

**The South East Plan**  
**South Hampshire Sub-regional Strategy**

**Final Advice**

*Partnership for Urban South Hampshire*

**December 2005**

## Foreword

The South East England Regional Assembly commissioned Hampshire County Council, Portsmouth City Council and Southampton City Council to provide this Advice to the Regional Assembly. These three authorities have decided to undertake the work through the aegis of the Partnership for Urban South Hampshire (PUSH) which includes all eleven councils which comprise the strategy area: East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hampshire County Council, Havant Borough Council, New Forest District Council, Portsmouth City Council, Southampton City Council, Test Valley Borough Council and Winchester City Council.

In November 2004, PUSH submitted a report to the South East England Regional Assembly which set out a sub-regional strategy for South Hampshire. PUSH cautioned that the unreasonably short timescale set by the Assembly for undertaking the work, meant that some of the information and data needed further verification, and that its proposals needed further elaboration, testing and refinement.

Over the ensuing months, further technical work was undertaken which enabled PUSH to refine its proposals further, whilst maintaining the overall vision of achieving higher economic growth. That included the identification of a preferred spatial option, the appropriate amount of housebuilding to plan for including affordable housing provision, and strategic criteria for the provision of employment land. A further submission encompassing these matters was made by PUSH to the Regional Assembly in June 2005

Since then, PUSH has undertaken additional technical work, including to define the amount and broad locations for employment-generating development, to validate the estimates of urban capacity for housebuilding, to identify the broad locations for necessary greenfield housing development and to identify the transport and other infrastructure needed for delivery of the sub-regional strategy.

This document is the culmination of all that technical work and associated discussion within PUSH. It subsumes and supersedes the advice in earlier PUSH submissions to the Regional Assembly. As with previous submissions, one crucial condition is attached by PUSH to this document: that all the development proposals are conditional upon adequate and timely investment in transport and other infrastructure. PUSH looks for guarantees from the Government in this regard.

Finally, although the policy proposals in this document have been submitted by PUSH, the three Principal Authorities – Hampshire County Council, Portsmouth City Council and Southampton City Council have each made separate supplementary submissions which add to or qualify a few aspects of the PUSH advice. Those supplementary submissions are reproduced as appendices in this document.

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## Appendices

Hampshire County Council's supplementary submission  
Portsmouth City Council's supplementary submission  
Southampton City Council's supplementary submission

## Background Documents (Available separately)

1	Employment land
2	Housing
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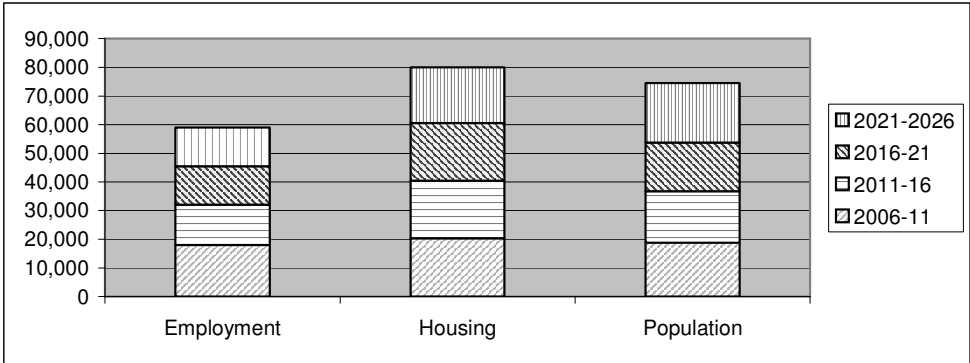
# 1 Context

- 1.1 South Hampshire is home to almost one million people and is the largest urban area in the South East Region. Its two main centres are the cities of Portsmouth and Southampton which offer employment, leisure, shopping, culture and higher educational excellence.
- 1.2 Growth has occurred on a massive scale over the last forty years, creating a complex urban area focussed on two major cities and a series of adjacent complementary settlements, which now form an almost continuous spread of loose knit suburban development adjacent to the Solent coastline.
- 1.3 A decline in traditional manufacturing industries within South Hampshire has been matched by an increase in service sector jobs. Even though considered relatively affluent with a significant skilled labour supply, South Hampshire also contains pockets of high unemployment and deprivation. These are mostly in the inner city areas together with some of the outer housing estates, whereas new job growth has generally taken place in the less accessible suburban areas.
- 1.4 For the last two decades, South Hampshire's economic growth rate has been consistently below that achieved by the South East Region. In the 1990s, the area was designated as a regional Priority Area for Economic Regeneration (PAER). There are signs of improving economic prospects with strong business investment within the two cities in the retail and leisure sectors, reflected in significant, transformational projects in the development pipeline.
- 1.5 At the same time, the sub-region has immense natural advantages. It has an environment that is the envy of other parts of England, with easy access to rural hinterlands and miles of beautiful coastline. It has a vibrant economy, world class higher education institutions, and excellent transport links, by air, road, rail and sea. Historically it has been England's sea gateway to the continent, the Americas and beyond and it still plays this role today. Most of all, it is a place where businesses want to invest and where people want to live. If these strengths are harnessed in tandem with visionary policies and investment in infrastructure, South Hampshire will have a bright future.
- 1.6 This potential is acknowledged in the vision for South Hampshire set out in Part One of the South East Plan: *"To foster and encourage increased levels of development over the Plan period in order to try to realise the potential of the sub-region to improve its sustainable economic performance through increased levels of development over the Plan period, addressing the needs of significant areas of social deprivation, particularly in areas of Southampton and Portsmouth."*

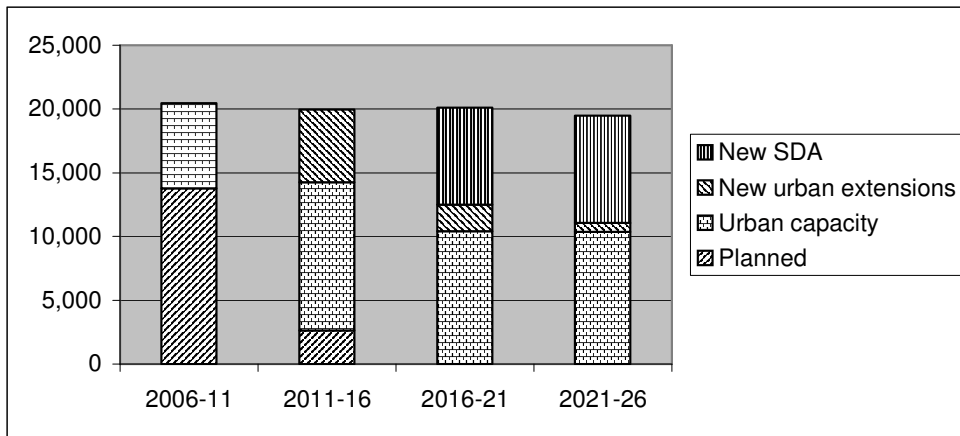
## 2. Overall Strategy

- 2.1 The goal for South Hampshire is to improve its economic performance to at least match the regional average. The target is an increase in Gross Value Added (GVA) of between 3.0 and 3.5 per cent per annum. This will involve an increase in jobs as well as productivity, in turn requiring land for business development and house building. To enable this to happen, there will need to be increased investment in transport and other infrastructure. The pace of growth and development will be determined by, and is conditional on, the rate of infrastructure investment. In short, it is a strategy of 'conditional managed growth'.
- 2.2 PUSH has set a target of achieving 3.5% per annum economic growth (GVA) by the final five years of the plan period but recognises that achieving this target will require new policy interventions and public initiatives. Those will take some time to have an impact: it will be difficult to increase employment land, skills and infrastructure over the coming five years, so economic growth 2006 – 11 is likely to be about 2.75% - i.e. remain at around its current level. Steadily rising growth is the aspiration thereafter with average growth rates as follows: 3.0% 2011 – 2016; 3.25% 2016 – 2021; 3.5% 2021 – 26. Productivity increases at an average rate of 2.4% per annum (slightly higher than the SEERA / Experian forecast for the South East Region) and higher rates of economic activity are also sought.
- 2.3 On the basis of demographic and economic forecasts, PUSH proposes provision for 80,000 new homes 2006 - 2026 at an overall average of 4,000 per annum: slightly more up to 2016 and slightly less thereafter. The land supply for housebuilding in current plans plus predicted urban capacity is sufficient to sustain this rate of housebuilding up to around 2011. In any event, there is little scope for increasing the supply of land for development before 2011 due to the lead-in times for preparation of Local Development Documents.

The overall scale of growth is summarised in the diagram below:-



- 2.4 In spatial terms, the strategy is to focus on the potential of Portsmouth and Southampton to support social needs, tackle deprivation, and secure social and economic inclusion. Both cities have achieved substantial regeneration successes in recent years and there is an outstanding portfolio of major projects in the pipeline. The dual city-focus will be complemented by regeneration and development within the other urban areas.
- 2.5 Although the focus and priority will be on urban regeneration, brownfield sites within the cities and towns alone cannot accommodate all the necessary development. Some greenfield sites will be needed for the new businesses on which future economic prosperity depends.
- 2.6 In the first ten years of the South East Plan period – i.e. 2006 to 2016 – housing development will be focused on sites allocated in local plans, on other brownfield sites within the two cities and other urban areas plus a number of urban extensions. In the second ten years 2016 – 2026, that focus on brownfield sites will continue but with greenfield development being concentrated in two Strategic Development Areas (SDAs) Each SDA will include land for employment with the aim of providing within it, the same number of jobs as residents seeking work. The larger urban extensions may also include some employment land.
- 2.7 A hybrid of the spatial options set out in the November 2004 submission is PUSH's preferred option. In the first half of the plan period, the focus will be on sites allocated in adopted and draft Local Plans, on brownfield sites within existing urban areas, plus a number of urban extensions. In the second half of the plan period this focus will continue but with greenfield development being concentrated in 'Strategic Development Areas'. The urban extensions and Strategic Development Areas will be located close to and with good transport links to the two cities and other major employment centres.
- 2.8 Each 'Strategic Development Area' would have a variety of types, sizes and tenures of new housing together with a full range of local facilities and employment opportunities. This form of development maximises the sustainability of new greenfield development, as well as maximising the funds from national/regional agencies and from developer contributions towards affordable housing, improved transport and other infrastructure.
- 2.9 The contribution of these various elements to the hybrid option are shown diagrammatically below:-



- 2.10 Two Strategic Development Areas (SDAs) will be developed – one to the north of Fareham related to Portsmouth and one to the north/north-east of Hedge End related to Southampton – reflecting the bi-polar nature of the sub-region. Investment in new infrastructure will be needed ahead of start of SDAs to pave the way for them. (An explanation of the choice of Strategic Development Areas is in Section 3 – Paragraph 5.13).
- 2.11 Provision for substantial economic growth and new urban development must be balanced with the retention of the sub-region’s quality of life and environmental character. Within the urbanised parts of sub-region, there are substantial areas of undeveloped land which are of fundamental importance for shaping the settlement pattern. They help break up an otherwise almost continuous built-up area with a population of almost one million. Some already offer valuable formal or informal recreational opportunities near to where large numbers of people live. In addition, there is a need to safeguard the integrity of existing settlements from encroachment by the proposed new urban development. These areas are of sub-regional importance in helping to maintain the separate identity of the settlements adjoining them and are therefore proposed as Sub-regional Gaps (Policy SH3 in Section 10). The only development allowed within them will be small scale buildings which are essential to maintain established uses within the Gaps or to enhance their recreational value.
- 2.12 The majority of the proposed Sub-regional Gaps were designated as Strategic Gaps in the adopted Hampshire Structure Plan, and remain relevant and appropriate to this sub-regional strategy. The list includes two wholly new Gaps associated with the two proposed Strategic Development Areas and intended to prevent the coalescence of each SDA with neighbouring settlements.
- 2.13 The strategy for South Hampshire is one of ‘conditional managed growth’. All development will be conditional on provision of transport and other infrastructure, for which a concordat is needed with Government. The rate of development will be related to the rate of economic/employment growth and provision of transport and other infrastructure.

2.14 Implementation and management of the strategy will require strong local leadership, through democratically accountable, local authority-led delivery arrangements. (See policy SH4 in Section 10)



### **3.0 The Economy**

- 3.1 The PUSH strategy is to achieve higher rates of economic growth within South Hampshire of 3 to 3.5 per cent per annum over the next twenty years. This improvement in economic performance would reduce the gap in performance with the region as a whole and is required to achieve the successful economic regeneration of the area, including investment in infrastructure.
- 3.2 Over the last two decades, South Hampshire's economic growth rate was below the South East Region average. Within South Hampshire there were marked differences with even lower growth in the two cities. The outermost parts of the strategy area drove the sub-region's growth, with rates above the regional average. The urban areas outside the two cities improved their performance towards the same level in the late 1990s.
- 3.3 The South Hampshire economy can generally be regarded as well balanced with an industrial structure similar to the national one. There is a strong specialism in advanced manufacturing in some South Hampshire towns which represents a key driver of future growth. On the other hand, South Hampshire lags behind the South East Region in the development of the high value-added Advanced Business Services. Employment in this sector is growing in the two cities, however, and this represents a key development for the future.
- 3.4 The Partnership for Urban South Hampshire (PUSH) has been working with DTZ Pineda Consulting since Autumn 2004 to develop a clear understanding of the key drivers of change in the South Hampshire economy, the means of achieving economic success in the future, and the implications of a range of growth scenarios.
- 3.5 The DTZ forecast scenarios were based on a thorough analysis of the South Hampshire economy, a robust evaluation against the widely accepted national and regional benchmarks provided by Cambridge Econometrics, and supported by a comprehensive strategic framework for achieving higher rates of economic growth in the sub-region.

#### **Preferred Scenario**

- 3.6 The key to achieving higher rates of growth in the South Hampshire economy will be to reinforce the economic drivers that have helped to shape current performance and to intervene, as far as possible, to remove the barriers to future economic development.
- 3.7 The preferred economic scenario for the 2006 to 2026 period is based upon the notion of steady rising growth. The underlying assumptions for this scenario, which is consistent with a housing requirement of around 80,000 dwellings over the forecast period, are as follows:
- Initial Gross Value Added (GVA) growth, at 2006, is set at 2.75% per annum in line with historic trends

- Annual GVA growth gradually increases over time until it approaches 3.5% per annum in the year 2026, averaging 3.1% over the scenario period
- Annual labour productivity growth also increases over time, from 1.7% per annum to 2.7% per annum, with an average of 2.4% per annum, over the scenario period.

