

# **South Hampshire Sub-regional Strategy**

## **Background Document 2**

### **Housing**

*Partnership for Urban South Hampshire*

*December 2005*



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***Map of South Hampshire to be inserted***



## **Foreword**

In July 2005, the South East England Regional Assembly decided that the South East Plan should propose the building of 4,000 new homes per year in South Hampshire. The extent of this area is shown on the map on the opposite page. It includes the cities of Portsmouth and Southampton, the whole of the boroughs of Eastleigh, Fareham, Gosport and Havant, together with the southern parts of East Hampshire, Test Valley and Winchester district council areas, plus Totton and the Waterside area of New Forest. These authorities, together with the County Council, have formed the Partnership for Urban South Hampshire (PUSH) to work together on common issues and raise the profile of the area with regional and national government and agencies.

The Regional Assembly commissioned the county and two unitary councils to advise the Assembly on how the total of 4,000 new homes per year should be split amongst the ten districts. They decided to undertake the work through the aegis of PUSH. Representatives of the Assembly's economic, social and environmental partners have also been involved in the work. The Assembly required consultation with the public on draft proposals for at least six weeks before submitting them to the Assembly by 9 December 2005.

This report describes the technical analysis which led to the options published for public consultation during 5 September – 21 October 2005 (seven weeks). It summarises the comments received and the subsequent decisions on the appropriate housebuilding figure for those districts or parts of districts which are within South Hampshire.





## **1. Profile of the Area**

- 1.1 South Hampshire is the largest urban area in the South East region. It has a population of just under one million, some 40% of whom live within either Southampton or Portsmouth, with a further 20% in the main towns of Gosport, Eastleigh, Havant and Fareham.
- 1.2 Until the last 40 years, the urban form of the sub-region was dominated by the two cities surrounded by a cluster of smaller towns and villages. A substantial amount of greenfield development has taken place in more recent years which in places has threatened to coalesce settlements and undermine their distinctive character. At the same time the principle settlements have become less self-contained as travel patterns for work and leisure have become more complex.
- 1.3 Within the sub-region can be found the full range of international, national and local conservation designations. These also embrace the adjacent coastline, much of which is designated as either Special Protection Areas or candidate Special Areas of Conservation. On the landward side, the sub-region abuts the New Forest National Park to the west and the proposed South Downs National Park to the north-east.
- 1.4 The area has a coastline bisected by river systems, both of which are of national and international importance for conservation. The rivers fragment the coastal margins into a series of islands or peninsulas which in turn constrain communications and have contributed to the major transport corridor through the area (M27) performing more as a local distributor route than an intra-regional one. The coastal margin is also heavily urbanised and the remaining open spaces are highly valued, as is the retention of the separate identity of settlements.
- 1.5 The local economy is in the process of transformation. Traditional industries (manufacturing, defence and marine related) remain important but have seen considerable reductions in level of employment. The business sector and service industries now dominate. The area is also looking to diversify through the development of advanced manufacturing, research and knowledge based businesses.
- 1.6 South Hampshire is relatively self contained in terms of commuting but exhibits a high degree of polycentric journey patterns reflecting peoples preferences over where they live and work.
- 1.7 The South East Plan has identified one sub-regional housing market for South Hampshire covering the whole of the urban area but also extending westwards to include most of the New Forest National Park, northwards to Winchester and eastwards towards Petersfield and Chichester in West Sussex. Within this sub-regional market

Portsmouth and Southampton are recognised as having distinctive local housing markets.

- 1.8 The New Forest National Park and that part of the proposed South Downs National Park within Hampshire were specifically excluded from urban South Hampshire because their designations were likely to preclude significant new development opportunities. They have instead been included within the Central Hampshire and New Forest area, together with Winchester which straddles the boundary of two sub-regional housing markets. Housing policies for Chichester are to be found within the Sussex coastal sub-region.
- 1.9 The main housing issues facing urban South Hampshire are the need to increase the overall amount provided, ensure that there is sufficient affordable housing to meet needs and addressing the poor quality of some of the existing stock, especially within the two cities.

