former New Forest Committee with extensive public involvement, and adopted in May 2005 by the New Forest National Park Authority as the interim New Forest National Park Management Plan.

They were then benchmarked against the key issues identified for the District and the National Park (see Chapter 4) and assessed to see whether they met the requirements of the SA process and the SEA Directive. Table 5.1 below demonstrates how the Sustainability Appraisal objectives cover the SEA Directive topics and relate to the objectives of the IRF, the Community Strategy ‘Changing Lives and the Strategy for the New Forest.

5.4 The proposed framework of SA objectives provides a tool to be applied consistently to LDD’s prepared as part of the New Forest District and New Forest National Park Authority LDFs. They provide a methodological yardstick against which the sustainability of the LDF is tested. LDD objectives may not necessarily reflect a balance of social, economic and environmental objectives and the SA objectives can help identify any imbalances and conflicts between them. Once inconsistencies and adverse effects have been identified, options and more specific policies can be refined further, and the LDD improved where necessary.

5.5 The SA objectives proposed to be used in appraising the New Forest District and New Forest National Park LDF(s) are set out below in Table 5.2.
<table>
<thead>
<tr>
<th>SEA Directive Topic</th>
<th>South East IRF Objective</th>
<th>'Changing Lives' Objectives with spatial implications</th>
<th>Strategy for the New Forest objectives</th>
<th>Sustainability Appraisal Objectives (see also related criteria as set out in Table 5.2)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Biodiversity</td>
<td>13. To conserve and enhance the region’s biodiversity</td>
<td>d(ii) ENVIRONMENT (NATURAL) Conserve and enhance the special and distinctive landscapes and natural habitats of New Forest District for the enjoyment of present and future generations, recognising the essential part played by sustainable land management in shaping and maintaining the natural environment.</td>
<td>3.3 Conserve, restore and re-create the habitats of the New Forest 3.4 Maintain and improve the overall health and quality of the Forest environment</td>
<td>10. Maintain and enhance local, national and international nature conservation interests</td>
</tr>
<tr>
<td>Population</td>
<td>1. To ensure that everyone has the opportunity to live in a decent, sustainably constructed and affordable home. 4. To reduce poverty and social exclusion and close the gap between the most deprived areas in the South East and the rest of the region. 6. To reduce crime and the fear of crime 7. To create and sustain vibrant communities 8. To improve accessibility to all services and facilities 9. To encourage increased engagement in cultural activity across all sections of the community in the South East</td>
<td>f HOUSING To create sustainable communities, meet a diverse range of local housing needs, provide housing choice and increase affordable housing supply by promoting joint action by stakeholders. a. CHILDREN AND YOUNG PEOPLE • Live in a safe and secure environment b. COMMUNITY SAFETY • Reduce crime and disorder k TRANSPORT All partners to work together to enhance transport availability and choices because good access to schools, jobs and all community facilities is a key ingredient for a healthy community and a successful and sustainable local economy. 4.6 Provide more affordable housing, close to the workplace, for people who live and work in the Forest 5.2 Co-ordinate the management of recreation across the Forest and adjacent areas, encouraging quiet and responsible enjoyment while ensuring the special character of the Forest is not damaged 5.1 Promote awareness and understanding of the special qualities of the Forest 5.3 Reduce the impact of vehicle use on the Forest environment through coordinated traffic management, and improve travel choice through an integrated and</td>
<td>1. Provide a safe and secure environment 3. Make sustainable provision to meet housing needs and requirements 4. Meet educational, leisure and cultural needs of community and visitors 5. Meet local community needs for essential transport and utilities infrastructure having regard to environmental constraints</td>
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<tr>
<td>Human health</td>
<td>3. To improve the health and well-being of the population &amp; reduce inequalities in health.</td>
<td>e HEALTH To improve the health and well-being of the people and communities of the New Forest by reducing health inequalities and enabling people to make informed choices about their health.</td>
<td>sustainable transport system.</td>
<td>2. Improve health and well being</td>
</tr>
<tr>
<td>Fauna &amp; Flora</td>
<td>13. To conserve and enhance the region's biodiversity</td>
<td>d(ii) ENVIRONMENT (NATURAL) Conserve and enhance the special and distinctive landscapes and natural habitats of New Forest District for the enjoyment of present and future generations, recognising the essential part played by sustainable land management in shaping and maintaining the natural environment.</td>
<td>3.3 Conserve, restore and re-create the habitats of the New Forest 3.4 Maintain and improve the overall health and quality of the Forest environment</td>
<td>10. Maintain and enhance local, national and international nature conservation interests</td>
</tr>
<tr>
<td>Soil</td>
<td>10. To improve efficiency in land use through the re-use of previously developed land and existing buildings, including re-use of materials from buildings, and encourage urban renaissance.</td>
<td>4.5 Make sure that development within the Forest is sustainable and does not damage the special character of the Forest</td>
<td></td>
<td>13. Prevent pollution, and maintain and enhance the quality of air, water and soil 14. Ensure sustainable use of resources.</td>
</tr>
<tr>
<td>SEA Directive Topic</td>
<td>South East IRF Objective</td>
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<td>Sustainability Appraisal Objectives (see also related criteria as set out in Table 5.2)</td>
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<tr>
<td>Water</td>
<td>18. To maintain and improve the water quality of the region’s rivers and coasts, and to achieve sustainable water resources management.</td>
<td>d(iii) ENVIRONMENTAL QUALITY/ PROTECTION C Pollution To protect the public health by controlling pollution and public nuisances that are likely to have an adverse effect on the population or the environment.</td>
<td>13. Prevent pollution, and maintain and enhance the quality of air, water and soil 14. Ensure sustainable use of resources 15. Minimise factors contributing to climate change</td>
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</tr>
<tr>
<td>Air</td>
<td>11. To reduce air pollution and ensure air quality continues to improve</td>
<td>d(iii) ENVIRONMENTAL QUALITY/ PROTECTION C Pollution To protect the public health by controlling pollution and public nuisances that are likely to have an adverse effect on the population or the environment.</td>
<td>13. Prevent pollution, and maintain and enhance the quality of air, water and soil 14. Ensure sustainable use of resources 15. Minimise factors contributing to climate change</td>
<td></td>
</tr>
<tr>
<td>Climatic factors</td>
<td>2. To reduce the risk of flooding and the resulting detriment to public wellbeing, the economy and the environment. 12. To address the causes of climate change through reducing emissions of Greenhouse gases and ensure that the South East is prepared for its impacts.</td>
<td>d(iii) ENVIRONMENTAL QUALITY/ PROTECTION A Coast Protection/ Flooding Maintain the health of the physical environment through monitoring, regulation and intervention, balancing the needs of natural processes and economic activity with wider social objectives. B Home Energy Conservation • To meet the aims of the Home Energy Conservation Act 1995: • To increase energy efficiency by 30% by 2010 • To ensure everyone has access to affordable warmth</td>
<td>1. Provide a safe and secure environment 14. Ensure sustainable use of resources 15. Minimise factors contributing to climate change</td>
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</tr>
<tr>
<td>SEA Directive Topic</td>
<td>South East IRF Objective</td>
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<tr>
<td>Material assets</td>
<td>2. To reduce the risk of flooding and the resulting detriment to public wellbeing, the economy and the environment. 10. To improve efficiency in land use through the re-use of previously developed land and existing buildings, including re-use of materials from buildings, and encourage urban renaissance. 15. To reduce road congestion and pollution levels by improving travel choice, and reducing the need for travel by car/lorry. 16. To reduce the global, social and environmental impact of consumption of resources by using sustainably produced and local products. 17. To reduce waste generation and disposal, and achieve the sustainable management of waste 18. To maintain and improve the water quality of the region’s rivers and coasts, and to achieve sustainable water resources management. 19. To increase energy efficiency and the proportion of energy generated from renewable sources in the region.</td>