3.8 The results of DTZ's modelling of this scenario show that GVA in South Hampshire increases by 82% over the forecast period, from £15.5 billion to £28.3 billion, driven largely by improved productivity, which increases by 61%, with employment growth of 13% accounting for the remainder. This employment increase, which amounts to 59,000 between 2006 and 2026, is in turn driven by growth in business services and distribution which includes retail and tourism. Around half of the job growth will be in finance and business services, with the remainder split largely between distribution (including retailing, hotels, restaurants and tourism) and public services (including education and health). The manufacturing sector is forecast to continue to decline in aggregate employment terms but this decline disguises the important contribution of this sector to sub-regional output particularly by the advanced manufacturing sector.

3.9 Although economic growth is largely driven by the activity of the private sector, responding to market forces, it is possible for the public sector to intervene positively in the sub-regional economic growth process. South Hampshire has seen a GVA growth rate of around 2.75% pa in recent years and DTZ are confident that a 3.5% rate is potentially achievable in future. Maintaining the recent growth level and subsequently achieving a higher growth rate will require a range of public sector support and intervention:-

- Skills and training
  - o Reduction of economic inactivity and unemployment (*which would also reduce the impact of higher growth rates on the requirement for additional housing*)
  - o Capacity building amongst learning providers
  - o Clarity on progression routes to higher level skills education
  - o Improved retention of graduates
  - o Strengthened and targeted provision of basic skills; and training for generic skills
  - o Workforce development; and strengthening flexible learning and e-learning
  
- Developing the industrial structure
  - o Developing the business infrastructure, eg business support, business networks, knowledge transfer between HE/FE and business, place marketing
  - o Improving strategic accessibility, eg address bottlenecks, invest in public transport, links to London and Heathrow, capacity of Southampton airport, broadband and utilities capacity to support

economic growth

- o Transition of the economy, eg manage decline of traditional industries, promote transitional programmes particularly in the workforce

Land and property developments

- o Bringing forward a range of strategic employment sites across South Hampshire, including public sector investment where necessary
- o Consolidating and intensifying employment development on existing sites
- o Addressing shortage in starter and move-on business premises
- o Engaging with business to understand their future requirements
- o Providing a flow of employment land in the medium to long term

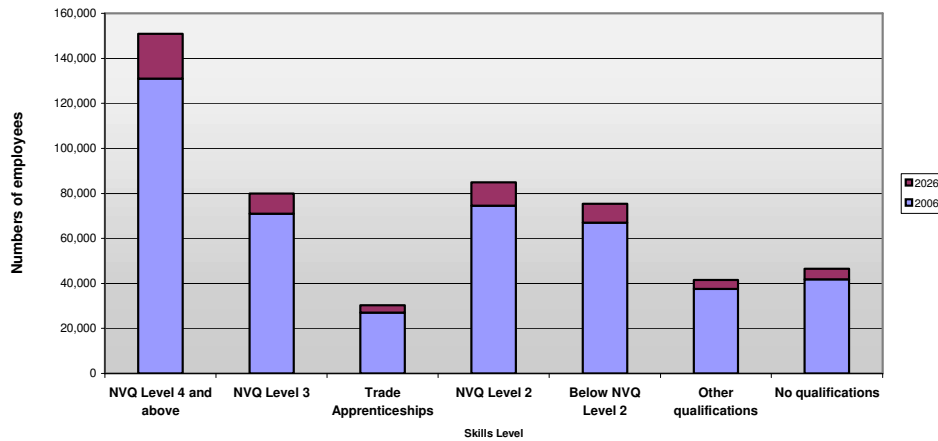
Productivity (overlaps and reinforces much of the above)

- o Areas internal to the business, eg management skills, workforce skills, technology
- o Areas external to the business (private sphere), eg quality of customers/suppliers, impact of competitors, availability of innovation
- o Areas external to the business (public sphere), eg training, education and research systems, transport and accessibility, communications infrastructure

Quality of life

- o Reinforce and develop the quality of life across the whole sub-region, eg attractive environment, high quality housing, retail offer, good services, leisure and tourism, good transport, vibrant urban areas, dynamic nightlife

- 3.10 The expansion of high value added industries will require a general upskilling in South Hampshire's workforce particularly at degree level (NVQ Level 4 and above). Conversely, the forecast decline in employment in traditional manufacturing industry will reduce the demand for people with no formal skills.
- 3.11 The interventions will require action and new initiatives by a range of public sector bodies. This document represents a further step in developing the necessary sub-regional policy framework including some further evolution of policies.
- 3.12 The new public sector interventions include actions to substantially increase skill levels, notably at NVQ Level 2 and NVQ Level 4 and above. The graph below shows the number of people needed at each skill level in 2026 compared to now:-



- 3.13 Demand for industrial and commercial floorspace and land, according to DTZ, is not simple to calculate. There are issues around quality, location and the requirements of occupiers which cannot easily be captured within a quantitative model. For these reasons the DTZ analysis is indicative only.
- 3.14 There is no anticipated demand for industrial floorspace because the DTZ methodology considers the potential increase in floorspace arising as a result of employment growth in each sector only. Employment in manufacturing is not forecast to grow, so the modelling yields no requirement for new floorspace. In reality, however, it is recognised that the growth of advanced manufacturing – in which South Hampshire has a strength – will require new floorspace, albeit resulting in no net increase in manufacturing employment.
- 3.15 In addition, the floorspace and land demand arising from forecast employment growth in the retail & leisure and other services sectors would tend to be located in town centres and other sites which are not normally the subject of employment policies in spatial strategy. PUSH engaged DTZ Piedad to undertake research to ascertain the likely demand and supply within the two cities and town centres for these other activities; a further submission will be made to the Assembly once this work has concluded – see Section 4.
- 3.16 The outcomes from the DTZ economic modelling, taken together with the results from the development trend monitoring and the business needs survey, suggest an overall requirement for employment floorspace in South Hampshire over the 2006 to 2026 period of the order of 1,789,000 m<sup>2</sup> or approximately 89,000 m<sup>2</sup> per annum. An indicative analysis of this aggregate total by Use Class is shown in the table below.

## Indicative employment floorspace requirements in South Hampshire 2006 to 2026

Use Class	Total floorspace requirements, 2006 to 2026 (m <sup>2</sup> )	Average floorspace requirements, 2006 to 2026 (m <sup>2</sup> per annum)	Per cent
B1	1,106,000	55,000	62%
B2	197,000	10,000	11%
B8	486,000	24,000	27%
Total	1,789,000	89,000	100%

### Office floorspace

- 3.17 A key part of the PUSH strategy is secure the regeneration and renaissance of Southampton and Portsmouth and the older urban areas. Some 72% of all new jobs will be in the business services sector. PUSH engaged DTZ Pida to look at the prospects within the two cities and main towns to attract and accommodate a significant proportion of these new jobs.
- 3.18 The DTZ study has shown that, although office related employment in South Hampshire rose by 4% between 1998 and 2002, the town and city centres saw an 8% loss of this type of employment over the same period. The consultants believe that these losses are due to pressures for out of town locations from businesses, coupled with growing retail and residential pressures on employment land in city and town centres.
- 3.19 Sites within the city and town centres could be made available if there was more impetus to develop the obsolescent space that could provide attractive sites. The obstacles to this include the current vigour of the residential market and other competing uses, notably retailing
- 3.20 DTZ developed five scenarios for 2006 – 2026 to model potential impacts on the seven town and city centres. With the exception of one (continuation of recent trends), all the scenarios are challenging in the light of recent past rates of growth in office floorspace. The South Hampshire authorities have decided to adopt the scenario based on 'Phased Town Centres First' as this most closely reflects their aspirations to concentrate new office employment in the main centres. It also recognises that it will take time to create the right conditions for this to occur. It is nonetheless an ambitious target and local authorities will need to be highly proactive to deliver it – for example, working with landowners, developers and potential occupiers to assemble sites and deliver premises that are attractive to, and meet the needs of businesses. The scenario would see a steady increase in office floorspace within the city and town centres over the plan period, with overall about 60% of new office jobs located in these areas.

### Employment floorspace provision

- 3.21 The brief from the Assembly asked for advice on the amount, type and broad location of employment land. Rather than produce a figure for employment land, PUSH has sought to quantify this in terms of floorspace in order to align it with the economic analysis already undertaken. The largest floorspace requirement is for offices and the amount of land required is heavily dependent upon assumptions on floorspace density. The form of development (e.g. an office block or single storey building) can significantly affect the land requirement. PUSH is planning to concentrate office developments in city and town centres where high floorspace densities can be achieved with a relatively low land take. It would be misleading to express the policy requirements in hectares and for this reason this section is based on floorspace instead.
- 3.22 PUSH has decided to plan for the provision of employment floorspace on the basis of two 'city-regions' centred on Southampton and Portsmouth. provision based. It has also made a number of other important decisions that affect the amount of floorspace to be provided, including:
- i. To plan for 10% more floorspace that is required to provide flexibility and choice.
  - ii. To manage employment land supply to ensure that sufficient land is available to deliver strategy targets.
  - iii. To give a high priority in the first five years of the strategy to enhancing the attractiveness of poor quality sites through investment and the removal of barriers (such as site assembly, contamination and access and servicing difficulties). Local planning authorities, working with the Hampshire Economic Partnership should review the status of these sites and those which may never be attractive to the market should be re-allocated to other uses. An element (10%) of existing land provision should not be included as part of the effective supply on this basis.
  - iv. To apply plot ratios for office related employment higher than the 30% that has been achieved in recent years to reflect the emphasis being placed on city and town centre developments and to make the best use of finite land resources.
  - v. To keep the potential supply of brownfield land under regular review as it can be expected to make an important contribution to future employment provision.
  - vi. To seek to minimise losses of existing floorspace to other uses by adopting a strong policy presumption in favour of their retention, supported by intervention to improve their attractiveness where required.
  - vii. To support the improvement of existing older business locations.
  - viii. To plan for the Strategic Development Areas to be 50% self-contained with good transport links to job opportunities in the city and town centres).

- ix. To provide employment opportunities close to major urban extensions.
- x. To allow small scale employment provision to address local needs.

3.23 PUSH has undertaken an assessment of current floorspace availability (see table below). It is estimated that around 60% of the floorspace requirement for the next 20 years already exists in the form of sites with planning permission or local plan allocations. The shortfall will be made up of new floorspace within the city and town centres and on other previously developed sites within urban areas that have yet to receive formal planning status. There will be an additional requirement for development on greenfields – largely to support the development of sustainable communities at the two proposed Strategic Development Areas and the larger urban extensions.

**Estimated floorspace (square metres) available at 2006 base year**

Sub-area	Total effective supply available	Available (site-specific floorspace data)	Available (estimated floorspace using plot ratios)
South East	660,100	295,500	364,600
South West	472,500	275,000	197,500
South Hampshire	1,132,600	570,500	562,000

3.24 The requirement and proposed supply for the south-eastern and south-western parts of the sub-region is set out below, and is incorporated in Policy SH6 in Section 10.

### South West (thousands of square metres)

Requirement +10%		Supply
Use Class	Floorspace	Location:
B1	680	<ul style="list-style-type: none"> <li>• Previously developed land<sup>1</sup> – 700</li> <li>• North/North-east of Hedge End SDA – 74<sup>2</sup></li> <li>• Other greenfields - 293<sup>3</sup></li> </ul>
B2	93	
B8	294	
Total	1,067	1,067

### South East (thousands of square metres)

Requirement +10%		Supply
Use Class	Floorspace	Location:
B1	535	<ul style="list-style-type: none"> <li>• Previously developed land<sup>4</sup> – 480</li> <li>• Fareham SDA – 121<sup>5</sup></li> <li>• Other greenfields - 297<sup>6</sup></li> </ul>
B2	123	
B8	240	
Total	898	898

3.25 As with the approach to housing supply, different sources of employment land will be required at different stages in the strategy:

- 2006 –2011 – largely dependent upon land that has already been identified for employment use as it is unlikely that many new sites (especially greenfield) will be able to make a contribution during this period.
- 2011 – 2016 – met from a variety of sources: existing supply, new brownfield sites and land coming forward as part of the development of larger urban extensions. The city and town centres are expected to make an increasingly important contribution in the provision of business floorspace.
- 2016 to 2026 – main focus will be city and town centres for office development. Main greenfield releases will be within the two SDAs. There may also be a need for additional land to meet the needs of particular types of businesses which may otherwise not be met. The next review of the strategy can examine this issue in more detail.

3.26 More detail of the process and assumptions used in preparing the floorspace forecasts, is in the Background Paper 1 'Employment Land'.

<sup>1</sup> Between 40 to 50% within Southampton and Eastleigh town centres

<sup>2</sup> Indicative figure based on a population of 6,000

<sup>3</sup> Most of this to be accommodated on land that is already identified in local plans

<sup>4</sup> Between 50% to 60% within Portsmouth, Fareham, Gosport and Havant town centres

<sup>5</sup> Indicative figure based on a population of 10,000

<sup>6</sup> Most of this to be accommodated on land that is already identified in local plans



#### **4. City and Town Centres**

*This chapter and policy SH8 will set a sub-regional policy framework for retail, leisure, cultural and office development across South Hampshire, with a focus on providing for all these uses within city and town centres. The technical work by consultants to inform the preparation of this chapter and policy SH8 has been delayed, so this policy advice will be provided to the Regional Assembly after the next PUSH Leaders meeting on 28 February 2006. That submission may also include consequential changes to the office development components of policies SH6 and SH9.*

## 5. Housing

- 5.1 The main components of future housing need include:
- Housing requirements for new entrants to the sub-regional job market
  - New household formation, leading to an increase in household numbers within the existing population structure
  - Latent demand/housing backlog within the sub-region

This will include a requirement for an increase in affordable housing provision. Other types of housing need may include housing pressures from non-economic migrants to South Hampshire (e.g. the retired, students).