### **Partnership for Urban South Hampshire**

- 1.10 South Hampshire's economy is underperforming compared with the rest of the South East Region and there are significant pockets of deprivation. As a result, most of the area has been designated by the Government as a Priority Area for Economic Regeneration. For some time the six local authorities wholly within urban South Hampshire (Southampton, Portsmouth, Eastleigh, Fareham, Gosport and Havant, plus the County Council) have held discussions on how they could work better together to raise the profile of South Hampshire and attract the economic and infrastructure investment the area needs. From these discussions the Partnership for Urban South Hampshire (PUSH) emerged.
- 1.11 The identification of South Hampshire as a sub-region within the South East Plan presented PUSH with a timely opportunity to give a spatial form to its on-going work. At the same time PUSH has widened its membership to include four authorities (East Hampshire, New Forest, Test Valley and Winchester), parts of which have a close functional relationship with the core area.
- 1.12 In its submission to the Assembly in November 2004 PUSH set out its vision for the sub-region:
  - To improve South Hampshire's economic performance in comparison with the South East region as a whole; address current pockets of deprivation and the infrastructure deficit, and to generally raise the profile of the area.
  - To aim to increase economic growth from the recent level of about 2.5% – 2.75% to around 3.5% per year by 2026.

- To develop an economy-led strategy requiring a range of employment sites, enhanced skills and training, together with improved transport and telecommunications.
- To provide sufficient new homes to ensure that housing availability and affordability do not constrain economic growth.

1.13 The development strategy for the sub-region is:

- A focus on regeneration and renaissance of Southampton and Portsmouth and other older urban areas, embracing mixed use development and very high densities in appropriate locations.
- Development must be carefully planned and be sustainable so that quality of life is enhanced.
- The strategy is conditional on appropriate and timely investment in transport and other infrastructure. PUSH is seeking an agreement with Government on increased funding for infrastructure in South Hampshire.

1.14 Housing provision has been identified as a key issue by PUSH to address in the spatial strategy for the area. This is in part to ensure that the amount, type and location of housing supports the economic strategy the Partnership has developed, but also to ensure that long term local needs are also met. This is particularly important in the provision of affordable homes for first time buyers, those on lower incomes and key workers. A mix of housing types and tenures will be needed and PUSH is determined that development must be carefully planned and be sustainable, so that quality of life is enhanced.

1.15 Approximately 74,000 new homes are required between 2006 and 2026 in order to help deliver the economic strategy. PUSH also intends to meet a current backlog in affordable housing provision of approximately 5,000 dwellings. Taken together, these components of housing requirements come close to the total of 80,000 houses the Assembly has asked PUSH to plan for over the next 20 years. PUSH has also undertaken population projections that show that some 57 per cent of the 80,000 new homes would be required to meet local needs over the same period.

1.16 Taken in the round, PUSH is satisfied that the overall figure set out in the South East Plan for the sub-region is one that will support further economic growth in the area, as well enabling existing problems within the local housing market to be addressed.

## **2. The Consultation Options**

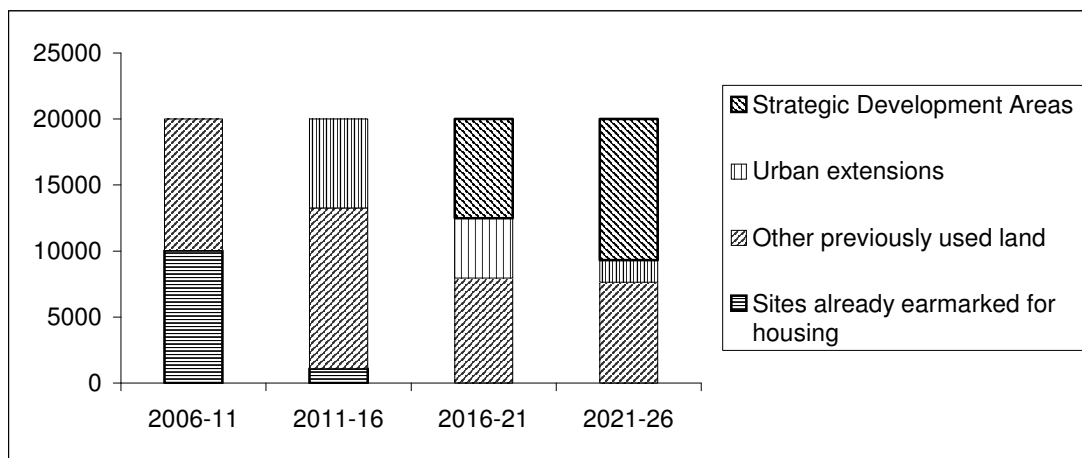
- 2.1 The Assembly issued a brief for the work in January 2005, which set out the broad process to be followed and the information which should be taken into account. A supplementary brief was issued in April 2005 which revised the process and timetable for the work, including a requirement to consult the public before submitting recommendations to the Assembly. More detailed guidance on the technical work to be undertaken was issued by the Assembly in May 2005, and again in August 2005, guidance was issued on the format of the documents to be submitted to the Assembly.
- 2.2 The technical work to meet the brief has built on and developed work completed by PUSH in November 2004 and largely included in the Consultative Draft South East Plan (January 2005).
- 2.3 Throughout, the work has been led by PUSH Leaders working closely with Chief Executives. PUSH has established a number of working groups of both Members and officers to oversee the technical work, punctuated by workshops to which representatives of the Assembly's social, environmental and economic partners were invited. PUSH Leaders have met at regular intervals to receive reports on the technical work and to steer the process.
- 2.4 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. The technical work has also drawn upon on recent work undertaken by Colin Buchanan and Partners which recommended optimum locations for new development in Hampshire outside of the two cities which would promote the 'self containment' of settlements and minimise the need to travel to reach facilities. The research concluded that Gosport, Eastleigh, Havant and Fareham should be the first location for new development (see Annex D).
- 2.5 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.
- 2.6 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.