<td>d(iii) ENVIRONMENTAL QUALITY/ PROTECTION A Coast Protection/ Flooding Maintain the health of the physical environment through monitoring, regulation and intervention, balancing the needs of natural processes and economic activity with wider social objectives B Home Energy Conservation • To meet the aims of the Home Energy Conservation Act 1995: • To increase energy efficiency by 30% by 2010 • To ensure everyone has access to affordable warmth D Waste Management To minimise creation of waste and reuse and recycle a larger proportion of waste arising.</td>
<td>4.5 Make sure that development within the Forest is sustainable and does not damage the special character of the Forest 5.3 Reduce the impact of vehicle use on the Forest environment through coordinated traffic management, and improve travel choice through an integrated and sustainable transport system 4.8 Support the role of village and town centres as a focus for the community, serving the needs of local people and visitors</td>
<td>1. Provide a safe and secure environment 5. Meet local community needs for essential transport and utilities infrastructure having regard to environmental constraints 6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets. 8. Ensure adequate shopping provision and vitality and viability of town centres 13. Prevent pollution, and maintain and enhance the quality of air, water and soil. 14. Ensure sustainable use of resources 15. Minimise factors contributing to climate change</td>
</tr>
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<td>SEA Directive Topic</td>
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<tr>
<td>Cultural heritage</td>
<td>9. To encourage increased engagement in cultural activity across all sections of the community in the South East. 14. To protect, enhance and make accessible for enjoyment, the region’s countryside and historic environment.</td>
<td>g LEISURE To work together to improve the delivery of leisure services, so as to meet the needs of the community; industry; visitors and the environment in a way that improves the quality of life in the District for the benefit of present and future generations. d(i) ENVIRONMENT (BUILT) Protect and enhance the character of the built environment by ensuring that the integrity of buildings and places is respected, promoting the highest standards of design, and fostering public understanding of New Forest towns and villages and the historic built environment.</td>
<td>3.2 Conserve and raise awareness of the cultural heritage of the Forest 3.4 Maintain and promote commoning, emphasising its vital importance to the New Forest 5.2 Co-ordinate the management of recreation across the Forest and adjacent areas, encouraging quiet and responsible enjoyment while ensuring the special character of the Forest</td>
<td>4. Meet educational, leisure and cultural needs of community and visitors 11. Maintain, enhance and create high quality landscape, townscape and seascape 12. Maintain and enhance local heritage and culture</td>
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<tr>
<td>Landscape</td>
<td>14. To protect, enhance and make accessible for enjoyment, the region’s Countryside and historic environment</td>
<td>d(ii) ENVIRONMENT (NATURAL) Conserve and enhance the special and distinctive landscapes and natural habitats of New Forest District for the enjoyment of present and future generations, recognising the essential part played by sustainable land management in shaping and maintaining the natural environment. d(i) ENVIRONMENT (BUILT) Protect and enhance the character of the built environment by ensuring that the integrity of buildings and places is respected, promoting the highest standards of design,</td>
<td>3.1 Conserve and enhance the special and distinctive landscapes of the Forest – especially its qualities of tranquillity, remoteness and wilderness 3.2 Conserve and raise awareness of the cultural heritage of the Forest 3.4 Maintain and promote commoning, emphasising its vital importance to the New Forest 5.2 Co-ordinate the management of recreation across the Forest and adjacent areas, encouraging quiet and responsible enjoyment while ensuring the special character of the Forest</td>
<td>11. Maintain, enhance and create high quality landscape, townscape and seascape 4. Meet educational, leisure and cultural needs of community and visitors 12. Maintain and enhance local heritage and culture</td>
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<td></td>
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<td>and fostering public understanding of New Forest towns and villages and the historic built environment.</td>
<td>the Forest is not damaged 5.1 Promote awareness and understanding of the special qualities of the Forest</td>
<td>4. Meet educational, leisure and cultural needs of community and visitors</td>
</tr>
<tr>
<td>5. To raise educational achievement levels across the region and develop the opportunities for everyone to acquire the skills needed to find and remain in work</td>
<td>h LIFELONG LEARNING A comprehensive and inclusive education system in which every learner: • is given appropriate support to access education fully • is accorded equal worth and protected from harm • enjoys learning • is equipped with the values, knowledge, skills, and attitudes they need to live life to the full.</td>
<td>4.7 Support sustainable businesses and services which contribute to the Forest economy, environmental quality and special character, and use local knowledge to create more Forest-based work opportunities 4.2 Maintain farming as a major land use, supporting changes towards more sustainable farming 4.3 Maintain sustainable forestry and woodland management as important Forest land uses which benefit the local economy, and ensure they conserve the landscape and wildlife of the Forest 3.4 Maintain and promote commoning, emphasising its vital importance to the New Forest</td>
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<tr>
<td>20. To ensure high and stable levels of employment so everyone can benefit from the economic growth of the region 21. To sustain economic growth and competitiveness across the region 22. To stimulate economic revival in priority regeneration areas 23. To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities</td>
<td>c. ECONOMY To facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District’s assets.</td>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets 7. Ensure thriving rural economy</td>
<td></td>
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</tr>
<tr>
<td>SEA Directive Topic</td>
<td>South East IRF Objective</td>
<td>'Changing Lives' Objectives with spatial implications</td>
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<td>Sustainability Appraisal Objectives (see also related criteria as set out in Table 5.2)</td>
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</table>
| 24. To encourage the development of a buoyant, sustainable tourism sector | j TOURISM  
New Forest District to become a tourism destination where the visitor, tourism industry, local community and environment are in complete harmony, and thus make a significant contribution to improving the quality of all life. | 4.4 Tourism should be sustainable and emphasise the Forest as a place for the quiet enjoyment of its special qualities | 9. Promote sustainable tourism |
| 25. To develop and maintain a skilled workforce to support long-term competitiveness of the region | h LIFELONG LEARNING  
A comprehensive and inclusive education system in which every learner:  
• is given appropriate support to access education fully  
• is accorded equal worth and protected from harm  
• enjoys learning  
• is equipped with the values, knowledge, skills, and attitudes they need to live life to the full. | 4. Meet educational, leisure and cultural needs of community and visitors | |
5.6 Table 5.2 shows how the SA objectives will be used. SA objectives (column 1) are outcomes focused, i.e. they do not include the how or the means of achieving the outcome, which is the role of the LDF. The criteria (column 2) provide a more detailed checklist of the sort of things that will be looked for in each LDD to determine the likelihood of each SA objective being achieved. This will enable a judgement to be made of the likely outcome or ‘effects’ of the LDD in sustainability terms. The indicators (column 3) are the proposed data sets by which the actual achievement of the SA objective will be measured (note, these are likely to change as work on data collection, monitoring etc proceeds). These include the Government’s Core Output Indicators published in October 2005. The baseline information (column 4) sets out the data sources for the indicators.