- 5.2 The Regional Assembly decided in July 2004 that South Hampshire should provide 80,000 new dwellings between 2006 and 2026.
- 5.3 Analysis from economic consultants (DTZ Pinda) shows that the 'steady rising growth' scenario adopted by PUSH will require around 74,000 new homes linked to new jobs in the sub-region. In addition, PUSH is proposing to provide a further 6,000 homes to address the current backlog in provision. Not all these homes, and indeed, not all the workers are in-migrants to the area. As the table below shows, most of the housing is required to meet the future needs of people already living in South Hampshire. Many of the new jobs should also be taken by local people (those currently unemployed or under-employed, for instance).

### Housing and population change 2006-2026

	% change	% natural change	% net in-migration
Population	7	1	6
Housing	18	10	8

### The Consultation Options

- 5.4 The brief from the Assembly was to advise the Assembly on how the 80,000 dwellings should be shared amongst the districts or part districts within the sub-region. The Assembly required public consultation on options as part of the preparation of the advice.
- 5.5 PUSH has adopted a multi-dimensional approach to housing distribution for the period 2006 –2026 – developing within the cities and towns, concentrating new greenfield development in two large areas with some additional urban extensions to make up a shortfall in the period 2011 - 2016.
- 5.6 In accordance with the aim to secure urban regeneration, the spatial strategy for the PUSH area gives priority to the development of urban previously used land. This includes derelict/vacant sites, the large gardens of older properties and replacing a single large property with smaller houses and flats.

- 5.7 PUSH has investigated the capacity and potential within the existing urban areas to accommodate more housing (alongside other land uses, such as employment, retail, leisure and recreation) and concluded that, although they can make a substantial contribution, the urban areas will be unable to provide for all of the housing required within the sub-region to support the economic growth strategy.
- 5.9 PUSH has estimated that around 39,000 new homes could be built on previously used sites, in addition to the 17,000 new homes on land that are already earmarked for housing. These estimates include land owned by the public sector (particularly the Ministry of Defence) that local planning authorities anticipate will be released for housing over the next twenty years.
- 5.10 PUSH was keen to obtain the views of stakeholders, statutory agencies and the general public on further housing development in urban areas, particularly to ascertain the degree of support for, and opposition to, further intensification. This issue formed the basis of the first key question asked in the consultation documents.
- 5.11 There is insufficient scope within urban areas and current allocations to meet the long term needs of South Hampshire. Further greenfield housing development will therefore be required to deliver the sub-regional housing target. PUSH's preferred approach to greenfield development is to concentrate it into large proposals, termed 'Strategic Development Areas' (SDAs). This form of development is the most sustainable form of new greenfield development and maximises the funding from Government and developers towards the cost of transport and other infrastructure, including affordable housing. These would be model sustainable communities for the 21<sup>st</sup> century, and would comprise a full range of services and facilities, as well as housing and employment opportunities.
- 5.12 It will take time to plan the SDAs and the strategy envisages that they will come on stream from 2016 onwards. Further work on phasing has led PUSH to conclude that only two SDAs are required for South Hampshire to help deliver the required number of new homes between 2016 and 2026 (the Draft South East Plan suggested that up to four might be required).
- 5.13 Each SDA had to be within close proximity to one of the two cities with scope to establish good public transport links to them and be of sufficient size to accommodate up to 10,000 new homes and associated land for employment, commerce, education, health and leisure facilities. The locations also had to be largely free of significant constraints - such as national or international conservation designations or floodplains. Four areas were identified:
1. North of the M27 between Southampton and Romsey
  2. North and north east of Hedge End
  3. North of the M27 at Fareham
  4. A significant extension westwards of the proposed West of Waterlooville Major Development Area

- 5.14 having regard to the merits of each of these locations, PUSH decided that the North and North east of Hedge End (linked to Southampton) and to the north of Fareham (linked to Portsmouth) should be put forward in the consultation as its preferred locations for Strategic Development Areas. Further development in Test Valley and at Waterlooville would be through more modest urban extensions."
- 5.15 The two areas identified for SDAs are to the north and north east of Hedge End (for around 6,000 new homes) and to the north of Fareham (for around 10,000 new homes). PUSH is proposing to undertake further work in 2006 to start firming up the key elements of these proposals.
- 5.16 PUSH was keen to obtain the views of stakeholders, statutory agencies and the general public on the locations of these SDAs and the most likely alternative of further urban extensions to many of the towns in South Hampshire. This issue formed the basis of the second and third key questions asked in the consultation documents.
- 5.17 In addition to the SDAs, there will also be a need for some other greenfield developments, in the form of urban extensions. These are particularly required in the period 2011 – 2016 to fill a gap between current commitments (sites with planning permission and local plan allocations) and delivery from the SDAs.
- 5.18 There are many possible combinations of urban extensions that could meet the PUSH requirement. In the consultation documents no urban extensions were proposed in Southampton, Portsmouth and Gosport as that would mean building on the few remaining areas of undeveloped land. Those areas are either covered by environmental designations or are vital 'green lungs'. Extensions were also not proposed in Eastleigh and Fareham Boroughs as they are already the focus of the two SDAs. The scope for urban extensions was therefore restricted to the remaining five districts. The housing range for each reflected an assessment of capacity and environmental constraints within a framework that presented different spatial choices across South Hampshire. Three options were put forward for consultation containing differing combinations of urban extensions
- 5.19 The consultation documents also gave an indication of the potential locations of the majority of the new homes. However, further work would need to be undertaken to determine exact site boundaries and capacities – a process that the district councils will undertake as part of their Local Development Framework.
- 5.20 PUSH was keen to obtain the views of stakeholders, statutory agencies and the general public on the three options and this issue formed the basis of the fourth question asked during the consultation.
- 5.21 The preferred option put forward by PUSH would therefore comprise existing commitments, urban capacity and contributions from Strategic Development Areas and urban extensions, taking into account the responses from the consultation exercise and further technical work.

## Overview of consultation responses

- 5.22 The public consultation documents contained a reply-paid questionnaire to assist responses. The questionnaire enabled respondents to indicate which of the options they preferred and included space in which additional comments could be added. This section of the report summarises the preferences expressed by stakeholders and residents, and the additional comments made. A full explanation of the consultation process is set out in a separate Statement of Consultation.

### Development within existing urban areas

- 5.23 Respondents were asked: *“Of the 80,000 new homes to be built in South Hampshire over the next twenty years, around 11,000 are expected to be built on sites already earmarked for housebuilding. A further 38,000 are proposed to be built on other previously used land within the cities and towns. Is the figure of 38,000: Too Little? About Right? Too much? Don’t Know/not sure?”*
- 5.24 In summary, the District Councils feel that the urban capacity figure is too low. Key stakeholders and agencies believe that the figure needs to include green infrastructure and open space calculations. ‘Too high’ is the most common reply from other stakeholders and residents. Indeed it is the majority view amongst environmental/amenity/social groups (56%) and South Hampshire residents (64%).

### Fareham ‘Strategic Development Area’.

- 5.25 Respondents were asked: *“To what extent do you support the proposal for a Strategic Development Area within Fareham Borough compared with the alternative of extensions to many South Hampshire towns?”*
- 5.26 In summary, District Councils generally support this proposal. Key Stakeholders and Agencies believe that the creation of SDAs is a more sustainable approach to development. More stakeholders are (very or fairly) supportive of the proposed Fareham SDA than are opposed to it. 60% of parish and town councils and 53% of environmental/amenity/social groups support the proposal. Development interests are more divided in their views. South Hampshire residents are split over the proposal (45% support it; 44% oppose it) although the support is greater amongst residents elsewhere in Hampshire.

### North/North East of Hedge End Strategic Development Area

- 5.27 Respondents were asked: *“To what extent do you support the proposal for a ‘Strategic Development Area’ to the north east of Hedge End compared with the alternative of extensions to many South Hampshire towns?”*
- 5.28 In summary, more District Councils support the proposal than are against it while Key Stakeholders and Agencies believe that the creation of SDAs is a

more sustainable approach to development. All stakeholders except development interests showed more support for the SDA proposal than opposition. Support is greatest amongst Parish and Town Councils (57%) and Environmental/Social/ Amenity Groups (59%). More South Hampshire residents support the proposal than are against it - 46% supportive compared to 40% opposed. As with the Fareham SDA, support is greater amongst residents elsewhere in Hampshire.

### Urban Extensions

- 5.29 Respondents were asked: *“Around 12,500 new homes are proposed on greenfields elsewhere in South Hampshire. There are three Options for locating this housebuilding. Which do you support?”*

<b>District</b>	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>
New Forest (part)	1,000	500	0
Test Valley (part)	4,000	3,250	2,500
Winchester (part)	5,000	7,000	8,200
Havant	1,500	1,250	1,000
East Hampshire (part)	1,000	500	800
Total	12,500	12,500	12,500

- 5.30 The District Councils were split between the different Options for urban extensions. All except Havant Borough preferred the option that gave the lowest housing figure for their district. Havant indicated a preference for the option that gave it a high housing figure . Option C was the most popular amongst Parish and Town Councils (38%), Option A gained greatest support amongst Development Interests (45%), and Option B the most popular amongst Environmental/Amenity/Social Groups (35%). South Hampshire residents were more evenly split, although of the 3 Options, A and C gained the greatest support - 26% and 28% respectively.

### **Sustainability Appraisal**

- 5.31 The Regional Assembly is required to underpin the formulation of the South East Plan through an ongoing process of Sustainability Appraisals. An Integrated Regional Framework was developed by the Assembly in consultation with stakeholders. This Framework was used to develop an assessment proforma which is completed at each stage of the plan formulation process to inform decision making.
- 5.32 Although the Assembly is undertaking the Sustainability Appraisal of the South East Plan including the sub-regional policies, it has asked the sub-regional authorities to assist with that work by completing a set of proformas which evaluate the consultation options for housebuilding against 25 objectives set out in the Integrated Regional Framework. SEERA has asked the sub-regional authorities to take account of the findings of the proforma in reaching their recommendations on the District-level housing figures.

- 5.33 The first question in the consultation sought views on whether there should be more, or less housing on previously developed land within cities or towns whether it should remain at about the proposed level.
- 5.34 Most of the objectives could be met if further development took place within the cities and towns. However, the Appraisal highlighted a number of concerns regarding further urban intensification, including increased flood risk in low lying coastal areas, and potential losses of open space and biodiversity.
- 5.35 Questions two and three in the consultation sought opinions of the two proposed Strategic Development Areas (SDAs) to the north of the M27 in Fareham and one to the north and north east of Hedge End.
- 5.36 The SDAs generally scored well against the criteria in the Appraisal. The main challenge identified was that of creating vibrant communities from scratch.
- 5.37 The fourth question gave three options were for urban extensions. Option 1 was for a balanced distribution. Options 2 and 3 moved the emphasis progressively more to the eastern part of the sub region.
- 5.38 There were some difficulties in applying the criteria to the options for urban extensions as there were few specific locations mentioned in the consultation document to enable a full assessment to be made. However, some differences were identified between the three options for urban extensions. Option 1 tended to score better because it achieved a more balanced housing distribution across the sub-region (important for in terms of affordable housing provision) whilst Option 3 scored well by virtue of concentrating development in two main locations, recognising the benefits that can accrue to larger developments.
- 5.39 One other important issue was identified through the Appraisal. Some of the levels of housing proposed for Southampton and Totton and the Waterside area of New Forest District were unlikely to meet projected needs originating from within the authority concerned. This could lead to households having to move elsewhere. This issue was particularly acute for the Waterside area, which would see a net lost of population for all options put forward in the consultation document unless households shared accommodation. For Southampton this issue arose at the lower end of the housing range proposed – it was not be an issue at the top end of the range. The population decline in the Waterside would also have knock on effects for service provision, the ability of local employers to attract workers and the viability of some local businesses.

#### **Potential Impacts on National Parks, AONBs, SPAs and SACs**

- 5.40 South Hampshire abuts the boundaries of the New Forest National park and the proposed South Downs National Parks (the majority of which within Hampshire currently forms part of the East Hampshire Area of Outstanding Natural Beauty. The sub-region contains a number of locations sites

identified as Natura 2000 sites as either Special Protection Areas (SPAs) or candidate Special Areas of Conservation (SACs). These include:

- Emer Bog SAC
- River Itchen SAC
- Solent SAC and SPA

- 5.41 It seems unlikely that the proposed development strategy will have an impact on Emer Bog SAC as there opportunities for development within Test Valley district that should not impact on either the bog or its catchment. The Borough Council will identify suitable sites through its Local Development Framework.
- 5.42 There are two issues that could impact on the River Itchen SAC – water abstraction and run-off from neighbouring development, both of which could affect water quality. It is unlikely that further abstraction will be required as a combination of water efficiency savings and a proposed new reservoir should enable future demand for water to be met. The issue of run-off is particular important in relation to the proposed development of brownfield and greenfield land to the east and south east of Eastleigh. Detailed proposals will need to be prepared to show how run-off will be managed to ensure that it does not affect water quality. This is not an issue that can be resolved at the strategic level.
- 5.43 Much of the Solent has been designated as either an SPA or SAC. Some of the designations are very close to the built up parts of the coast –e.g. Portsmouth harbour SAC. There are therefore clear issues concerning development within existing urban areas and the designated areas. However, the nature of the issues are already well known and managed and the scale and type of new development is unlikely give rise to new ones.
- 5.44 Section 62 of the Environment Act 1995 places a duty on all relevant authorities (including planning authorities) to have regard to the statutory purposes<sup>7</sup> of National Parks when exercising or performing any function that could affect land in the Parks. Relevant authorities, as defined in the 1995 Act, are expected to be able to demonstrate that they have fulfilled this duty.
- 5.45 Urban South Hampshire abuts the New Forest National Park and the proposed boundary of the South Downs National Park. A large part of the former has also been identified as a Special Protection Area (SPA) and candidate Special Area of Conservation (SAC).
- 5.46 The main impact on the New Forest National Park is likely to be further recreational pressure. The overall increase is likely to be modest and could

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<sup>7</sup> National Parks have the following two statutory purposes  
a) conserving and enhancing the natural beauty, wildlife and cultural heritage of the Park; and  
b) promoting opportunities for the understanding and enjoyment of the special qualities of the Park by the public



be reduced through the creation of attractive alternative provision within urban South Hampshire, especially as part of the proposed SDA's. The potential impacts on the SPA and SAC appear to be very small. The management of these areas, and other parts of the Park, are unlikely to require any specific additional measures as a consequence of the strategy for urban South Hampshire.