- 2.7 PUSH envisages that around 56 - 62 per cent of the overall housebuilding target for South Hampshire would be built on such sites; depending upon the emphasis placed on urban development. This is around the Government's target of 60 per cent but below what is currently being achieved (based on a lower overall target).
- 2.8 It is sometimes argued that more such housing could be accommodated within existing areas if planning authorities took a more positive and interventionist role in bringing forward sites for housing development. This could include the re-development of existing poor quality low density housing and building homes above supermarkets, car parks and other land uses.
- 2.9 Others take the opposite view and are concerned that this will lead to 'town cramming' – large blocks of flats being inappropriately built in areas of detached and semi-detached houses for example. Too much intensification within urban areas can also put pressure on infrastructure, including local roads, drainage, open space, schools and health services. There is a concern too that new homes ought not to be built in built-up areas which are at risk of flooding, especially where the risk of coastal flooding will increase due to sea level rise over the coming decades.
- 2.10 PUSH has estimated that around 38,000 new homes could be built on previously used sites, in addition to the 11,000 new homes on land that are already earmarked for housing (excluding Structure Plan reserve sites). Annex A provides a more detailed district breakdown. 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.
- 2.11 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.
- 2.12 This issue formed the basis of the first key question asked in the consultation documents. The analysis of responses is set out in Chapter 3.
- 2.13 Notwithstanding the final estimate for new housing in urban areas, it is clear that further greenfield housing development will be required in South Hampshire to deliver the sub-regional housing target.
- 2.14 The Consultation Draft South East Plan (January 2005) put forward four broad spatial options for development. In the intervening months PUSH has developed a hybrid option that draws on elements of each. Its preference for greenfield development is to concentrate it into very large developments in a few locations – 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.

- 2.15 However, the planning of these SDAs will take many years and it is unlikely that they will provide any new homes before 2016. PUSH has identified that urban sites alone will not deliver the number of homes required between 2011 and 2016 and has identified that some new urban extensions will therefore be required in this period.
- 2.16 The contribution of the various elements of housing supply is set out below and formed the basis of the hybrid option.

**Figure 1 Indicative housing supply 2006 -2026**



- 2.17 The Consultation Draft South East Plan stated that up to four SDAs might be identified in South Hampshire. Since then PUSH has concluded that, having regard to the time taken to bring them forward, coupled with a desire to maximise their size, only two SDAs are required, linked by good public transport to either Portsmouth or Southampton.
- 2.18 These factors combined narrowed the area of search to undeveloped land north of the M27 but within close proximity to one of the two cities, 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 within 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

- 2.19 Having regard to the merits of each location, 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.
- 2.20 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. The analysis of responses is set out in Chapter 3.
- 2.21 After accounting for homes with planning permission, local plan allocations, estimates of urban potential and the two SDAs there remained a shortfall of about 12,500 dwellings to be identified as urban extensions for the period 2011 – 2016. Urban extensions would also help ensure that affordable housing is provided across the sub-region to meet local needs. It should be noted that the numbers required through urban extensions are derived from any shortfall after account has been taken of the other sources of supply. Any increase in those estimates is likely to lead to a reduction in the number of dwellings that need to be built on greenfield land.
- 2.22 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.
- 2.23 There are many possible combinations of urban extensions that could meet the PUSH requirement. Three options were put forward for consultation, as follows.

<b>District</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</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
<b>Total</b>	<b>12,500</b>	<b>12,500</b>	<b>12,500</b>

- 2.24 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.

- 2.25 PUSH was keen to obtain the views of stakeholders, statutory agencies and the general public on the three options.
- 2.26 This issue formed the basis of the fourth question asked during the consultation. The analysis of responses is set out in Chapter 3.
- 2.27 The preferred option put forward by PUSH would comprise existing commitments, estimates of urban capacity and contributions from Strategic Development Areas and urban extensions, taking into account the responses from the consultation exercise and further technical work.