### Table 5.2 Sustainability Appraisal Framework

<table>
<thead>
<tr>
<th>SA Objective</th>
<th>Criteria</th>
<th>Indicators (may change) (* = Core Output Indicators)</th>
<th>Source of baseline information</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Provide a safe and secure environment</td>
<td>• Will it improve road safety, especially for vulnerable groups including pedestrians, cyclists and young people?</td>
<td>• Personal injury traffic accidents&lt;br&gt;• Animal deaths on NFNP roads</td>
<td>• Accident records (HCC, Verderers)</td>
</tr>
<tr>
<td></td>
<td>• Will it limit development at risk from flooding and coastal erosion (by means of protection/ defence works and/or location)?</td>
<td>• Area/ nos. of dwellings at risk from fluvial and coastal flooding&lt;br&gt;• Areas/ nos. of dwellings at risk from coastal erosion&lt;br&gt;• Coastal erosion rates:&lt;br&gt; - cliffs&lt;br&gt; - marshes&lt;br&gt;• Applications refused because of flood risk/ coastal erosion&lt;br&gt;• * No. of planning permissions granted contrary to the advice of the Environment Agency on flood defence&lt;br&gt;• Permissions granted for coast protection/ flood defence works</td>
<td>• Environment Agency Flood Zones and NFCD database&lt;br&gt;• Strategic Flood Risk Assessment&lt;br&gt;• River Basin Management Plans including Catchment Flood Management Plans, Catchment Abstraction Management Plans and Water Level Management Plans&lt;br&gt;• NFDC coastal monitoring&lt;br&gt;• Shoreline Management Plans&lt;br&gt;• NFDC/ NFNPA applications data</td>
</tr>
<tr>
<td></td>
<td>• Will it limit development at risk from major hazards or hazardous substances?</td>
<td>• Nos. of dwellings at risk from major hazards/ hazardous substances&lt;br&gt;• Applications refused because of major hazard/ hazardous substances</td>
<td>• Health &amp; Safety Executive records/ data&lt;br&gt;• NFDC/ NFNPA applications data</td>
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<tr>
<td></td>
<td>• Will it reduce fear of crime?&lt;br&gt;• Will it ensure environment does not encourage crime?</td>
<td>• Reported crime figures per 1000 population&lt;br&gt;• Fear of crime data&lt;br&gt;• Applications where advice sought on community safety</td>
<td>• Census&lt;br&gt;• Overall crime figures (from police)&lt;br&gt;• Fear of Crime Surveys&lt;br&gt;• NFDC/NFNPA applications data</td>
</tr>
<tr>
<td>2. Improve health and well being</td>
<td>• Will it encourage walking and cycling?&lt;br&gt;• Will it improve access to leisure facilities?</td>
<td>• Length of public footpaths/ cycleways/ permissive paths etc&lt;br&gt;• % population within 1.2km of public open space&lt;br&gt;• % population within 5km of public indoor leisure centre</td>
<td>• Highway Authority/ HCC records&lt;br&gt;• Map-based surveys</td>
</tr>
<tr>
<td>SA Objective</td>
<td>Criteria</td>
<td>Indicators (may change) (* = Core Output Indicators)</td>
<td>Source of baseline information</td>
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<tr>
<td></td>
<td>• Will it reduce noise pollution?</td>
<td>• % District in tranquil areas</td>
<td>• Landscape/ tranquil areas assessments (new/ existing map-based survey)</td>
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<tr>
<td></td>
<td>• Will it ensure access to health care?</td>
<td>• Mortality rates</td>
<td>• PCT data</td>
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<td></td>
<td>• Will it ensure accessible buildings and external spaces?</td>
<td>• % applications refused because of inadequate access provision for disabled people</td>
<td>• ONS data &amp; Census &amp; Map-based survey</td>
</tr>
<tr>
<td>3. Make sustainable provision to meet housing needs and requirements</td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• % districts in tranquil areas</td>
<td>• NFDC/ NFNPA data</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>• % applications refused because of inadequate access provision for disabled people</td>
<td>• NFDC/ NFNPA annual housing monitoring</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>• % public car parking spaces designated for disabled people</td>
<td>• Housing needs assessments</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• % new dwellings completed at:</td>
<td>• Housing waiting lists/ homelessness</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>(i) net additional dwellings over the period Apr. 2000 – Mar. 2005</td>
<td>• Census 2001</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>(ii) net additional dwellings for the current year</td>
<td>• House condition surveys</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>(iii) projected net additional dwellings up to the end of the DPD period or over 10 year period from its adoption, which ever is the longer</td>
<td>• Social Services records</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>(iv) annual net additional dwelling requirement; and</td>
<td>• PCT statistics</td>
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<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>(v) annual average no. of net additional dwellings needed to meet overall housing requirements, having regard to previous year’s performance</td>
<td>• Verderers/ New Forest Trust/ Commoners’ Defence Assoc. records</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• % new dwellings completed at:</td>
<td>• HCC Gypsy officer records/ gypsy &amp; traveller housing needs assessment</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>(i) less than 30 dwellings per hectare (dph);</td>
<td>• NFDC/ NFNPA annual housing monitoring</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>(ii) between 30 &amp; 50 dph; and</td>
<td>• Housing needs assessments</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>(iii) above 50 dph.</td>
<td>• Housing waiting lists/ homelessness</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>• Affordable housing completions</td>
<td>• Census 2001</td>
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<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>• % small dwellings</td>
<td>• House condition surveys</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• Homelessness/ nos. people on housing waiting list</td>
<td>• Social Services records</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>• Condition of dwellings</td>
<td>• PCT statistics</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>• Tenure</td>
<td>• Verderers/ New Forest Trust/ Commoners’ Defence Assoc. records</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• Nos. units of sheltered accommodation</td>
<td>• HCC Gypsy officer records/ gypsy &amp; traveller housing needs assessment</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>• Care home bedsplases</td>
<td>• NFDC/ NFNPA annual housing monitoring</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>• Nos. commoners’ dwellings</td>
<td>• Housing needs assessments</td>
</tr>
<tr>
<td></td>