- 5.47 The main impact on the proposed South Downs National Park is also likely to be further recreational pressure. The overall increase is likely to be modest and could be reduced through the creation of attractive alternative provision within urban South Hampshire, especially as part of the proposed SDA's.
- 5.48 Further information on this assessment is set out in Background Document 2 'Housing'.

### **The preferred approach**

- 5.49 Following analysis of the consultation responses and consideration of technical advice (particularly on revised urban capacity estimates, sustainable appraisal, potential impact on national parks and other important conservation designations) the authorities for South Hampshire have developed a housing distribution that will support the overall economic strategy for the sub-region and provide market and affordable housing that broadly matches anticipated need.
- 5.50 The PUSH strategy is rooted in urban renaissance and regeneration. It is clear from the "urban capacity" element of the new housing and employment provision that this is the most directly appropriate component of the overall land supply in policy terms. In recognition of the new urban capacity figures now available, which show an increase for most Districts, it is proposed to identify a minimum greenfield figure, rather than an overall target/allocation for each District and the two Strategic Development Areas. As making it clear that this will be dependent on urban capacity delivery. It is considered that this is a robust, responsible and pragmatic approach, reflecting the core policy approach of "plan, monitor, manage".
- 5.51 In order to more accurately reflect the uncertainty over the detailed scale and location of each Strategic Development Area, it is also proposed that they should form separate allocations in the Sub Regional Strategy, rather than be artificially factored into the District allocations.
- 5.52 The economic strategy will be delivered through four distinct 5 year phases, so it is proposed that the housing distribution should adopt a similar approach in recognition that different sources of supply will be drawn upon during the period of the plan. Each district will therefore have a figure for each of the five year periods of the plan rather than a single figure for the rate of housebuilding over the next 20 years. Delivery will be monitored against the these figures rather than a trajectory based on the average to be built 2006 –2026.

5.53 There are, however, two significant matters associated with an approach that puts urban renaissance and regeneration at its core:-

- 1) The residents and stakeholder survey responses indicated a preference for lower urban capacity figures. Further analysis is indicating that this preference is stronger in the existing urban areas than the outer areas of PUSH (note that no data is available for the cities). There is anecdotal evidence to suggest that public concerns may reflect problems, such as congestion levels, that need to be addressed irrespective of the future levels of house building proposed for urban areas. PUSH intends to investigate further the concerns raised by respondents over the urban capacity estimates and how they could be addressed through the delivery of the strategy.
- 2) The Sustainability Appraisal highlighted a number of issues regarding further urban intensification, including increased flood risk in low lying coastal areas and potential losses of open space and biodiversity. PUSH intends to investigate how these can be addressed. The Appraisal also highlighted concern over the levels of housing proposed in the consultation document for Southampton and also Totton and the Waterside. Although the proposed distribution for Southampton resolves this issue for the city, it would remain a localised issue in Totton and the Waterside.

#### **The recommended distribution**

5.54 The table below shows a housing distribution based on the approach outlined in 5.49 to 5.53 above. Figures for the periods 2006 – 11 and 2011 – 16 are fixed and would be used to inform the preparation of Local Development Frameworks. The figures are included in Policy SH13 in Section 10.

5.55 There is considerable uncertainty over the amount of development that could be expected to come forward in the urban areas post 2016, particularly within Southampton and Portsmouth. In the event that urban potential is not realised, any shortfall would have to be re-distributed within the other authorities within each sub-area.

5.56 In addition PUSH, mindful of:

- the continuing imbalance between housing and employment in the Gosport peninsula;
- the resulting high levels of out-commuting and congestion on the road network; and

- the recent Government decision not to support the South Hampshire Rapid Transit scheme

and so it has decided to set a lower housing target for Gosport than the most recent urban capacity estimates suggest might be achievable. This, when coupled with efforts to create local employment opportunities, should encourage more sustainable lifestyles for those living on the peninsula by reducing the need to commute and the resulting impact on congestion and the environment (e.g. pollution).

5.57 PUSH also recognises that more detailed work on the SDAs and will continue to develop its approach during 2006-7.

5.58 This overall approach would mean that around 62 per cent of the overall housebuilding target for South Hampshire would be built on such sites, which is close the Government's target of 60 per cent, but is below what is currently being achieved. The latter was, however, based on a lower overall rate of housebuilding.

#### **Proposed distribution for South Hampshire 2006 – 2026, by phasing period**

	<b>2006-11</b>	<b>2011-16</b>	<b>2016 – 21*</b>	<b>2021 – 2026*</b>	<b>Total</b>
New Forest (part)	600	500	219	219	1,538
Test Valley (part)	650	1,375	1,375	510	3,910
Southampton	5,100	4,000	3,600	3,600	16,300
Eastleigh	3,000	2,300	891	892	7,083
North-East/ North of Hedge End SDA	0	0	2,600	3,400	6,000
Winchester (part)	1,400	3,800	1,044	495	6,739
Fareham	1,700	1,100	469	460	3,729
North of Fareham SDA	0	0	5,000	5,000	10,000
Gosport	1,200	500	400	400	2,500
Portsmouth	4,650	2,950	3,550	3,550	14,700
East Hampshire (part)	350	500	175	175	1,200
Havant	1,800	2,950	776	775	6,301
<b>Total</b>	<b>20,450</b>	<b>19,975</b>	<b>20,099</b>	<b>19,476</b>	<b>80,000</b>

\* target figures, reflecting uncertainty over realisation of urban potential, especially within Southampton and Portsmouth. The delivery of new housing will be monitored and managed separately within the south-west and south-east sub-areas of the sub-region, as indicated in the supporting text to policy SH4. If that monitoring identifies a potential shortfall in the capacity of previously developed land to achieve the current forecast of dwellings, the respective sub-area will bring forward measures to secure the delivery of the housing target within the plan period.

5.59 The Assembly has requested that the district housing figures be shown using a grid that it has supplied. The table below shows the completed grid for South Hampshire, together with figures for the parts of the Districts which are within Central Hampshire and New Forest area, where appropriate. The two Strategic Development Areas are shown separately for the reasons given in 5.49 above.

**Proposed distribution for South Hampshire and Central Hampshire  
and New Forest 2006 – 2026**

<b>District/Strategic Development Area (SDA)</b>	<b>South Hampshire Sub-region 2006-2026</b>	<b>Central Hampshire and the New Forest 2006-2026</b>	<b>District/SDA Total 2006-2026</b>
<b><i>East Hampshire</i></b>	1,200	4,000	5,200
Eastleigh	7,083	0	7,083
Fareham	3,729	0	3,729
Gosport	2,500	0	2,500
Havant	6,301	0	6,301
New Forest	1,538	2,600	4,138
Portsmouth	14,700	0	14,700
Southampton	16,300	0	16,300
Test Valley	3,910	5,000	8,910
Winchester	6,739	3,700	10,439
North/North-East of Hedge End SDA	6,000	0	6,000
North of Fareham SDA	10,000	0	10,000
<b>Totals</b>	<b>80,000</b>	<b>15,300</b>	<b>95,300</b>

## **6. Affordable Housing**

- 6.1 DTZ Pinda Consulting was commissioned by PUSH to produce a South Hampshire Housing Market Assessment. This was completed in April 2005 and provides a robust evidence base for the consideration of affordable housing requirements in the sub region.
- 6.2 The headline finding of the study is that South Hampshire needs as much affordable housing as it can realistically secure across all sites, without damaging the overall output of new homes.
- 6.3 The study confirms that the sub region has an existing backlog of 5,000 affordable homes. Whilst 700 new affordable homes have been built every year, that supply has been cancelled out by the loss of affordable housing stock through the “right to buy”; a massive shift in supply is therefore needed just to get back to a balanced housing market. The expectation that the existing backlog should be met in 5 years would mean building 1000 affordable homes per annum.
- 6.4 As with many parts of the country, house prices in South Hampshire have more than doubled since 1999. However, in South Hampshire earnings have not increased at anything like the same rate, so in real terms there has been a 60% decline in affordability. The DTZ research also shows that the numbers of low-income households will continue to increase under all growth scenarios. As a consequence, when the population increases both naturally and through migration, less of the population will be able to achieve the £33,000 p.a. income now needed to secure a mortgage on a typical low cost market home, therefore increasing housing need.
- 6.5 With current levels of affordable housing funding and at current levels of housing development there is insufficient provision to even clear the current backlog let alone meet the newly arising requirements. Unless there is major change in affordable housing supply, the backlog will continue to increase.
- 6.6 The options for making a significant impact on the affordable housing situation are relatively limited within the existing system where central funding is restricted and the amount of affordable homes coming forward is so directly linked to the development of market housing through Section 106 agreements.
- 6.7 The DTZ study considers that there is scope for seeking an average 30% - 40% target of affordable housing on new development sites. They recognise that there are many variables that will affect a site’s ability to provide affordable housing within this range and recommends that a coherent policy framework be developed in the sub region to both explore the variables and establish the 30-40% target with landowners and developers.

- 6.8 In terms of the different types of affordable housing that the market could sustain DTZ suggest that around 40% of those in housing need might be able to afford intermediate housing. However, the potential households currently have little understanding of these intermediate housing products. Work is needed to establish a public perception that such forms of ownership are a good investment.
- 6.9 On this basis, DTZ consider it would be desirable that at least 35% of affordable housing output takes the form of intermediate housing market products. Therefore the remaining 65% should ideally take the form of social rented housing. The actual proportions that will be applied on individual sites will currently be largely dependent upon funding arrangements.
- 6.10 The preparation of for a coherent sub-regional policy framework will provide a sound and detailed basis on which the individual local authorities can provide affordable housing. The policy framework will set out the range of affordable housing proportions that will be sought to meet the varying circumstances found throughout the sub region and the site size thresholds above which the affordable housing policy will apply. The framework will introduce the consistency which is currently lacking in the application of affordable housing policy and therefore make a sub-regional impact on securing as much affordable housing as possible, without damaging the overall output of new homes.
- 6.11 The approach set out above is reflected in the South Hampshire affordable housing policy SH14 set out in Section 10.

## 7. Transport

- 7.1 Traffic in South Hampshire continues to grow year on year; now for example, traffic flows on most of the M27 motorway exceed its built capacity. Although this motorway is part of the Trans European Network, it is used to a large degree by local journeys within the sub-region. Car ownership continues to grow with 80% of households having one or more cars and the car is used for 61% of all journeys to work. Although bus use has declined, rail use in South Hampshire has continued to grow over recent years. There has been little or no expansion in capacity to cater for this growth on the road and rail networks.
- 7.2 It is clear from the Solent Strategic Transport Model, commissioned by the local transport authorities, that the underlying growth in demand for travel on the existing road network will continue, causing increasing congestion by 2026. The number of car journeys is forecast to rise by 26%, with delays increasing by more than 50%. This would increase individual car journey times by more than 50%.
- 7.3 The growth envisaged by the South Hampshire Strategy would impose additional pressure on the transport networks. On some sections of the road network, serious delays would start to occur by 2026. This would clearly be unacceptable, without a significant level of intervention.
- 7.4 A long term transport strategy for South Hampshire is being developed to address the growing transport problem, based upon the common philosophy of the Local Transport Plans of Hampshire, Southampton and Portsmouth. This is a policy of 'Reduce, Manage and Invest'. That is, firstly to try and tackle problems at source, for example, to tackle congestion by removing unnecessary journeys. This might be to **Reduce** the need to travel, by changes to travel behaviour and lifestyle. This approach would be supplemented by **Managing** the existing networks to make best use of current road and public transport. Where neither of these approaches fully address the problems then it will be necessary to **Invest** in new services and infrastructure.
- 7.5 The overall aims of the strategy are:-
- To improve accessibility to local services and facilities;
  - To address the 'infrastructure deficit' in the transport network;
  - To support the improved economic performance of South Hampshire; and
  - To preserve and enhance quality of life for South Hampshire residents.

These will be achieved by:-

- encouraging shorter journeys, with a concentration around the two cities;

- maintaining the strategic transport network for longer distance journeys, recognising the importance of the international gateways (the Ports and Airport);
- adopting and implementing the concept of Transport Hubs and Spokes; and
- developing the Reduce, Manage and Invest approach.

7.6 A range of interventions and schemes is proposed as a minimum level necessary to provide access to the development areas and tackle the growing problems of congestion. The problems of growing congestion will not be cured, but these measures will reduce the worst effects of traffic growth, based on the evidence and estimates that are currently available. A combination of Reduce, Manage and Invest measures will be required to provide a balanced approach and the package of measures summarised below is estimated to cost in the region of £1.6 billion over the twenty year period to 2026. A list of indicative schemes is overleaf.

### **REDUCE**

- Smarter choices, such as travel planning and measures to discourage less sustainable journeys. Cost £40 million, but with scope to attract significant income levels.

### **MANAGE**

- Strategic traffic management, such as managed motorways £30 million.
- Strategic transport interchanges £65 million.

### **INVEST**

- Local roads and bypasses, £530 million. This would include access to employment areas (Chickenhall Lane Link Road), tackling local pinch points and providing measures to assist buses.
- Motorway improvements, including selective widening and junction improvements, £492 million
- Park & Ride, five schemes on the periphery of the two cities, £60 million
- A Premium Network of high quality bus services to link the area at high frequencies with associated priority measures, £150 million. This network would grow as an attractive alternative to the private car, ahead of the housing development.
- Rail improvements, including the rail freight gauge enhancement and infrastructure upgrades to allow more frequent passenger services, £208 million.
- New Ferry services along the Solent, serving intermediate communities, £20 million.
- Access to the Strategic Development Areas north of Fareham and Hedge End, £55 million. This involves public transport links, as well as localised road improvements.