### **3. Overview of consultation responses**

- 3.1 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**

- 3.2 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?”*
- 3.3 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%).

#### **District Council Preferences**

- 3.4 Eastleigh Borough Council does not support the urban capacity figure proposed, it feels that a figure nearer 50,000 is more appropriate. The response from Gosport Borough Council offered no comment to the urban capacity figure, but the Council stated that it does not support proposals to build family homes above supermarkets or car parks. It is the Council’s opinion that this does not improve quality of life. Havant Borough Council and New Forest District Council support an increase in the urban capacity figures to reduce the need for greenfield urban extensions. Test Valley Borough Council support the urban capacity figure. Finally, Winchester City Council believe that, as development in urban areas is more sustainable than on greenfields, the target for urban capacity should be raised to at least 55,000 dwellings.

#### **Key Stakeholder Preferences**

- 3.5 Key stakeholders and agencies felt the main concern was the calculations behind the urban capacity. English Nature stress the need to incorporate the provision of green infrastructure, through retention of existing green space and the provision of new green space, into any

urban capacity calculations. This also applies to land at risk from coastal flooding.

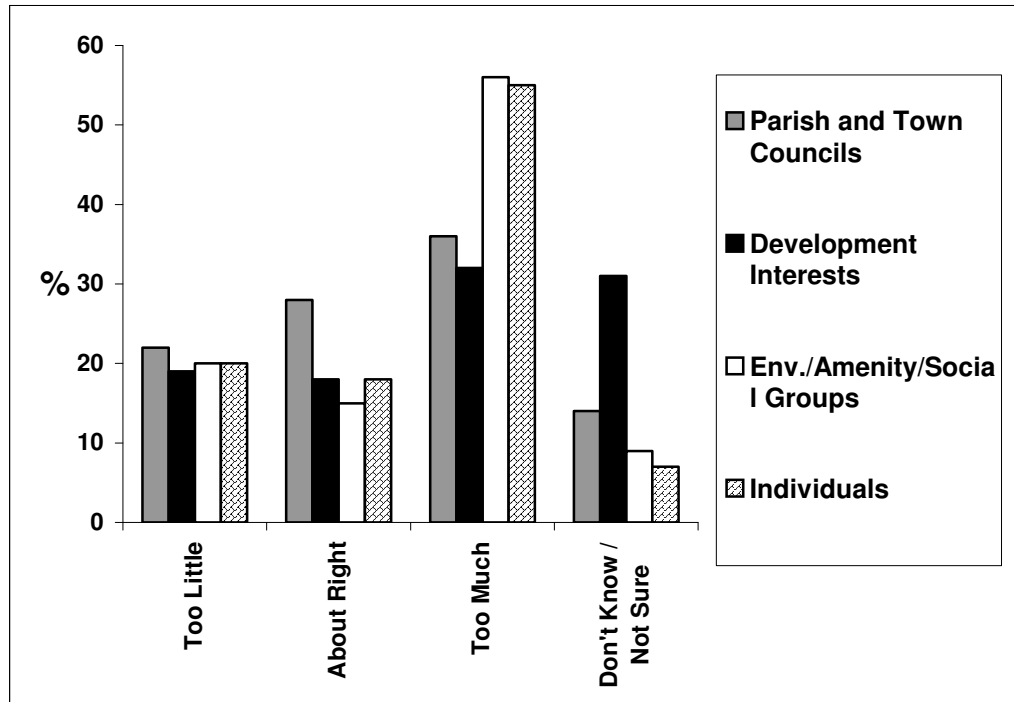
- 3.6 The Home Builders Federation (HBF) is particularly concerned about the 38,000 figure for urban capacity. It has suggested that this figure is slightly on the high side. The Federation does support the use of previously developed land but with the objective of achieving mixed and balanced communities. However, it feels that building solely high density blocks of 2-bed flats in town/city centres is not the ideal way forward to achieve this. The HBF questions how long the demand for such properties will last, particularly if the market becomes saturated with an over supply of a single product and with supply far exceeding demand (a view echoed by the Portsmouth Local Strategic Partnership).
- 3.7 English Partnerships is supportive of the sequential approach, but is especially keen to see the use of public sector land to help reduce the need to build on greenfield sites. It is concerned that all brownfield sites are developed where possible before any greenfield sites are progressed.
- 3.8 The Hampshire and Isle of Wight Wildlife Trust is supportive of the approach stating that it is consistent with the PUSH vision. However, it questions whether it will coincide with enhancing quality of life and believes that achieving it will require compulsory purchase to be a more frequent method of achieving higher densities. The Trust also questions whether it is appropriate for all urban areas to have their densities increased. For example, should areas like Totton and the Waterside have densities and subsequently populations increased when they are in close vicinity to the New Forest National Park, national and international environmental designations, and should additional housing be proposed on Portsea Island when sea-level rise resulting from climate change is such a pressing issue?