<td>• Will it provide enough dwellings to meet identified District housing needs, particularly with regard to providing affordable and key worker dwellings?</td>
<td>• Gypsy/ traveller site needs and provision</td>
<td>• Housing waiting lists/ homelessness</td>
</tr>
<tr>
<td></td>
<td>• Will it provide for special accommodation needs? (Key workers/ Elderly/ Disabled/ Commoners/ Agricultural and forestry workers/ other occupational needs/ Gypsies/ travelling showpeople)</td>
<td>• Travelling showpeople accommodation needs and provision</td>
<td>• Census 2001</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure adequate standards of residential accommodation?</td>
<td>• % second homes</td>
<td>• House condition surveys</td>
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</tbody>
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64
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<thead>
<tr>
<th>SA Objective</th>
<th>Criteria</th>
<th>Indicators (may change) (* = Core Output Indicators)</th>
<th>Source of baseline information</th>
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<tr>
<td></td>
<td>• Will it ensure accessibility to essential services including provision in accessible locations and accessible transport links? • Will it ensure access to alternative modes of transport?</td>
<td>Amount of new residential development: * within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment areas and a major retail centre(s) • within 15 minutes walk of a frequent bus route/rail service</td>
<td>• Survey (map based) • HCC Highway Authority data</td>
</tr>
<tr>
<td>4. Meet educational, leisure and cultural needs of community and visitors</td>
<td>• Will it enable provision of, access to &amp; maintenance of outdoor and indoor recreation, leisure and cultural facilities for all including young people, elderly people and those with disabilities? • Will it enable the quiet enjoyment of New Forest National Park? • Will it enable recreational access to countryside and coast within environmental constraints?</td>
<td>Changes in areas of formal and informal open space by parish (standards) • * Amount of eligible open space managed to Green Flag Award standard • % population within 1.2km of public open space • % population within 5km of public indoor leisure centre • Nos/ location of other (formal) recreation facilities • Nos./ location/ access to other leisure facilities (cinemas/theatres/pubs etc) • Nos. visiting New Forest National Park • Length/ location of recreational footpaths/ cycleways/ bridleways • Community use of school sites • Nos. and location of community halls</td>
<td>• PPG17 Surveys • NFDC Leisure Services statistics • New surveys (other leisure facilities) • Forestry Commission surveys/statistics • Research data • HCC data • Highway Authority • Countryside service</td>
</tr>
<tr>
<td></td>
<td>• Will it enable provision for educational development needs including further education opportunities for those seeking new skills, and elderly people?</td>
<td>School places • School waiting lists • Participation in adult education • Vocational training opportunities • Permissions granted for development of education facilities</td>
<td>• Parish Council statistics (e.g. use of community halls) • HCC Education Authority records • NFDC/NFNPA applications records</td>
</tr>
<tr>
<td>5. Meet local community needs for essential utilities and transport infrastructure having regard to environmental constraints</td>
<td>• Will it ensure transport infrastructure (roads/rail/buses/cycleways/footpaths) serves local needs? • Will it improve/increase provision of public transport? • Will it encourage greater use of public transport?</td>
<td>Volumes of traffic on strategic road network • Bus &amp; rail usage • Journey to work • Car ownership • * Amount completed non-residential development within UCOs A,B and D complying with adopted car parking standards</td>
<td>• Highway Authority data • Labour Force Survey • 2001 Census • Public transport operators data • NFDC parking data</td>
</tr>
<tr>
<td></td>
<td>• Will it ensure utilities infrastructure serves local needs? • Will it limit adverse</td>
<td>Water/ electricity/ gas usage per head of population • Water resources • Capacity of sewage</td>
<td>• Utilities companies’ data, needs and proposals • NFDC/NFNPA</td>
</tr>
<tr>
<td>SA Objective</td>
<td>Criteria</td>
<td>Indicators (may change) (* = Core Output Indicators)</td>
<td>Source of baseline information</td>
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<tr>
<td>environmental impacts of infrastructure provision?</td>
<td>Will it enable economic / environmentally acceptable provision of services?</td>
<td>treatment infrastructure • Areas with access to mobile telecoms and Broadband • Utilities infrastructure refused / objected to because of environmental impact • Development refused because service provision uneconomic/ environmentally unacceptable</td>
<td>applications records</td>
</tr>
<tr>
<td>6. Facilitate a sustainable and growing economy for the District that creates economic and employment opportunity while making full use of the District's assets.</td>
<td>• Will it ensure a sufficient supply of land in sustainable locations to meet local employment needs? • Will it encourage provision of diverse employment opportunities? • Will it enhance skill levels and provide higher-paid jobs?</td>
<td>• *Amount of floorspace developed for employment by type • *Amount of floorspace development for employment by type in employment or regeneration areas • *Employment land available by type • * Amount of completed retail, office and leisure development • *Losses of employment land in: (i) employment/ regeneration areas and (ii) local authority area. • *Amount of employment land lost to residential development • Nos. of jobs by sector • Vacant premises • Business start-ups/ closures per annum • Nos./ types/ sizes of businesses (including rural) • Nos. and characteristics of unemployed</td>
<td>Employment land surveys • New employment floorspace • Property/ site availability databases • Census • Annual Survey of Hours and Earnings • Annual Business Inquiry • VAT registrations • HCC Unemployment data</td>
</tr>
<tr>
<td>7. Ensure thriving rural economy</td>
<td>• Will it ensure that, within environmental constraints, economic activity is supported by an adequate transport network</td>
<td>• Designated HGV routes • % employment sites within 0.5 km of strategic road network</td>
<td>Highway Authority/ LTP Survey</td>
</tr>
<tr>
<td>8. Ensure adequate shopping provision and vitality and</td>
<td>• Will it provide for local convenience and comparison shopping needs?</td>
<td>• Commoning/ Forest/ agriculture -related business start-ups • Permissions granted for change of use of agricultural buildings • Area covered by management/ stewardship schemes</td>
<td>Verderers records • Forest Friendly Farming data • Forestry Commission data • NFDC/ NFNPA data • DEFRA data</td>
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</tbody>
</table>