- 7.7 A delivery agency, based upon the Solent Transport partnership, may need to be developed, to provide it with spending powers across the local transport authority boundaries, perhaps in the form of a Ringmaster.
- 7.8 Policies SH11 and SH12 in Section 10 embody this approach. Key schemes which are required are set out on the next page. It has not yet been possible to split these into 5 year delivery periods as requested by the Assembly, as this must relate to the development strategy which has only just been finalised. Advice on the split will be provided to the Assembly in the early part of 2006.

## **Indicative list of schemes**

### **Local Roads and Bypasses**

- Widened railway bridges on the A3024 in Southampton to allow for bus priority
- Chickenhall Lane Link road
- access to the Waterside
- western access to Gosport including Stubbington bypass
- capacity improvements on A35 Totton to Southampton
- Whiteley Way
- Botley Bypass
- other local roads and bypasses to tackle local congestion pinch points, provide traffic management and bus priority measures and access to development areas.

### **Motorway Improvements**

- improvements to M27 junction 5,7,8 and 9
- M27 Junctions 4 – 7 and 9a – 11 extra lanes
- M271 Spurs
- M275 Tipner interchange
- M3/A34 Junction improvements
- A3(M)/A27 Broadmarsh junction improvements

### **Park & Ride**

- 3 Park & Ride sites on the periphery of Southampton with priority bus routes into the city
- 2 Park & Ride sites at Tipner and Farlington with priority bus routes to Portsmouth city

### **Premium Network**

- a Premium Network of high quality bus services to link the area, at high frequencies, with selective priority measures, advanced technology and 'kick start' funding ahead of development

### **Rail Improvements**

- reinstatement of passenger rail services from Hythe and Marchwood
- Southampton to West Midlands rail freight upgrade
- redoubling of Botley to Fareham line
- Eastleigh Chord to serve Southampton airport, Fareham and Portsmouth
- other rail improvements and infrastructure upgrades to link ports and airport and provide greater capacity

### **Ferry**

- new Ferry services along the Solent, servicing intermediate communities,

### **Access to Strategic Development Areas**

- access to North Fareham SDA, transport links with Fareham and Portsmouth
- access to North Hedge End SDA, bus links with Southampton.

## **8 Other Infrastructure**

- 8.1 The provision of infrastructure is key to the creation of sustainable communities, and the South Hampshire authorities will only be able to support development if there is appropriate and timely investment in new/improved infrastructure. This includes affordable housing, a new reservoir and other water infrastructure, new schools, health, social care and community facilities, and facilities for the emergency services and waste disposal. Protecting existing built-up areas within which some further housing development is envisaged will require improved coastal defenses.
- 8.2 The items of infrastructure required and their costs (where known) are set out on the next three pages. It is difficult in some cases to be specific at this stage of the development of the sub-regional strategy, since the precise scale, timing and the exact location of developments will not be determined until much later in the planning process, primarily through Local Development Frameworks. Therefore, for some aspects of infrastructure provision, a local formula approach has had to be used which will provide the basis for subsequent, more precise calculations. This is however entirely consistent with the nature of the advice being sought by the Regional Assembly.
- 8.3 It is clear from even the most cursory consideration of the emerging picture, that developer contributions alone cannot be expected to meet all the infrastructure needs; let alone help to address the backlog. PUSH is therefore seeking assurances from Government that the necessary infrastructure investment will be forthcoming. PUSH also expects regional bodies, such as the Regional Development Agency and the Learning and Skills Council, to co-operate in supporting investment in skills training so as to ensure that the benefits of economic growth and job creation are available to the resident population. Alongside such investment, PUSH will look to secure appropriate levels of infrastructure investment from the private sector and other project beneficiaries, including the capture of a proportion of the improved land values arising from the new development proposals for necessary infrastructure investments.
- 8.4 The background paper 4 'Other infrastructure requirements' sets out the justification for the infrastructure requirements. It has not yet been possible to split these into 5 year delivery periods as requested by the Assembly, as this must relate to the development strategy which has only just been finalised. Advice on the split will be provided to the Assembly in the early part of 2006.



<b>Utility/Service</b>	<b>Provider</b>	<b>Requirements/Programme/timescales</b>	<b>Costs</b>
Affordable Housing	Housing Assoc./Govt	Information on public sector contributions to follow.	£awaiting info.
Water Supply	Portsmouth Water Ltd	New Havant Thicket Winter Storage Reservoir Outline programme Development Planning Study & Planning application 2008/09-2009/10 Possible Public Inquiry 2010/11-2012/13 Detailed Design 2013/14- 2014/15 Construction & Commissioning 2015/16-2020/21	£30m (approx)
	Southern Water	Additional mains also required e.g. to serve Strategic Development Area north of Fareham.  New/enlarged mains will be required.	£ costs unknown  £ costs unknown
Sewage Treatment	Southern Water	Investment in extensions or new Sewage Treatment Works (STW) will be required.	£costs unknown
Green Infrastructure	Developer Conts.	Over the first 10 years of the plan period investment in the order of £35.6 million/annum is required to meet biodiversity and associated sustainable development measures. This is based on delivering the following: <ul style="list-style-type: none"> <li>• 'Green' infrastructure supporting new major development areas;</li> <li>• biodiversity enhancements in Areas of Strategic Opportunity for Biodiversity Enhancement (ASOBES);</li> <li>• investment to maintain current biodiversity;</li> <li>• investment required to enhance biodiversity; and</li> <li>• investment in support infrastructure.</li> </ul> There is also a need for investment in additional support infrastructure such as compensatory habitats associated with coastal management, Sustainable Urban Drainage Schemes, urban regeneration projects and alternative robust venues to National Parks that are not fully incorporated in these estimates.	£35.6m/annum (1 <sup>st</sup> 10 years)

Utility/Service	Provider	Requirements/Programme/timescales	Costs
Health	National Health Service	<p>Definitive infrastructure list yet to be defined on basis of:-  1 General Practitioner (GP) per 1,800 to 2,500 total population (Practices generally 5 GPs, trend towards larger practices with extended range of services).Capital costs £0.5million per GP. New premises will be required to meet increased populations (where new or expanded communities proposed).</p> <p>Primary and Community Care centres will provide extended range of services currently carried out in acute hospital settings. Typically might serve 50,000 to 100,000 population – costs £12 - £15 million.</p> <p>Over 65s Health and Social Care - one rehabilitation bed per additional 1,000 over 65's – capital cost approx £250,000 per bed. Located on existing hospital sites.</p>	<p>£overall costs unknown at present</p> <p>£overall costs unknown at present</p> <p>£overall costs unknown at present</p>
Emergency Services	<p>Fire Service</p> <p>Police Service</p> <p>Ambulance Service</p>	<p>No information available at present.</p> <p>Cost of new Police Stations vary widely, depending on the size and scope of the facility. Provision in some areas may be through Police Offices.</p> <p>No information available at present.</p>	<p>£ not known</p> <p>£ not known</p> <p>£ not known</p>

Utility/Service	Provider	Requirements/Programme/timescales	Costs
Community Facilities	Developer Conts.	Yet to be assessed.	£ not known
Children's Services	Local Authorities	Hampshire County Council Costs etc. are based on new school provision. "Worst case" scenario as availability of places in existing schools can not be taken into account until development locations are known. Each SDA will require 4 new Primary Schools and one new Secondary School. Elsewhere provision will be through new schools/extensions to existing schools. Range of costs dependent upon preferred option(s)/locations. <ul style="list-style-type: none"> <li>• Primary schools (new/extensions) £79-£81 million; and</li> <li>• Secondary Schools (new/extensions) £81-£84 million.</li> </ul>	£79-£81m £81-£84m
		Southampton City Council No information available at present.	£ not known
		Portsmouth City Council No information available at present.	£ not known
Adult Services	Local Authorities	Hampshire County Council (HCC) Increased requirement for support and care services in addition to physical and social infrastructure.	£ not known
		Southampton City Council (SCC) No information available at present.	£ not known
		Portsmouth City Council (PCC) No information available at present.	£ not known
Renewable Energy	Private	Potential scope for energy efficiency measures to be incorporated into new developments. Renewable energy e.g. biomass heating and Combined Heat and Power (CHP) and wind generation – potential will require further investigation.	£ not known

Utility/Service	Provider	Requirements/Programme/timescales	Costs
Coastal Defences	Government	<p>Portsmouth City Council (PCC) Portsea Island Coastal Strategy Study includes a programme of coastal defence works. The total value of works over the next 20 years (current value costs) is approximately £55 million.</p> <p>Southampton City Council No Information available at present.</p>	<p>£55 million</p> <p>£ not known</p>
Waste Disposal	Local Authorities	<p>The type of waste infrastructure required will change over time as there is a move to less disposal/landfill towards material recovery. New development will be expected to contribute towards new infrastructure.</p> <p>Examples of infrastructure costs are as follows:</p> <ul style="list-style-type: none"> <li>• Household Waste Recycling Centre (HWRC) - stand alone split level facility. Costs dependent on size and catchment served . £800,000 approx (design/construction/supervision costs. Excl land costs).</li> <li>• Resource Park – Costs unknown dependent upon scope/size of facility- possibly £millions.</li> <li>• Waste Recovery/Treatment facility – Capital cost £30 million - £50 million.</li> </ul>	£ not known



## **9. Environmental Sustainability**

- 9.1 The South Hampshire sub-region is surrounded by nationally important landscapes and habitats. To the north is the East Hampshire Area of Outstanding Natural Beauty (AONB), forming part of the proposed South Downs National Park; to the south east is the Chichester Harbour AONB; to the south west is the New Forest National Park. This is a landscape with a high degree of sensitivity due to its cultural and natural significance. It is bordered and crossed by internationally and nationally important coastal and river habitats, and supports a high concentration of national priority biodiversity habitats.
- 9.2 Significant levels of development in the sub-region could put pressure on important surrounding landscapes, if not sensitively handled. These include the New Forest National Park, the proposed South Downs National Park, the Forest of Bere, the Solent Special Protection Area, and numerous SACs, SSSIs and SINCs. Maximising the potential of local green space to help absorb pressure on these landscapes will be essential to delivering development that supports the economic aspirations of the sub-region. Ensuring a high level of protection for the sub-region's existing green space and biodiversity is a *quid pro quo* for further development.
- 9.3 The culture and heritage represented by the built environment is also a key to the quality of life in the sub-region. Between the South Downs and the coast, the area is characterised by small scale mixed farmland and woodland of medieval origin, interspersed with small market towns and villages and historic parks and gardens. The more urban areas contain numerous conservation areas and historic buildings. The maritime heritage of Southampton and Portsmouth is world renowned, and the sailing waters of the Solent are internationally famous. All of this contributes to a high quality of life and a vibrant local economy, linked in many ways to the natural advantages of the area.
- 9.4 There are specific environmental challenges within the sub-region that require well planned and robust responses. There is a major issue regarding planning for the level of water supply to support ambitious development and, given the sensitivity of the water sources in the area, the preservation of water flow and quality. Modelling by water companies indicates that these challenges can be overcome if new development achieves at least an 8% decrease in water consumption and if allowance is made for additional water resource infrastructure near the end of the plan period (See section 8). Run-off from developments also needs to be carefully controlled.
- 9.5 Climate change poses particular threats to low lying areas adjacent to the coast, including in the two cities. This requires joint action in planning coastal zone management as an adaptive response.
- 9.6 Waste handling and resource usage are issues that become critical in planning for significant new development, given the shortage of existing and potential landfill sites and the current trend of more than 50% waste to landfill coming from construction and demolition activities.

- 9.7 Adding a further 80,000 homes and related employment, office and retail development in a relatively constrained area will require the enforcement of high standards of design and construction and greater use of recycled materials.
- 9.8 Significant levels of growth to support economic development must have regard for the high quality of the natural environment in south Hampshire, and contribute to improving the existing environmental quality of many urban and suburban areas in the sub region. Development must be planned with a long term time horizon in mind, so as to create desirable places to live that will retain and attract highly skilled people and provide enhanced quality of life and inclusion opportunities for all people in the sub-region. Development must respect the natural resources of the sub-region, including high levels of biodiversity, high quality but vulnerable water resources, changing coastlines, and important historic and cultural assets. It must be carried out in a way that minimises resource usage during construction and throughout the life cycle of the facilities and infrastructure established.
- 9.9 In seeking to achieve sustainable and environmentally sensitive development, the South Hampshire authorities will work to the following principles:
- excellence of urban and suburban design that reflects the historic and cultural significance of the area and contributes to an effective live/work balance;
  - development that aims to protect the environmental quality of the sub-region and creates new landscapes of quality to enhance the natural environment;
  - sensitive design of interfaces at the urban/rural fringe to provide amenities and reduce pressures on surrounding landscapes;
  - stabilisation and reduction in the use of resources;
  - net self-sufficiency in resource recycling and waste handling;
  - joint decision making on targets for resource usage and planning for resource management infrastructure;
  - planning that takes into account necessary mitigation and adaptation measures with regard to climate change; and
  - the application of common environmental standards across the sub-region.
- 9.10 These principles are embodied in the sub-regional policy SH15 in section 10 of this document.

## 10. Policies

### Core Strategy

The strategy for South Hampshire is to improve its economic performance to at least match the regional average, with a target of achieving a Gross Value Added (GVA) of 3.5% per annum by 2026.

This will involve an increase in jobs as well as productivity, requiring land for business development and house building. To enable this to happen, there will need to be increased investment in transport and other infrastructure. The strategy is one of 'conditional managed growth', with the pace of growth and development determined by, and conditional on, the rate of infrastructure investment.

The preferred spatial option is to focus growth on the cities of Southampton and Portsmouth and the main towns. However, not all development can be accommodated within existing urban areas. In the first half of the plan period the focus will be on sites allocated in adopted and draft Local Plans, on brownfield sites within existing urban areas, plus urban extensions. In the second half of the plan period this focus will continue but with greenfield development being concentrated in 'Strategic Development Areas'. The urban extensions and Strategic Development Areas will be located close to and with good transport links to the two cities and other major employment centres. Their location will also help support improvements in public transport infrastructure and services across a wider area.