### **Overall Stakeholder Preferences**

- 3.9 Responses on the South Hampshire Options were received from 691 stakeholders comprising; 51 Parish and Town councils, 78 development interests, 83 environmental/amenity/ social groups, and 479 individuals.
- 3.10 The overall results showed that just over half of the respondents (51%) felt that the urban capacity figure was too high, with 20% feeling it is too low and 18% stating that they thought it was about right.
- 3.11 Within the different groups of stakeholders, 36% of Parish and Town Councils stated that the figure was too low, with 28% believing it to be about right. 22% of those responding felt the figure is too little. 32% of development interests also believed the figure was too high, along with 56% of Environment/Amenity/Social groups and 55% of individuals.

Other than Parish and Town Councils, the figure being too little came out as second preference with 19%, 20% and 20% respectively, although being about right was very close behind with 18%, 15% and 18% respectively. Figure 2 depicts the preferences for this Option.

**Figure 2: Stakeholder Preferences on Urban Capacity**

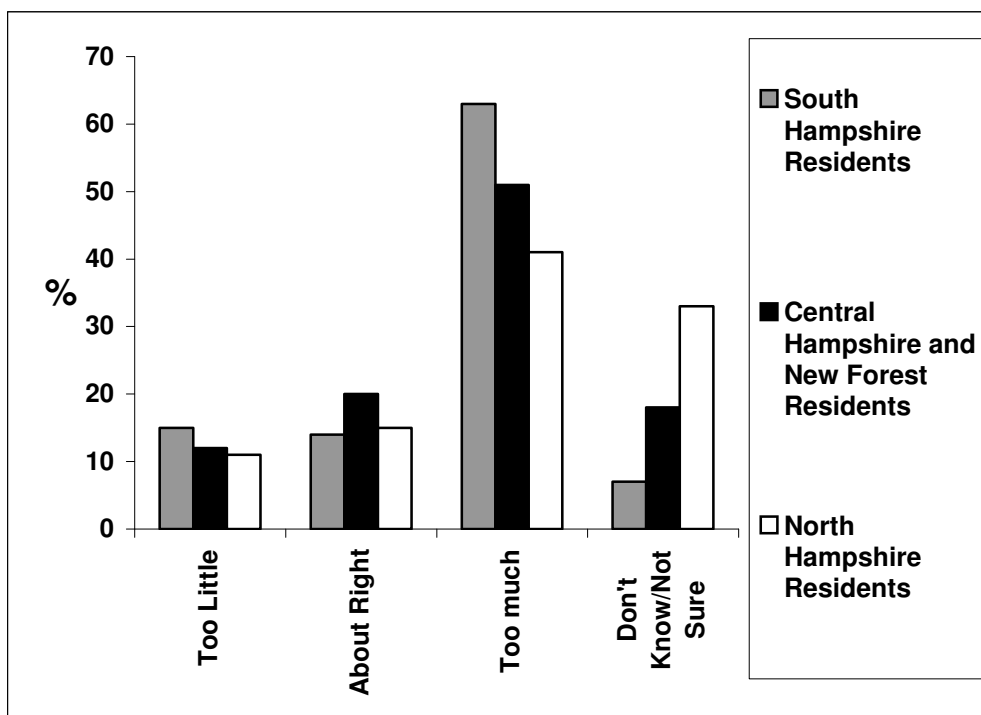


3.12 The figures above relate to stakeholders across the whole county. Of South Hampshire's Parish and Town Councils, 32% think the figure for urban capacity is too high.