<table>
<thead>
<tr>
<th>SA Objective</th>
<th>Criteria</th>
<th>Indicators (may change) (* = Core Output Indicators)</th>
<th>Source of baseline information</th>
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</thead>
<tbody>
<tr>
<td>viability of town centres</td>
<td>• Will it help maintain a viable tourist economy? • Will it ensure that tourist/visitor pressure does not harm the environment of the New Forest, AONB, countryside, and coast?</td>
<td>• * Amount of completed retail, office and leisure development in town centres</td>
<td>• Leisure Services/Tourism Officer • Highway Authority • HCC (country parks) • Forestry Commission • NFDC/ NFNPA applications data • NF tourist bus data • New surveys (e.g. use of cycle routes and Forest tracks)</td>
</tr>
<tr>
<td>9. Promote sustainable tourism</td>
<td>• Changes in: - contribution to District economy - nos. tourism-related jobs - visitor bedspaces - visitor numbers - visitor attractions (location, visitor nos./accessibility) - use of visitor transport facilities (NF Tourist bus, cycle routes, Forest tracks) • Tourism applications refused because of environmental impact</td>
<td>• Leisure Services/Tourism Officer • Highway Authority • HCC (country parks) • Forestry Commission • NFDC/ NFNPA applications data • NF tourist bus data • New surveys (e.g. use of cycle routes and Forest tracks)</td>
<td></td>
</tr>
<tr>
<td>10. Maintain and enhance local, national and international nature conservation interests</td>
<td>• Will it protect and enhance designated sites? • Will it encourage appropriate management of designated sites? • Will it limit pressures on designated sites arising from recreational and other uses? • Will it maintain biodiversity levels, protecting and enhancing existing nature conservation interests and creating new areas of nature conservation value? • Will it allow biodiversity to adapt to the effects of climate change? • Will it protect rare and vulnerable species wherever they occur?</td>
<td>• Nos./area of sites subject to: - statutory nature conservation designations - local designations (SINC, LNR) • Reported condition of national/international sites and reasons for unfavourable condition • * Changes in areas and populations of biodiversity importance including: (i) Changes in priority habitats &amp; species (by type) (ii) Changes in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance • Achievement of Biodiversity Action Plan targets • Nos./areas of sites managed to enhance biodiversity e.g. Countryside Stewardship • Nos./areas sites subject to landscape schemes creating new nature conservation interest • Applications refused for nature conservation/biodiversity reasons • Applications granted with species licensing conditions</td>
<td>• English Nature data • HCC data • HBIC data • NFDC/ NFNPA applications data • NFDC land management data (NFDC sites)</td>
</tr>
<tr>
<td></td>
<td>• Will it encourage public access and education facilities, where appropriate?</td>
<td>• Applications granted for access facilities/hides/interpretation facilities for nature conservation sites</td>
<td>• EN data • NFDC/ NFNPA applications data</td>
</tr>
<tr>
<td>SA Objective</td>
<td>Criteria</td>
<td>Indicators (may change) (* = Core Output Indicators)</td>
<td>Source of baseline information</td>
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</table>
| 11. Maintain, enhance and create high quality landscape, townscape and seascape | • Will it protect the landscape character of the New Forest National Park or the Cranborne Chase & West Wiltshire Downs AONB?  
• Will it encourage appropriate management of designated landscapes?  
• Will it protect the character of the countryside and coast?  
• Will it protect and retain trees, woodlands and hedgerows? | • Changes in areas covered by national and local landscape designations  
• Areas in active management for landscape quality  
• Applications refused because of adverse effects on New Forest/ AONB/ landscape/ townscape/ seascape  
• Applications refused because of impact on trees/ woodland/ hedgerows | • Countryside Agency data  
• NFDC Landscape Character Assessment  
• NFDC/ NFNPA applications data |
| | | • Will it:  
- maintain local distinctiveness?  
- enhance and contribute to local building traditions?  
- enhance the urban landscape?  
- ensure high design standards? | • Applications refused because of design | • NFDC/ NFNPA applications data |
| | | • Will it improve quantity and/or quality of amenity space? | • Applications refused because of inadequate amenity space | • NFDC/ NFNPA applications data  
• PPG17 surveys |
| 12. Maintain and enhance local heritage and culture | • Will it protect, maintain and enhance listed buildings and their settings, conservation areas, archaeological sites and historic landscapes? | • No. and location of listed buildings, conservation areas, archaeological sites & historic landscapes  
• Listed Buildings and archaeological sites at risk  
• Applications refused for listed building/ conservation area/ archaeological/ historic landscape reasons | • English Heritage data (e.g. historic landscapes)  
• HCC data (archaeology)  
• Hampshire Gardens Trust data  
• NFDC/ NFNPA data:  
- listed buildings and conservation areas  
- CA/LB applications & records  
- At Risk register |
| | | • Will it encourage local cultural traditions including commoning? | • Nos. of practising commoners  
• Nos. commoners dwellings permitted  