### **POLICY SH1: OVERALL STRATEGY**

**Development in South Hampshire will be led by economic growth and urban regeneration. Portsmouth and Southampton will be dual focuses for investment and development as employment, retail, entertainment, higher education and cultural centres for the sub-region. The other towns will play a complementary role serving their more local areas. These urban areas will be enhanced so that they are increasingly locations where people wish to live, work and spend their leisure time. Investment and improvements in transport will reflect this, as will the location of sites for development. High density development will be encouraged in the city and town centres, around public transport hubs and at other sustainable locations.**

**Up to around 2016, development will be concentrated on existing allocations and other sites within existing urban areas plus a number of urban extensions. Thereafter, development will be concentrated on sites within existing urban areas and in a number of Strategic Development Areas. The scale and pace of land release for development will be related to the rate of economic growth taking place across the sub-region and to the provision of new infrastructure.**

### **Strategic Development Areas**

The focus and priority will be on urban regeneration, however brownfield sites alone cannot accommodate all the necessary development. Some greenfield development needs to be planned for to provide sites for the new businesses on which future

economic prosperity depends and to provide enough homes for the sub-region's population.

The preferred option is to concentrate development within existing urban areas, in a number of urban extensions and in two 'Strategic Development Areas'. These SDAs would have a variety of types, sizes and tenures of new housing together with a full range of shopping, local facilities and employment opportunities. This form of development maximises the sustainability of new greenfield development, as well as maximising the funds from national/regional agencies and from developer contributions towards affordable housing and improved transport infrastructure. Two SDAs will be developed – one related to Portsmouth and one related to Southampton – reflecting the bi-polar nature of the sub-region.

The rate of development in each Strategic Development Area will depend on the rate of investment in associated infrastructure and the availability of alternative brownfield sites within urban areas. If more urban brownfield sites become available than currently expected, the development of the Strategic Development Areas will be phased over a longer period with some phases not being built until after 2026.

**POLICY SH2:  
STRATEGIC DEVELOPMENT AREAS**

**Strategic Development Areas will be allocated in close proximity to the two cities in the following broad locations:**

- within Fareham Borough to the north of the M27 motorway comprising up to 10,000 new homes;
- to the North and North-East of Hedge End comprising up to 6,000 new homes.

**In each Strategic Development Area (SDA) the housing will be of varying types/sizes including affordable housing. Provision will also be made for co-ordinated and integrated employment, transport and housing development, together with supporting health, community, social, shopping, education, recreation and leisure facilities, green space and other identified requirements.**

**Particular attention will be paid to securing quality public transport links with neighbouring city and town centres, transport hubs and existing or planned major employment locations.**

**The precise form and location of SDAs will be established in Local Development Documents. Their impact will be assessed in relation to their effect on surrounding districts and their sustainability.**

**Planning authorities, in partnership with developers, should develop a master plan for the area at an early stage in the development process. This should identify on and off-site infrastructure requirements and set out an implementation programme, including phasing. Area Action Plans will be prepared for the SDAs.**

## **Sub-regional Gaps**

South Hampshire has a dense and complex settlement pattern. Provision for substantial economic growth and new urban development must be balanced with the retention of the sub-region's quality of life and environmental character. Within the urbanised parts of sub-region, there are substantial areas of undeveloped land which are of fundamental importance for shaping the settlement pattern. They help break up an otherwise almost continuous built-up area with a population of almost one million. Some already offer valuable formal or informal recreational opportunities near to where large numbers of people live. In addition, there is a need to safeguard the integrity of existing settlements from encroachment by the proposed new urban development. These areas are of sub-regional importance in helping to maintain the separate identity of the settlements adjoining them and are therefore designated as Sub-regional Gaps. The only development allowed within them will be small scale buildings which are essential to maintain established uses within the Gaps or to enhance their recreational value.

The majority of the proposed Sub-regional Gaps were designated as Strategic Gaps in the adopted Hampshire Structure Plan, and remain relevant and appropriate to this sub-regional strategy. The list includes two wholly new Gaps associated with the two proposed Strategic Development Areas and intended to prevent the coalescence of each SDA with neighbouring settlements

### **POLICY SH3 SUB-REGIONAL GAPS**

**To prevent coalescence and protect the separate identity of settlements, Sub-regional Gaps will be maintained between:-**

- **Fareham/Stubbington and Fareham Western Wards/Whiteley (the Meon Gap);**
- **Southampton and Eastleigh/Bishopstoke/Fair Oak**
- **Southampton and Totton**
- **Southampton - Hedge End/Bursledon/Netley**
- **North Baddesley and Valley Park**
- **Stubbington/Lee on the Solent and Fareham/Gosport**
- **Waterlooville and Havant**
- **Havant and Rowlands Castle**
- **Emsworth and Havant**
- **Totton/Eling and Marchwood**
- **Marchwood and Hythe**
- **Hythe and Fawley**
- **Fareham SDA and Wickham/Funtley/Knowle**
- **West of Waterlooville and Denmead**
- **Southampton/Chilworth and North Baddesley**

*(NB: Proposals for Sub-regional Gap(s) between the North/North East of Hedge End SDA and neighbouring settlements will be included in representations by PUSH on the draft South East Plan in Summer 2006, once further work has been completed on defining the location of that SDA.)*

**In addition, Local Development Documents may designate locally important areas of open land as Local Gaps in order to preserve the separate identities of individual settlements.**

**The precise boundaries of these Gaps will be defined in Local Development Documents to include land which has a predominantly open and/or rural appearance. Only land necessary to achieve these long term objectives will be included. Within these Gaps, built development will not be allowed except for small scale buildings which cannot be located elsewhere and which are essential to maintain established uses within the Gaps or to enhance their recreational value.**

### **Implementation**

Effective co-ordination of physical development and infrastructure provision to implement the strategy for South Hampshire will require a dedicated implementation agency. The agency must provide for democratic leadership from the authorities that make up the Partnership for Urban South Hampshire.

### **POLICY SH4: IMPLEMENTATION AGENCY**

**An implementation agency will be created for South Hampshire with the responsibility and necessary powers to implement this strategy.**

The rate of development of land (for employment and housing) will be coordinated with the rate of infrastructure provision and economic growth. Additional land may need to be released to boost economic growth; conversely the development of housing land should not run ahead of job growth. Major releases of greenfield land also need to be phased to avoid undermining urban regeneration schemes using the 'Plan Monitor Manage' approach. In particular, additional brownfield urban sites not previously anticipated would mean delaying the release of greenfield land including phases of the Strategic Development Areas. Some flexibility will be required to enable additional land to be brought forward or the release of land to be deferred, depending on economic growth and infrastructure provision.

However, this will need to be balanced with the need to provide certainty to potential investors and developers during the planning and design stages of major strategic developments. The proposed implementation agency will have a role in monitoring and implementation of strategic land allocations within the sub-regional strategy area. Data collected for Annual Monitoring Reports for Local Development Documents, will help inform the sub regional monitoring process

It will be appropriate to review the strategy periodically, while maintaining the overall direction of development set out in Policy SH1. Such a review will include assessing the progress towards the economic growth and other targets, enabling decisions to be

made to revise the target if necessary or instigate new initiatives to help achieve it. The review will also be the appropriate time to roll the strategy forward.

**POLICY SH5:  
PLAN, MONITOR AND MANAGE**

**The rate of greenfield land release will be phased and managed in the light of a range of indicators and monitoring information. This is likely to include economic growth rates, employment development, housing completions, housing affordability, the provision of transport and other infrastructure and the degree to which regeneration objectives are being met. Land allocations and phasing in policies SH5 and SH12 may be reviewed during the Plan period in the light of this monitoring information.**

**Economy and Employment**

For the last two decades, South Hampshire's economic growth rate has been consistently below that achieved by the South East region. There have been marked differences within South Hampshire with the two cities failing to match even national growth rates, while the outermost parts of the strategy area have grown at rates above the regional average.

The South Hampshire economy is well-balanced. It has a strong specialism in advanced manufacturing but it lags behind the South East region in the development of the high value-added Advanced Business Services. Rates of new business creation and self-employment are below South East and national averages.

The aim to increase the sub-region's economic growth rate to 3.5% per annum (Gross Value Added) by 2026 will require around 2 million square metres of additional business floorspace. About 60% of this floorspace will be required for knowledge-based industries and business services. The rest will be to provide new warehouse space for the predicted growth in distribution, transport and communications, and for the development of advanced manufacturing in which South Hampshire has a particular strength. The figures exclude floorspace for leisure and retail development which although are forecast to grow significantly, will not require the type of space covered by the policy SH6. However, market demand in these areas will continue, particularly in the cities, with possible implications for the availability of potential office space in central locations.

Land allocations, monitoring and management of delivery will be based on two sub-areas: the South West area centred on Southampton and including the whole of Eastleigh Borough and those parts of New Forest District and Test Valley Borough within the Sub-region; and the South East area centred on Portsmouth and including the whole of Fareham, Gosport and Havant Boroughs, together with those parts of Winchester City and East Hampshire Districts which are within the Sub-region.

**POLICY SH6:  
SCALE, LOCATION AND TYPE OF EMPLOYMENT DEVELOPMENT**

**Land will be provided to accommodate 2 million square metres of new business floorspace as follows:-**

### **South-West area:**

<b>B1</b>	<b>Offices – 680,000 m<sup>2</sup></b>
<b>B2</b>	<b>Manufacturing – 93,000 m<sup>2</sup></b>
<b>B8</b>	<b>Warehousing – 294,000 m<sup>2</sup></b>

#### **located on:-**

- **previously developed land within the cities and towns, particularly their centres – 677,000 m<sup>2</sup>**
- **greenfield land in the North/North East of Hedge End Strategic Development Area – 74,000 m<sup>2</sup>**
- **greenfield land in the larger urban extensions and other greenfield sites with high accessibility allocated for that purpose in Local Development Documents – 316,000 m<sup>2</sup>**

### **South-East area:**

<b>B1</b>	<b>Offices – 535,000 m<sup>2</sup></b>
<b>B2</b>	<b>Manufacturing – 123,000 m<sup>2</sup></b>
<b>B8</b>	<b>Warehousing – 240,000 m<sup>2</sup></b>

#### **located on:-**

- **previously developed land within the cities and towns, particularly their centres – 480,000 m<sup>2</sup>**
- **greenfield land in the Fareham Strategic Development Area – 121,000 m<sup>2</sup>**
- **greenfield land in the larger urban extensions and other greenfield sites with high accessibility allocated for that purpose in Local Development Documents – 297,000 m<sup>2</sup>**

Key strategic locations for accommodating significant amounts of the above floorspace are the city and town centres, East of Eastleigh Opportunity sites and the two Strategic Development Areas. The allocation of suitable land for employment in locations which are attractive to firms is crucial to achieving economic growth: local planning authorities should audit their current employment allocations to ensure that they meet the needs of modern firms especially those which will generate economic growth, and can be economically developed within the necessary timescale. Local Development Documents need to ensure that sites confirmed through this review process as being suitable for employment development, are protected for that use.

The selection of new sites for employment development will need to be made in conjunction with the location of housing development to enable people to live near their place of work thus reducing traffic congestion and environmental damage. For the same reasons, maintaining a mix of uses within existing built-up areas is equally important, pointing to the re-use of redundant industrial/business land for new employment uses unless this would create unacceptable traffic or environmental problems.



A phasing regime will be developed in line with policy SH5 to set out the sequence of release of sites. It will give priority to releasing sites which will contribute to achieving growth in Gross Value added (GVA) and/or support urban renaissance.

The existing stock of employment land and premises has been reducing at a substantial rate due to the pressure to allow housing and other types of development. Between 1997 and 2002, almost half of all land developed for employment was to replace existing employment land which transferred to other uses. In Portsmouth and Southampton the loss of employment space exceeded the new space built.

There can be sound reasons for the loss of existing employment space: it may be ill-suited to current market needs or it may be necessary and appropriate to provide for a suitable mixed-use development on brownfield sites in order to achieve regeneration objectives.

Nevertheless, this trend would result in longer journeys to work and increased traffic congestion.

**POLICY SH7:  
ALLOCATION OF EMPLOYMENT SITES**

**Local Development Documents will review all extant allocations of land for employment development and allocate to alternative uses (either built use or open space), those which cannot be economically developed or which for other reasons are not suitable for employment purposes. Sites allocated by Local Development Documents for employment development in each District should meet all the following:-**

- i. provide for the needs of firms recognising that most demand will be for business services, distribution and advanced manufacturing;**
- ii. be in locations which meet business requirements;**
- iii. be capable of being developed within the required timescale;**
- iv. ideally be accessible by a variety of means of transport.**

**Sites allocated by Local Development Documents for employment development and land already in use for employment should be safeguarded for that purpose.**

**POLICY SH8:  
TOWN AND CITY CENTRES**

*(Policy to be submitted in early 2006.)*

**Offices**

Large office developments are well suited to city and town centres and other locations which have good public transport accessibility. Their presence within the heart of the urban area can also help create vitality and underpin regeneration. Because office developments are relatively 'footloose' a sub-regional policy is required to ensure that all Local Development Documents treat them in the same way. At the same time, the capacity for very large corporate office buildings within existing town and city centres is limited. In order to compete effectively for potential investment by major

corporations and international firms seeking a presence in the sub-region, a small number of greenfield sites may be designated within the sub-regional strategy to address these exceptional requirements.

**POLICY SH9:  
OFFICE DEVELOPMENT**

**Local Development Documents will allocate sites for large office development in the following locations :**

**2006-2011**

- **sites with planning permission or allocated in Local Plans; and**
- **in and on the edge of Portsmouth, Southampton and the town centres**

**2011-2016**

- **in and on the edge of Portsmouth, Southampton and the town centres; and**
- **in the larger urban extensions**

**2016 –2026**

- **in and on the edge of Portsmouth, Southampton and the town centres; and**
- **in the Strategic Development Areas**

The current skills base in South Hampshire is below the regional average and this is seen as a major impediment to the achievement of higher growth rates. Alongside ensuring that attractive sites and premises are available, the sub-regional strategy is also looking to regional and local agencies to raise the skills levels of the local labour force. Higher skilled workers tend to receive higher financial rewards and a successful strategy should help ameliorate some aspects of deprivation present within the two cities and other urban areas.