**Residents Preferences**

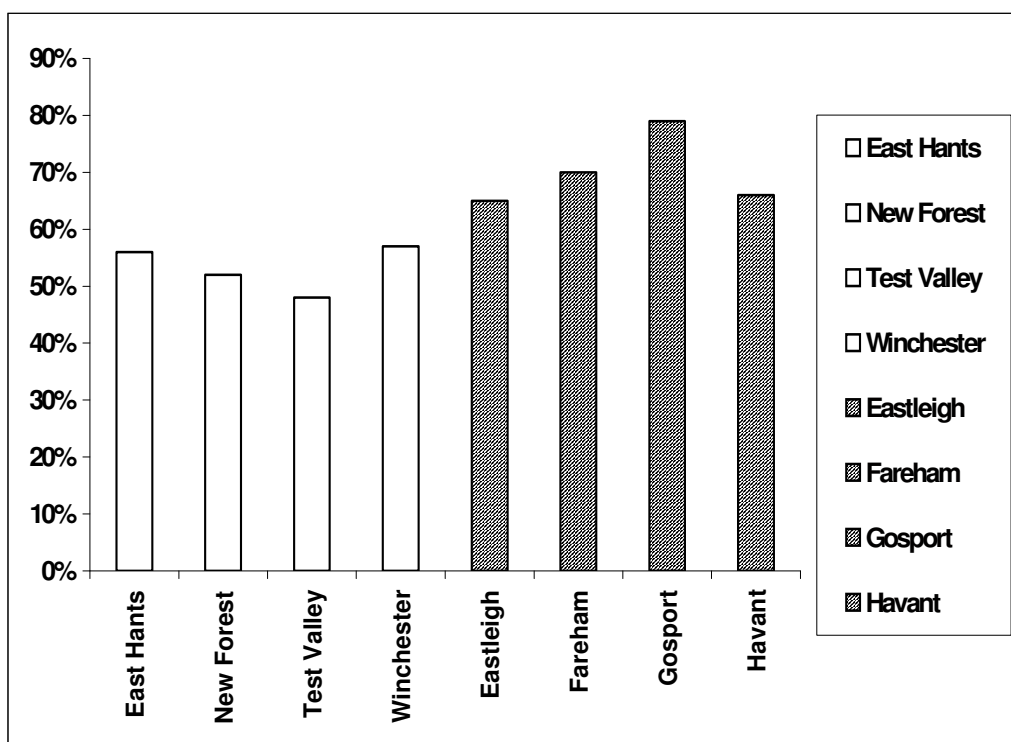
3.13 56% of all respondents feel that the figure for urban capacity is too high, but this rises to 64% when considering just the views from South Hampshire residents. Figure 3 shows the split between preferences for urban capacity.

**Figure 3: Residents Preferences on Urban Capacity**



- 3.14 The South Hampshire wide figure masks variations between residents of individual Districts. 65% to 79% of residents in the four districts wholly within urban South Hampshire (Eastleigh, Fareham, Gosport and Havant) thought that the figure of 38,000 new homes was “too much”. This is more than the range of 48% to 57% of residents who gave the same response but live in the four districts partly within urban South Hampshire (East Hampshire, New Forest, Test Valley and Winchester).
- 3.15 The conclusion is that people living within the more urbanised districts (Gosport, Fareham, Havant and Eastleigh) are more concerned with this issue than those from the less urbanised authorities (those parts of East Hampshire, Test Valley, Winchester and New Forest within urban South Hampshire). Figure 4 highlights the differences. There is no data for Southampton or Portsmouth as they were not covered by the Hampshire Now survey.

**Figure 4: Percentage of residents who feel the 38,000 figure for urban capacity is ‘too much’**



### Stakeholders other comments

- 3.16 There were a number of general comments on urban capacity. Parish and Town councils preferred Options which resulted in minimal greenfield development or the approach which saw brownfield development first, a preference also supported by developers and environmental/social groups. There was also support for Options locating development in urban areas, in particular focused on regenerating Southampton and Portsmouth.
- 3.17 Concerns were raised in the responses about continuing to build at high densities and the impact this would have on communities, the character and identity of areas and the amount of employment land and open space available. Parish and Town councils took the opportunity to express their concerns about infrastructure issues; identifying the current deficiencies of transport and other infrastructure, voicing their scepticism about the provision of future infrastructure and stating that development must be preceded by infrastructure, a view also supported by a large number of individuals and all types of organisation.
- 3.18 Developers stated that there was insufficient greenfield provision or that there was a need to bring this forward earlier than proposed. This was largely a reflection of their scepticism about delivering 38,000

houses on previously developed land in this timeframe. Over twenty developers also stated that they were sceptical about the ability to deliver the housing numbers in general over this period.

### **Fareham 'Strategic Development Area'.**

- 3.19 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?"*
- 3.20 In summary, there is a general feeling of support for this proposal (and the similar one to the north / north east of Hedge End – see page 26) from the District Councils. 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.

### **District Council Preferences**

- 3.21 Fareham Borough Council commented on the Fareham SDA, stating that it supported the proposal, subject to two caveats: provision of infrastructure and adoption of a 'Plan, Monitor and Manage' approach to delivery of the South Hampshire Strategy. Gosport Borough Council objects to the suggestion that if the SDA is not built at Fareham, then it would be necessary to identify greenfield sites in Gosport. Also wishing to offer no comment on whether it supports the proposal of the SDA in this location, the Council feels that, as few greenfield sites exist within Gosport, this is not a viable alternative. Havant Borough Council and Test Valley Borough Council support the Fareham SDA, whilst New Forest District Council supports the proposals subject to the provision of necessary infrastructure. Finally, Winchester City Council has major reservations to the SDA. The Council fears that there will be significant loss of countryside, landscape intrusion and significant traffic impacts. It is felt that without a Strategic Environmental Assessment, the Council is unable to agree that these Options are better than alternative urban extensions. With regards to the proposals for Fareham SDA, the Council proposes a smaller SDA, augmented by extensions elsewhere in Fareham Borough.