• Applications refused because of impact on commoning/ loss of back-up grazing land | • Verderers records  
• NFDC/ NFNPA applications data |
| 13. Prevent pollution, and maintain and enhance the quality of air, water and soil | • Will it protect the quality of air, water and soil by controlling developments likely to give rise to harmful emissions?  
• Will it protect the quality of air, water and soil by controlling developments likely to have an adverse effect on coastal, surface or groundwater quality? | • Pollution levels in areas subject to Air Quality Management  
• Condition of watercourses and coastal waters  
• Applications refused on grounds of air/ water/ soil pollution  
• * Applications granted contrary to EA advice on water quality (including surface water and groundwater) | • NFDC Environmental Health data  
• Environment Agency data including Groundwater Quality Monitoring Network and Water Information Monitoring System  
• Highway Authority data |
<table>
<thead>
<tr>
<th>SA Objective</th>
<th>Criteria</th>
<th>Indicators (may change) (* = Core Output Indicators)</th>
<th>Source of baseline information</th>
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<tbody>
<tr>
<td></td>
<td>Will it encourage the restoration of contaminated land?</td>
<td>• Changes in nos. / area of contaminated sites</td>
<td>• NFDC Env. Health/ Env. Agency data on land contamination</td>
</tr>
<tr>
<td></td>
<td>Will it encourage sustainable use of land?</td>
<td>• * % new residential development on previously developed land</td>
<td>• NFDC records</td>
</tr>
<tr>
<td></td>
<td>Will it limit waste generation?</td>
<td>• *Amount of employment floorspace by employment type which is on previously developed land</td>
<td>• HCC records</td>
</tr>
<tr>
<td></td>
<td>Will it encourage recycling of waste materials?</td>
<td></td>
<td>• NFDC records</td>
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<tr>
<td></td>
<td>Will it encourage the recovery of maximum value from waste materials, including re-use, recovery and composting?</td>
<td></td>
<td>• HCC records</td>
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<tr>
<td></td>
<td>Will it limit disposal of all waste types to landfill?</td>
<td></td>
<td>• NFNPA records</td>
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<td></td>
<td>Will it encourage recycling of waste materials?</td>
<td></td>
<td>• DEFRA Annual Municipal Waste Management Survey</td>
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<td></td>
<td>Will it encourage the production and use of recycled aggregates?</td>
<td></td>
<td>• Environment Agency Strategic Waste Management Assessments</td>
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<td></td>
<td>Will it avoid the sterilisation of mineral resources?</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Will it encourage sustainable use of water?</td>
<td>• Production of primary land won aggregates</td>
<td>• HCC records</td>
</tr>
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<td></td>
<td></td>
<td>• Production of secondary/recycled aggregates</td>
<td>• NFNPA records</td>
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<td></td>
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<td></td>
<td>(as Minerals &amp; Waste Planning Authorities)</td>
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<tr>
<td>15. Minimise factors contributing to climate change</td>
<td></td>
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<tr>
<td></td>
<td>Will it limit greenhouse gas emissions from domestic and industrial sources by means of energy-efficient building construction and layout?</td>
<td>• Refusals based on inadequate construction methods/ materials</td>
<td>• Utilities companies records</td>
</tr>
<tr>
<td></td>
<td>Will it require new buildings to incorporate energy generating infrastructure?</td>
<td>• % new homes meeting Eco Homes standards</td>
<td>• NFDC/ NFNPA applications records</td>
</tr>
<tr>
<td></td>
<td>Will it encourage the use of energy generating devices in existing buildings?</td>
<td>• Electricity/ gas/ solid fuel usage per head of population</td>
<td>• Building Control records</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Applications refused on basis of failure to incorporate energy generating infrastructure</td>
<td>• Utilities companies records</td>
</tr>
<tr>
<td></td>
<td>Will it reduce the need to travel by car by means of sustainable location of development?</td>
<td>• Distances travelled per person per year by mode of transport</td>
<td>• HCC records/ data</td>
</tr>
<tr>
<td></td>
<td>Will it encourage the use of alternative modes of transport, including more walking and cycling?</td>
<td>• Pedestrian and bicycle numbers on selected lengths of road/ paths</td>
<td>• New surveys</td>
</tr>
<tr>
<td></td>
<td>Will it encourage generation of renewable energy by enabling the development of renewable energy schemes consistent with local resources and the environment?</td>
<td>• * Renewable energy capacity installed by type</td>
<td>• NFDC/ NFNPA applications records</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Utilities companies records</td>
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<td></td>
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<td>• DTI</td>
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</table>
6. **Subsequent stages of the Sustainability Appraisal process**