**POLICY SH10  
SKILLS**

**Regional and local agencies will work together to develop programmes in South Hampshire to raise the level of economic activity and growth. This will include assisting the local workforce to gain the necessary qualifications and skills needed by existing and future employers. More people with skills will be required at all levels particularly at NVQ Level 2 and at NVQ level 4 and above.**

**The deficit in skills that is evident across much of the sub-region must be addressed directly through significant investment over the Plan period.**

**To reinforce the key actions proposed in the Regional Economic Strategy to deliver ‘skills for prosperity’, local authorities and their partners will:**

- **support the establishment of appropriate sector specific learning centres**
- **plan for the development of appropriate business clusters, with integrated planning of learning and development programmes**

- **enhance the regional role of the universities and their active role in skills development, transfer of knowledge and graduate employment schemes within the sub-region**
- **encourage workplace learning centres, part funded by employers**
- **link programmes of skills development to major new employment developments within the sub-region.**

### **Transport**

Congestion is a major issue on several sections of the strategic transport network, particularly the M3, M27, A27, A3(M), A32 and A326. The traffic situation in the two city centres also suffers peak time congestion in a number of key corridors. By 2026, the natural and committed growth will exacerbate congestion, especially on the M3 and M27. Some links are predicted to have 70% over-capacity (all day average). There are constraints on rail capacity in both Southampton and Portsmouth and on the Fareham – Eastleigh east-west rail link. Without investment the position is expected to get worse over the next 20 years irrespective of any additional development. In addition to the provision of new infrastructure, there will be a need for other measures and interventions to reduce the need to travel and offer alternatives to travel by private vehicles. This is especially important for larger new developments, where new travel patterns and behaviours can be established from the outset.

### **POLICY SH11 SUB-REGIONAL TRANSPORT STRATEGY**

**The transport and planning authorities will work together to:**

- 1. Reduce the need to travel through the development of smarter choices, such as travel planning and measures to discourage less sustainable journeys;**
- 2. Manage the strategic transport network for longer distance journeys (especially from/to the ports of Southampton and Portsmouth and Southampton Airport) and the local network for shorter journeys; and**
- 3. Invest in new schemes:**
  - **Motorway improvements (including selective widening and junction improvements)**
  - **Park and Ride schemes**
  - **A Premium Network of high quality public transport linking the area at high frequencies with associated priority measures**
  - **Local roads and bypasses**
  - **Rail improvements (both passenger and freight)**
  - **Ferry services**
  - **Access to Strategic Development Areas**

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The aim of this policy is to enhance the economic competitiveness of South Hampshire by securing improvements to the strategic network and accessibility to local services, facilities and places of work. It seeks to address the 'infrastructure deficit' in the transport network and initiate a range of interventions and schemes

necessary to deliver the economic growth strategy, provide access to the new development areas and tackle congestion.

The policy firstly seeks to tackle problems at source by implementing measures aimed at reducing the need to travel e.g. by changing travel behaviour and lifestyles, and through encouraging shorter journeys. Secondly, it aims to manage existing networks to make the best use of current road space and public transport. Thirdly, where neither of these approaches fully address the problems or issues investment in new services and infrastructure will be proposed to help resolve them. The 'hubs and spokes' concept will be developed to ensure that investment is concentrated along key corridors and nodes.

The local transport authorities for South Hampshire – Southampton City Council, Portsmouth City Council and Hampshire County Council – recognise that co-operative working between themselves and with transport service providers is the best way to address the issues facing the area, such as traffic congestion which requires a South Hampshire-wide response. They therefore collaborate on producing Local Transport Plans and have established the Solent Transport partnership. The Authorities will continue to develop this partnership, including detailed consideration of what more formal arrangements are needed.

**POLICY SH12:  
TRANSPORT MANAGEMENT AND INTEGRATION**

**A delivery agency, based upon Solent Transport, will be developed for South Hampshire with the responsibility and necessary powers to manage and integrate public and private transport.**

## Housing

There is a requirement for new housing in South Hampshire to cater for demographic changes (e.g. more one and two person households and longer life expectancy). There is also a need to provide sufficient new homes for workers helping the local economy to grow. The strategy is to provide 80,000 dwellings during the 20 years to 2026. The type of properties required in each district area should be informed by housing market assessments.

### **POLICY SH13: SCALE, LOCATION AND TYPE OF HOUSING DEVELOPMENT**

**Provision will be made for 80,000 new homes in South Hampshire between 2006 and 2026 distributed and phased as follows:-**

	2006-11	2011-16	<i>2016 – 21*</i>	<i>2021 – 2026*</i>	Total
New Forest	600	500	<i>219</i>	<i>219</i>	1,538
Test Valley	650	1,375	<i>1,375</i>	<i>510</i>	3,910
Southampton	5,100	4,000	<i>3,600</i>	<i>3,600</i>	16,300
Eastleigh	3,000	2,300	<i>891</i>	<i>892</i>	7,083
North-east/ North of Hedge			<i>2,600</i>	<i>3,400</i>	6,000
End SDA	0	0			
Winchester	1,400	3,800	<i>1,044</i>	<i>495</i>	6,739
Fareham	1,700	1,100	<i>469</i>	<i>460</i>	3,729
Fareham SDA	0	0	<i>5,000</i>	<i>5,000</i>	10,000
Gosport	1,200	500	<i>400</i>	<i>400</i>	2,500
Portsmouth	4,650	2,950	<i>3,550</i>	<i>3,550</i>	14,700
East Hampshire	350	500	<i>175</i>	<i>175</i>	1,200
Havant	1,800	2,950	<i>776</i>	<i>775</i>	6,301
<b>Total</b>	<b>20,450</b>	<b>19,975</b>	<b><i>20,099</i></b>	<b><i>19,476</i></b>	<b>80,000</b>

*\*italics denote target figures, reflecting uncertainty over realisation of urban potential, especially within Southampton and Portsmouth.*

The delivery of new housing will be monitored and managed separately within the south-west and south-east sub-areas of the sub-region, as indicated in the supporting text to policy SH5. If that monitoring identifies a potential shortfall in the capacity of previously developed land to achieve the current forecast of dwellings, the respective sub-area will bring forward measures to secure the delivery of the housing target within the

It is a central priority for South Hampshire to ensure the affordable and key worker housing needs of the sub-region are met so as to support the economic development strategy as well as to deliver good quality public services. Overall, at least 30% of all new housing planned for 2006 – 2026 needs to be affordable in order to address a backlog of existing unmet need and to provide for newly arising needs. In order to achieve this target, 30-40% of housing on new development sites should be affordable housing. Achieving this level of affordable housing will require

substantial Government funding and coordinated action by regional and local agencies.

The South Hampshire Authorities will develop a policy framework to ensure that a consistent approach is taken to the delivery of affordable housing. The policy framework will set out the range of affordable housing proportions that will be sought to meet the varying circumstances found throughout the sub region and the site size thresholds above which the affordable housing policy will apply. The policy framework should be integrated into the individual authorities Local Development Frameworks. Individual Local Development Documents will decide the proportion of housing on development sites which must be affordable, bearing in mind the sub-regional target above. Research shows a need for affordable housing in South Hampshire to be about two-thirds rented and one-third shared ownership.

#### **POLICY SH14: AFFORDABLE HOUSING**

**Regional and local agencies will work together to provide new affordable homes to meet both the backlog of needs and the needs generated by future growth. On average 30-40% of housing on new development sites should be affordable housing.**

**A common policy framework will be developed by the South Hampshire authorities to ensure a consistent approach to the delivery of affordable housing. They will work together to establish the amount, types, sizes and tenure of affordable housing required in South Hampshire, the site size thresholds above which the affordable housing policy will apply, and how such provision should be funded. Local Development Documents will set the percentage of housing on development sites which must be affordable in order to contribute towards the sub-regional target.**

#### ***Environmental Sustainability***

The substantial development proposed in South Hampshire must have regard to the high quality of the sub-region's natural environment, and must contribute to improving the existing environmental quality of its many urban and suburban areas. Development must be planned with a long term time horizon in mind, so as to create desirable places to live that will retain and attract highly skilled people and provide enhanced quality of life and inclusion opportunities for everyone. Development must respect the sub-region's natural resources including high levels of biodiversity, high quality but vulnerable water resources, changing coastlines, and important historic and cultural assets. It must be carried out in a way that minimises resource usage during construction and throughout the life cycle of the facilities and infrastructure established.

In seeking to achieve sustainable and environmentally sensitive development, the South Hampshire authorities will work to the following principles:

- excellence of urban and suburban design that reflects the historic and cultural significance of the area and contributes to an effective live/work balance;
- development that aims to protect the environmental quality of the sub-region and creates new landscapes of quality to enhance the natural

- environment;
- sensitive design of interfaces at the urban/rural fringe to provide amenities and reduce pressures on surrounding landscapes;
- stabilisation and reduction in the use of resources;
- net self sufficiency in resource recycling and waste handling;
- joint decision making on targets for resource usage and planning for resource management infrastructure;
- planning that takes into account necessary mitigation and adaptation measures with regard to climate change; and
- the application of common environmental standards across the sub-region.

**POLICY SH15:  
ENVIRONMENTAL SUSTAINABILITY**

**The South Hampshire authorities will:**

- **produce a common framework, for incorporation into Local Development Frameworks, that establishes density ranges for development related to accessibility to services and public transport, that favours development around transport hubs and community infrastructure within a reasonable radius to encourage pedestrian and cycle movement, and where possible joins development to the natural environment through linked and accessible open spaces that promote both recreational opportunities and high biodiversity;**
- **jointly plan the infrastructure and approaches necessary to make effective management and use of natural resources an integral part of a growing economy in the sub-region;**
- **co-operate on assessment of and planning for effective coastal zone management to address the risk of sea level rise, and co-operate to minimise the risk of other forms of flooding;**
- **require new commercial and residential buildings in the sub-region to achieve at minimum an equivalent rating to Ecohomes /BREEAM Very Good, and post 2012 an equivalent rating to Ecohomes/BREEAM Excellent, with particular emphasis on water efficiency, unless such requirement is impractical due to the size of the development or other requirements;**
- **adopt measures to encourage the use of recycled materials in all construction;**
- **require developments to incorporate energy efficient passive solar design principles to the extent possible, promote high standards of energy in new and existing development, and require developers to provide at least 10% of energy demand from renewable sources in housing schemes of over 10 dwellings and commercial schemes of over 1000 square meters;**
- **deliver a minimum of 100 MW of renewable energy in the sub-region by 2020; and**  
**achieve a decrease of at between 8% and 20% in water use (compared to the national average in 2005) for all new development, help promote more efficient water use in existing developments and require implementation of sustainable urban drainage systems where feasible in all new developments.**

**The authorities will develop common policies to achieve these aims in their Local Development Frameworks.**



## 11. Implementation and Delivery

The success of the sub-regional strategy will ultimately depend upon the commitment of national, regional and local agencies to its implementation. The strategic policies need to be translated into more detailed policies and action plans in Local Development Frameworks, Local Transport Plans, Community Strategies, local economic strategies, area-based master plans and, crucially, investment programmes.

A summary of the range of mechanisms needed to deliver the sub-regional strategy are set out below, together with a list of the agencies which need to take primary responsibility for delivering or securing the delivery of particular aspects of policy and those that will have supporting roles. More detailed supplementary guidance will be produced by the sub-region's local authorities and other agencies, to ensure that investment in essential infrastructure is sufficient and timely enough to support the proposed rate of development. Regular reviews of the South East Plan will provide an opportunity to review economic growth, the rate of house building and the progress with the delivery of infrastructure and will enable corrective measures to be taken to ensure that the three remain in line.

### Implementation and delivery

Policy	Delivery mechanisms	Lead roles	Support roles
SH1- Overall strategy	Local Development Documents Local Transport Plans Economic Development Strategies Local Housing Strategies Community Strategies Planning decisions Investment decisions of Government departments and utility companies	County, Unitary and District Councils	Regional Assembly, Government, infrastructure providers, developers
SH2 – Strategic Development Areas	Local Development Documents Planning decisions Investment decisions of Government departments and utility companies	County and District Councils	Unitary Councils, infrastructure providers, developers
SH3 – Implementation Agency	Local delivery vehicle(s)	County, Unitary and District Councils	Regional Assembly, infrastructure providers
SH4 – Plan, monitor and manage	Annual Monitoring Reports	County, Unitary and District Councils	Regional Assembly
SH5 – Scale, location and type of employment development	Local Development Documents Economic Development Strategies	Unitary and District Councils	SEEDA, County Council, developers
SH6 – Allocation of employment sites	Local development documents Planning decisions	Unitary and District councils	County Council

SH7 – Town and City Centres	Local Development Documents Planning decisions	Unitary and District Councils	County Council, Chambers of Commerce, developers
SH8 – Office development	Local Development Documents Planning decisions	Unitary and District Councils	County Council, developers
SH9 – Skills	Economic development strategies	County, Unitary and District Councils	Learning and Skills Council and other training bodies, Higher education establishments, business organisations and businesses
SH10 – Sub-regional transport strategy	Local Transport Plans Local development documents Planning decisions	County, Unitary and District Councils	Proposed Regional Transport Board, Department of Transport
SH11 – Transport management and integration	Local Transport Plans	County and Unitary Councils	Solent Transport
SH12 – Scale, location and type of housing development	Local Development Documents Planning decisions	County, Unitary and District Councils	Developers
SH13 – Affordable housing	Local Development Documents Local Housing Strategies Planning decisions	Unitary and District Councils	Regional Housing Board, developers
SH14 – Environmental sustainability	Local Development Documents Planning decisions	County, Unitary and District Councils	Regional Assembly, Agencies (e.g. Environment Agency, Natural England), developers
SHX – sub-regional gaps	Local Development documents Planning decisions	Unitary and District Councils	County Council, landowners

## 12. Monitoring

- 12.1 The Regional Assembly has identified an extensive list of sub-regional monitoring indicators. These include 'output indicators', such as the amount of land available for employment development and the rate of housebuilding, which will help monitor the direct effects of particular policies. They also include 'contextual' indicators which will track wider economic, environmental and social trends which are the backdrop to the policies and which will help assess the effect of the overall strategy. The Assembly has asked each sub-region to advise on any additional sub-regional monitoring indicators which are needed.
- 12.2 The indicators established by the Regional Assembly will cover most but not all of the scope of the South Hampshire Strategy; additional indicators are proposed relating to the economy and quality of life.
- 12.3 In respect of the economy, monitoring is required to show the degree to which the strategy is meeting its overarching objective to raise economic growth expressed in Gross Value Added (GVA). Contextual indicators are required to help measure performance. Examples of such indicators could include:
- South Hampshire GVA compared with regional average GVA
  - Change in employment numbers
  - Change in numbers economically active
  - Change in productivity
  - Change in NVQ level 4 qualifications held by workforce or achieved within local higher educational establishments
- 12.4 PUSH has made improving the quality of peoples lives a cornerstone of the whole strategy. Monitoring quality of life contextual indicators would therefore seem very appropriate. It can, however, prove to be problematic to monitor a basket of disparate indicators for quality of life and draw conclusions as to whether it has improved – much of what is regarded as 'quality of life' is subjective and people value different aspects according to their preferences and circumstances (age, wealth, housing situation etc.)
- 12.5 The 25 objectives set out in the Regional Integrated Framework (already used in the formulation of the strategy) could provide the basis for monitoring quality of life. Each objective already has one or more indicators associated with it, to which targets for South Hampshire would need to be set.
- 12.6 More generally, policy SH5 (see section 10 of this report) sets out the intention to Plan, Monitor and Manage the South Hampshire Strategy, including through a proposed new implementation agency (policy SH4). Those two policies signal the intention to phase and manage the release - through policies SH5 and SH12 - of greenfield land for development in the light of a range of indicators and monitoring information. This monitoring information is likely to include economic growth rates, employment development, housing completions, housing affordability, the provision of transport and other infrastructure and the degree to which regeneration

objectives are being met. The rate of development of land (for employment and housing) will be coordinated with the rate of infrastructure provision and economic growth. Additional land may need to be released to boost economic growth; conversely the development of housing land should not run ahead of job growth.