### **Key Stakeholder Preferences**

- 3.22 The Environment Agency considers that the creation of Strategic Development Areas of the scale proposed has the potential to be more sustainable than a number of smaller extensions to smaller urban

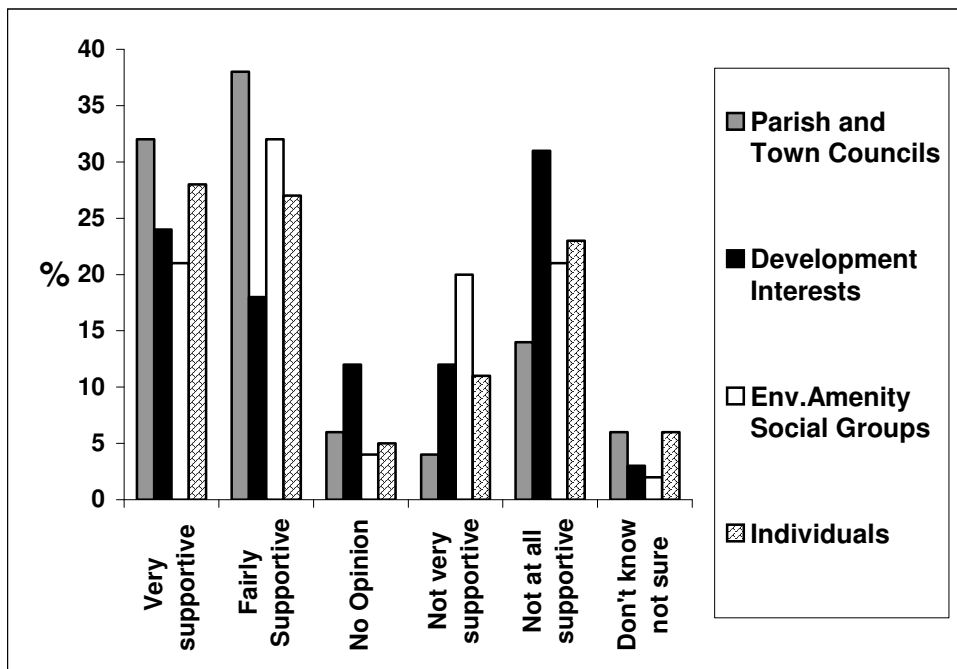
areas, whilst Southern Water support the concept as it minimises the cost of providing the necessary infrastructure

- 3.23 There are concerns from the Environment Agency and the Highways Agency that both SDAs will result in increased pressure on the M27. Encouraging people to use public transport is as much about changing attitudes and lifestyles as providing physical infrastructure, they argue.
- 3.24 English Nature is concerned that development at the North of Fareham location is 'leapfrogging' the M27, and potentially having a detrimental affect upon the character and functioning of the countryside north of the motorway. As a result they urge the County Council and PUSH to seek specialist advice from landscape colleagues, both in-house and at the Countryside Agency when assessing these implications. Portsmouth Water believe that development at this site would also require additional mains supply, but owing to the sites close proximity to existing infrastructure, this should not be a problem.
- 3.25 In terms of sewage treatment and water quality, Southern Water have initially identified no constraints to development, but precise assessment is only possible once the location, scope and timing of development is known.
- 3.26 The Home Builders Federation is broadly in favour of SDAs but stress the need to produce detailed implementation policies for these areas if they are to come on stream in the timeframe required.
- 3.27 The Portsmouth Local Strategic partnership is very supportive of both the SDAs.
- 3.28 The Campaign to Protect Rural England Hampshire Branch state that if a target was set of accommodating 75% of development on previously developed land, then there would be no need for the Fareham SDA, although it sees the SDA concept as a better alternative to urban extensions/sprawl. They feel that an SDA in this location would set precedents for major development north of the M27 Motorway in an area of open countryside leading to the proposed South Downs National Park. In addition the CPRE sees it as vital to set out clear policies for the remaining countryside in the sub-region.
- 3.29 In the opinion of the Hampshire and Isle of Wight Wildlife Trust, it is difficult to reconcile the SDA approach with the PUSH vision for regenerating the two cities, as they appear remote from the two cities with poor linking infrastructure. The Trust also has major concerns as to whether the planning system has the ability to deliver such sustainable communities as set out in the consultation document. Until a credible mechanism can be demonstrated for delivering such growth areas, the Trust objects to this approach.