6.1 This Scoping Report represents the first stage (Stage A) of the SA process set out in Government guidance. Following consultation on this Report, it is likely that changes will need to be made to incorporate stakeholder feedback. This may require the objectives of the SA framework to be modified. Over time, it is also likely that the Scoping Report will need to be updated.

6.2 Further detailed information required for the Local Development Documents (LDDs) will be collected as they are being prepared, through research and consultation. This information will be reported in the SA report for each LDD, the draft of which will be subject to consultation alongside the Issues and Options Report for the LDD. [Note: LDDs include Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).]

6.3 Stages B (Developing and refining options and assessing effects) and C (Preparing the Sustainability Appraisal Report) of the SA run alongside the DPD preparation, leading to Stage D (Consulting on the preferred options of the LDD and SA Report) which is the first statutory public consultation on issues and options. Stage E (Monitoring the significant effects of implementing the plan) follows. There are a number of generic tasks to be undertaken within Stages B-E that will apply to all LDDs as appropriate. These are explained below.

**Stage B: Developing and Refining Options**

**Appraisal of LDD Objectives**

6.4 The objectives of the Core Strategy and other LDDs set the context for the development of options. Once these objectives have been established they are tested against the SA objectives. The purpose of this is to determine whether the LDD objectives are in accordance with sustainability principles. Where there are potential conflicts, these will be highlighted and recommendations put forward to reduce them where possible. This may mean revising the LDD objectives. The Core Strategy is likely to set out the over-arching objectives to guide all other LDDs. All other LDDs will be prepared in accordance with the Core Strategy objectives. The aim will be to avoid duplication of the SA process where possible.

**Appraisal of LDD Options**

6.5 It is likely that there will be three main types of option (or ‘alternatives’) that will be considered in the preparation of the various LDDs:
- Alternative overall spatial strategies (to be included in the Core Strategy DPD).
- Alternative policy approaches (and criteria) to be included in development control policies.
- Alternative sites (or allocations) for different types of development.