**APPENDICES**

Hampshire County Council's supplementary submission  
Portsmouth City Council's supplementary submission  
Southampton City Council's supplementary submission

S11.1/pf/2289



# Hampshire County Council

9 December 2005

Mr Paul Bevan  
Chief Executive  
South-East England Regional Assembly  
Berkeley House  
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GUILDFORD GU1 1UN

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*Leader of the Council*

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Dear Paul

## **South East Plan Sub Regional Advice in Respect of South Hampshire**

I write in pursuance of our statutory duty under the Planning and Compulsory Purchase Act to formally advise the Regional Planning Body in respect of the Sub Regional policy, housing allocation, employment land, transport and other infrastructure requirements for the South Hampshire Sub Region. Hampshire County Council considered these matters at a full Council meeting on 8th December and I am pleased to advise you that there was unanimous support from Members for the views set out in this letter.

The County Council has been, and remains a full and active member of the Partnership for Urban South Hampshire (PUSH). We have played a significant role in the production of the PUSH technical work, and my staff have prepared much of the technical and background material which will be submitted by PUSH. Therefore the County Council submission will not duplicate this material, but will highlight to SEERA areas where we have differed from some of our partners in PUSH.

The principal difference of opinion is in respect of PUSH's assumptions about economic growth prospects. We believe that the housing requirements should be based on a more realistic economic growth aspiration of GVA growth rising to 3.25% by 2021-6 rather than 3.5% as PUSH currently favour. On that basis the County Council's technical assessment is that the housing requirement would actually be reduced by around 7,000 dwellings, using the same methodology applied to the previous PUSH technical work. This we believe should be the extent of allocations required as a definite commitment now, with the balance regarded as a strategic reserve, only to be released in the second half of the plan period, if economic growth exceeds our expectation, and provided infrastructure provision has kept pace with development. We consider that this is a more appropriate way in which a Plan, Monitor, Manage approach should address uncertainty over future land releases, than full allocation now, with the prospect of deleting allocations later if growth or infrastructure do not match expectations.

/Continued.....

Mr Paul Bevan  
9 December 2005

The County Council is not opposed to development, we recognise the needs of our people and our economy, and we support sustainable growth which is well planned, justified and of high quality and environmental standards. The County Council Members are however unanimous in their absolute commitment to the need for any future growth to be conditional upon the provision of timely and appropriate infrastructure. We want a real and effective “plan, monitor, manage approach with teeth” to ensure that infrastructure provision, economic performance and housing land release are properly kept in balance over the plan period.

I am concerned that there is an over emphasis on the emerging Growth Point funding proposals from Government, and the suggestion that an arbitrary threshold of RPG +20% should be the entry point for future infrastructure funding. I am sure that you will agree this is absolutely not a proper basis for the long term planning of the future of South Hampshire or indeed anywhere else in the South East Region. The level of growth must be determined by consideration of a full range of factors, not just the latest Government funding initiative, although of course we welcome any indication of future funding for Hampshire from Government, particularly after their devastating decision on the South Hampshire LRT project last week and the rejection of PUSH’s Transport Innovation Fund Bid. I know that you will carefully consider these remarks and the comments that follow, and I trust that you will give particular consideration to the County Councils proposed strategic reserve housing allocation proposals as a demonstration of SEERA’s commitment to the plan, monitor, manage, approach I have put forward and which is reflected in SEERA’s policies in the South East Plan itself.

The County Council did not have opportunity to consider detailed changes proposed to sub regional policies at the PUSH meeting on 1 December and therefore we make no comment on the suggested amendments to the Sustainability policy or the emerging Town and City Centre policy. I do however welcome your officers agreement to allow more time for PUSH to do further work on the emerging Town and City Centre policy as it clearly is not yet worked up sufficiently for submission. The County Council did not consider proposed additional strategic gaps identified at the PUSH meeting but had instead proposed a Hampshire Greenbelt which would, I believe go further than the strategic gaps in providing long term security and protection of the individual character of our Cities, Towns, Villages and Country side. I commend this idea to you and give you a commitment from Hampshire County Council that we will work with SEERA to help in the detailed definition and scope of a greenbelt for Hampshire.

/Continued.....

Mr Paul Bevan  
9 December 2005

I enclose a copy of the resolution unanimously passed by Hampshire County Council and would ask that you read this in conjunction with the very detailed technical work which you will receive through the PUSH. submission

Yours sincerely

A handwritten signature in black ink, appearing to read 'Ken Thornber', written in a cursive style.

Ken Thornber  
Leader



**COUNCILLOR**  
**GERALD VERNON-JACKSON**  
**LIBERAL DEMOCRAT**  
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*Eastney Area Community Centre*  
*Bransbury Park, Eastney*  
*Every Monday 6.00-7.00 pm*

**5<sup>th</sup> January 2006**

**Dear Mr Bevan**

**SOUTH EAST PLAN - SUB-REGIONAL ADVICE IN RESPECT OF SOUTH HAMPSHIRE –  
SUPPLEMENTARY TO THE ADVICE SUBMITTED BY THE PARTNERSHIP FOR URBAN  
SOUTH HAMPSHIRE ON 23<sup>RD</sup> DECEMBER 2005**

I am writing following the meeting of the City Council on 20<sup>th</sup> December 2005 at which the advice to SEERA prepared by the Partnership for Urban South Hampshire was considered. Please accept this letter as the City Council's formal advice in respect of its statutory duty to provide advice to the Regional Assembly on the content of the Regional Spatial Strategy under the Planning and Compulsory Purchase Act. This advice is supplementary to the advice submitted by the Partnership for Urban South Hampshire in the e-mail from Councillor Sean Woodward on 23<sup>rd</sup> December 2005. I have attached the report considered by the City Council to this letter and set out the composite resolution below.

**It was resolved that, in line with the resolution of the City Council on 26<sup>th</sup> October 2004, the City Council:-**

- (1) notes the Council decision on the 26<sup>th</sup> October 2004 which supported an overall growth figure for South Hampshire to deliver an average economic growth rate of 3-3.5% gross value added between 2006 and 2026;**
- (2) notes the results of the public consultation on the proposed district distribution of housing figures;**
- (3) supports the proposed housing provision figure for Portsmouth of an average of 737 dwellings per annum subject to the concerns expressed below;**
- (4) agrees that support for the proposed housing provision figure is conditional upon:
  - a) investment in infrastructure both within and outside the city. Accordingly the City Council recommends that SEERA obtain substantive guarantees from Government for advance funding for infrastructure provision (in particular transport, sewerage, drainage and coastal defence infrastructure) before agreeing to the higher levels of growth on which advice has been sought from the City Council;****

- b) major sites, such as Port Solent (detailed proposals for which will be developed through an area action plan to be completed in 2010 and after public consultation and Member approval) and Tipner, coming forward. The advice to SEERA will include policies that will ensure that if they do not come forward, alternative provision (associated with but outside the city) will be sought under the “plan, monitor and manage” approach;
  - c) policies to ensure an appropriate balance of types of new housing in line with the Housing Needs Study, in particular to ensure that the maximum possible proportion of affordable housing is delivered to meet the needs of families in the city;
  - d) policies to protect employment sites in the city;
  - e) policies to protect greenfield sites in the city;
  - f) there being an annual review of the number and mix of permissions granted and developments completed
- (5) recommends to SEERA that the estimated 3500 homes over the plan period (equivalent to 177 dwellings per annum) anticipated to be delivered on major sites of uncertain deliverability can be provided only if there is evidence that:
- a) infrastructure provision is keeping pace with growth;
  - b) these homes are required to support economic growth in the City; and
  - c) the necessary sites within the city are available and deliverable.
- (6) notes that the proposed level of housing provision is in line with current committed levels of growth (e.g. in the City Plan and through existing planning permissions). The City Council further notes that this approach is consistent with the current allocation of 600 dwellings per annum for Portsmouth included in the Hampshire Structure Plan adopted by the City Council in February 2000;
- (7) notes that after 2011 the average rate of housing provision will reduce, reflecting reduced availability of land within the city, at which time greenfield sites outside the city will be developed.

This resolution has therefore confirmed the advice previously submitted to the Assembly under the auspices of the Partnership for Urban South Hampshire. I would reiterate the fact that the Members of Portsmouth City Council are adamant that this growth can only occur if adequate infrastructure to support the growth is provided either before or at the same time as the growth taking place and I hope that SEERA will vigorously pursue the guarantee suggested in (4) a) above with the government. I would be grateful if you could keep PUSH and the City Council informed of progress on this issue.

Yours sincerely



Councillor Gerald Vernon-Jackson  
Leader Portsmouth City Council

**Councillor Adrian Vinson**  
**LEADER OF THE COUNCIL**

Civic Centre  
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Paul Bevan  
Chief Executive  
South East England Regional Assembly  
Berkeley House  
Cross Lanes  
Guildford GU1 1UN

5 January 2006

Dear Paul

**Partnership for Urban South Hampshire: Final Advice on Sub Regional Strategy**

This letter sets out some additional comments from Southampton City Council on the final PUSH submissions, which were despatched by Councillor Woodward on Christmas Eve.

Southampton City Council endorsed the PUSH Sub Regional Strategy at their Cabinet Meeting of December 5<sup>th</sup>, 2005, subject to any necessary minor amendments to deal with points raised at the PUSH meeting of December 1st.

The City Council strongly supports the PUSH vision of conditional managed growth and the emerging spatial strategy to improve the economic performance of the sub-region, including the delivery of 80,000 new homes over the plan period. The 'cities first' approach is also strongly endorsed: in south-west Hampshire there is both the potential and the capacity to deliver a substantial proportion of the required development on previously developed land, in Southampton and Eastleigh in particular. Our vision for the continued regeneration of Southampton city centre is consistent with the PUSH approach and will make a significant contribution to the delivery of the South Hampshire spatial strategy.

Southampton is expected to provide up to 16,300 new homes, over the period to 2026. During the early years of plan implementation we are aiming to deliver around 1,000 new homes a year within the city; this is more than double our current Structure Plan target. We are committed to using our best endeavours to deliver the overall total of 16,300, but are also aware of the risks of non-delivery. Our recent experience with the Royal Pier scheme, which was expected to deliver up to 3,500 homes over the plan period, has been a setback. However, we have retained the same overall housing target to 2026 on the basis that other brownfield sites are likely to come forward during the plan period, which will compensate for the anticipated reduction in scale of this project.

Continued...

5 January 2005

Our annual monitoring of site development and urban capacity, with PUSH partners in south-west Hampshire, will enable us to review this target during the early phases of plan implementation. If it becomes clear that previously developed land is coming forward at a slower rate than we currently anticipate, proposals will be put in place with our PUSH partners to compensate for any shortfall within south west Hampshire.

The city council has some reservations about the current form of the employment and office policies, which were indicated at the PUSH meeting on December 1st. We are currently working with PUSH partners to agree appropriate amendments to these draft policies, particularly in the light of the recently completed PUSH study of South Hampshire's main town centres (undertaken by DTZ). The main issues are that:

- The employment policy provides a valuable quantitative framework for further employment land allocations, but needs some further refinement to distinguish between office employment and other business types. We consider that the current 'one size fits all' approach could be improved, since the locational requirements and planning policy frameworks differ significantly between offices and lower density business operations.
- The current draft of the office development policy does not refer to the sequential test or to the principle of locating office-based employment in locations which are accessible by all means of transport. It makes provision for further office allocations outside town and city centres and 'on the edge of' cities. We are not convinced that this is appropriate at this stage, given the current development pipeline for out-of-centre office sites and the availability of sequentially preferable sites within the city and town centres.

We are confident that these issues can be resolved promptly, since all PUSH partners are agreed on the principles involved. The DTZ work on the capacity and potential of our town and city centres has only just been completed and there has not been sufficient time to consider this evidence alongside the wider PUSH work undertaken on employment land requirements. The draft policy on town centre uses is now at an advanced stage and will be delivered as soon as possible, following PUSH approval, together with any associated advice on changes to the draft employment and office development policies and supporting material.

In closing, I would also wish to emphasise that the City Council shares fully the PUSH commitment to ensure that the supporting physical and community infrastructure is provided to address the requirements of the planned growth within South Hampshire. We look forward to working with the relevant parties to ensure that the necessary investment and funding can be secured to achieve real enhancement of the quality of life in South Hampshire.

Yours sincerely

Councillor Adrian Vinson  
Leader of the Council