6.6 The SEA Directive requires “reasonable alternatives” to be taken into account, and so not every possible alternative will be considered. In some instances, other policy considerations (e.g. PPGs, PPSs, and policies in the South East Plan) may pre-determine which policy approach needs to be adopted, effectively ruling out some options. In any event, the number of options will need to be kept manageable and focused on those aspects where real choices have to be made. One option that will always need to be considered will be the ‘do-nothing’ option (i.e. what would happen without implementation of the LDD).

6.7 SA will be integral to the process of LDD preparation, informing the development and choice of options. Conclusions on the sustainability strengths and weaknesses of each option will be
recorded together with recommendations for improving positive benefits, and reducing (mitigating) potential significant negative effects.

6.8 Preferred options for LDDs will be prepared taking into account stakeholder comments, and the findings of ongoing SA. Reasons for eliminating options will need to be recorded. A detailed appraisal of the preferred options will be undertaken, using the SA objectives and criteria in the SA Framework and recorded using a systematic matrix-based approach. To do this, the effects of the options will need to be predicted (i.e. what the effect will be on a given SA objective) and assessed (i.e. how significant that effect will be), using baseline data to qualify and quantify effects wherever possible. Consideration will be given to measures that could be introduced to mitigate any significant adverse effects on sustainability and maximise benefits. The SA may also include an assessment of how the policies interact with one another in order to identify any conflicts, and to determine the likely effects of the LDD as a whole.

6.9 The level of detail of the appraisal will depend on the level of detail of the document being appraised, but will normally be focused on the higher level strategic effects of the option as a whole. The SA objectives and criteria will be used to identify whether there is likely to be:
- A significant positive effect.
- A significant negative effect.
- No significant effect.
- An uncertain effect.

6.10 In many instances it is likely that it will not be possible to quantify the effects, especially given that the LDD will be only one influence on what actually happens on the ground. In the light of this, the reasoning for all judgements (especially subjective ones) will need to be explained, and the assumptions underlying the judgements set out. This will make the appraisal process as transparent as possible and open to scrutiny and challenge.

6.11 “Significance” is a difficult concept to understand, and it can vary in different contexts. Factors that will be taken into account will be:
- The current state of the environment, economy, or social factors that will be affected, and their sensitivity to change (e.g. whether thresholds are close to being exceeded such as transport capacity or water resources, proximity to designated sites, effects on more deprived communities, etc.).
- The extent and duration of the effect (e.g. the geographical scale or size of the population likely to be affected, and how long the effect will last).

6.12 The SA will be looking for positive effects (i.e. the achievement of SA objectives, including improving conditions that are currently poor) as well as identifying negative effects. Cumulative effects (e.g. the combined effects of a number of different types of development) or secondary/synergistic effects (e.g. where one effect has a ‘knock-on’ effect on something else) will also be considered.

Stage C: Preparing the Sustainability Appraisal Report

6.13 A Sustainability Appraisal Report will be produced which details the process undertaken and results of the appraisal. This will include an overall assessment of the sustainability effects of the LDD on each SA objective. A draft potential format for this report is set out in Figure 6.1. Those parts of the SA Report that meet the specific requirements of an ‘Environmental Report’ under the SEA Directive will be identified.

Stage D: Consultation on preferred options and final Sustainability Appraisal Report

6.14 The SA report will be included for consultation during the statutory six-week pre-submission public participation stage of each LDD. The consultation process will need to comply with the
Statement of Community Involvement and requirements of the SEA Directive. Should any significant changes be made to the LDDs as a result of public consultation, additional appraisal work will need to be carried out and the final SA report amended to reflect the results.

6.15 The SA report will be amended to take into account the outcome of the consultation on the preferred options. The final SA report will be included in the documents submitted to the Secretary of State for examination.

**Stage E: Monitoring and Implementation of the LDF**

6.16 The final SA Report for each LDD will set out recommendations for monitoring the sustainability effects of the LDD, using the indicators in the SA Framework. Recommendations for a process for dealing with adverse or unexpected effects will also be included in the SA report - see Fig. 6.1.
**Figure 6.1 Possible format for final Sustainability Appraisal Report**

<table>
<thead>
<tr>
<th>Section</th>
<th>Content</th>
</tr>
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</table>
| 1. **Summary and outcomes** | - Non-technical summary  
- A statement of the likely significant effects of the plan  
- Statement on the difference the process has made to date  
- How to comment on the report |
| 2. **Background** | - Purpose of the SA and the SA Report  
- LDD objectives and outline of contents  
- Compliance with the SEA Directive/Regulations |
| 3. **Appraisal methodology** | - Approach to the SA  
- When SA was carried out and by whom  
- Consultation – who, when and how  
- Limitations |
| 4. **Sustainability objectives, baseline and context** | - Links to other policies, plans and programmes and sustainability objectives  
- Social, environmental and economic baseline characteristics and the predicted future baseline, including Strategic Flood Risk Assessment  
- Main social, environmental and economic issues  
- Limitations of the information, assumptions made etc.  
- SA framework, including objectives, targets and indicators |
| 5. **LDD Issues and Options** | - Main strategic options considered and how they were identified  
- Comparison of the social, environmental and economic effects of the options  
- How social, environmental and economic issues were considered in choosing the preferred options  
- Other options considered, and why these were rejected  
- Proposed mitigation measures |
| 6. **LDD policies** | - Significant social, environmental and economic effects of the preferred policies  
- How social, environmental and economic problems were considered in developing the policies and proposals  
- Proposed mitigation measures  
- Uncertainties and risks |
| 7. **Implementation and monitoring** | - Links to other tiers of plans and programmes and the project level (EIA, design guidance etc.)  
- Proposals for monitoring |