### Overall Stakeholder Preferences

- 3.30 55% of all stakeholders were supportive (very and fairly combined) of the Fareham SDA, with 35% opposed (not very and not at all supportive).
- 3.31 Parish and Town Councils showed the most support with 60% of responses in support (very or fairly) of the proposal, as against 18% who were not supportive. Those with development interests were split with 42% in favour and 43% in opposition, but both the Environmental/Amenity/Social Groups and the Individuals supported the proposals with 53% and 55% respectively. Figure 5 shows the split in preferences between the groups.

**Figure 5: Stakeholder Preferences on Fareham SDA**



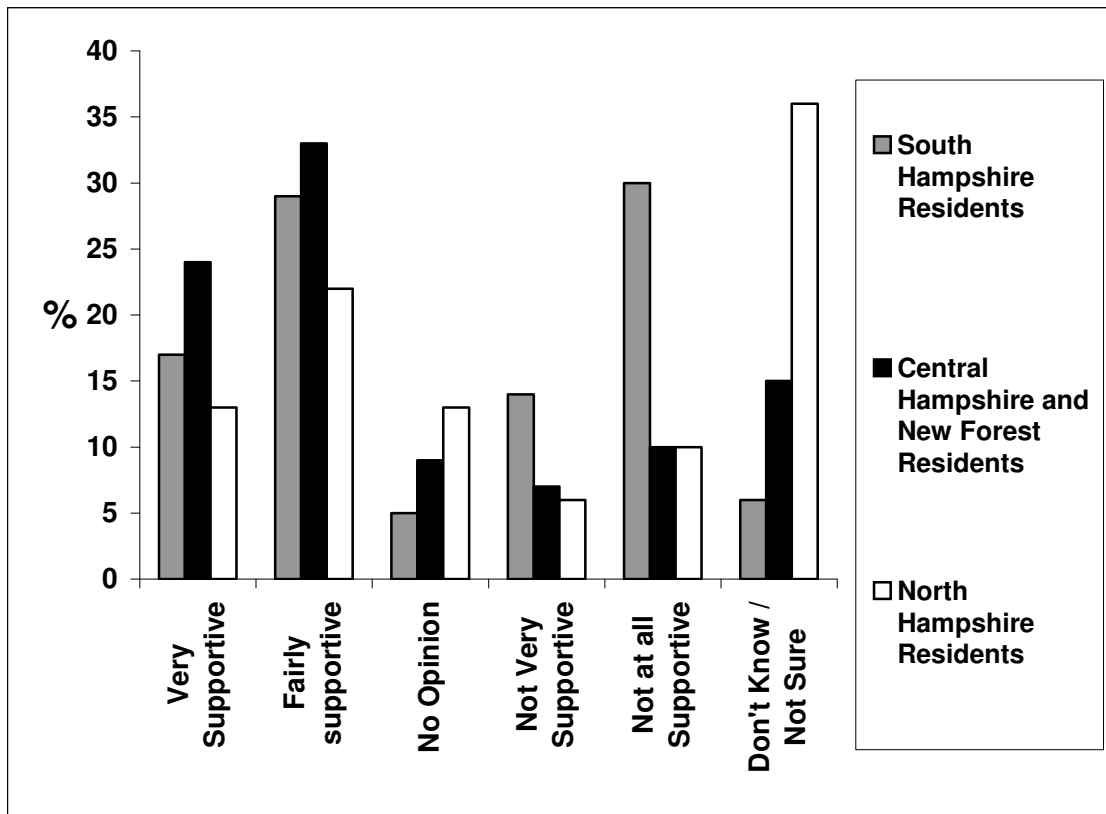
- 3.32 Of South Hampshire Parish and Town Councils, 68% are in favour (Very supportive and fairly supportive) of the Fareham SDA.

### Residents Preferences

- 3.33 46% of all residents countywide are in support of the Fareham SDA, a figure which remains similar (45%) for South Hampshire residents. However, opposition to the SDA which was 32% for all respondents, rises to 44% among South Hampshire residents, see Figure 6.



**Figure 6: Residents Preferences on Fareham SDA**



3.34 As a general rule, the closer residents live to the proposed SDA, the less supportive they are of the proposal. Some 87% of residents in the Knowle/Wickham area were either not very supportive or not supportive at all. In and around Whiteley, the figure is 78% while in Fareham and Porchester, 72% of residents do not support the proposal. In contrast,, the majority of residents elsewhere in South Hampshire, support the proposal (Figure 7 below).

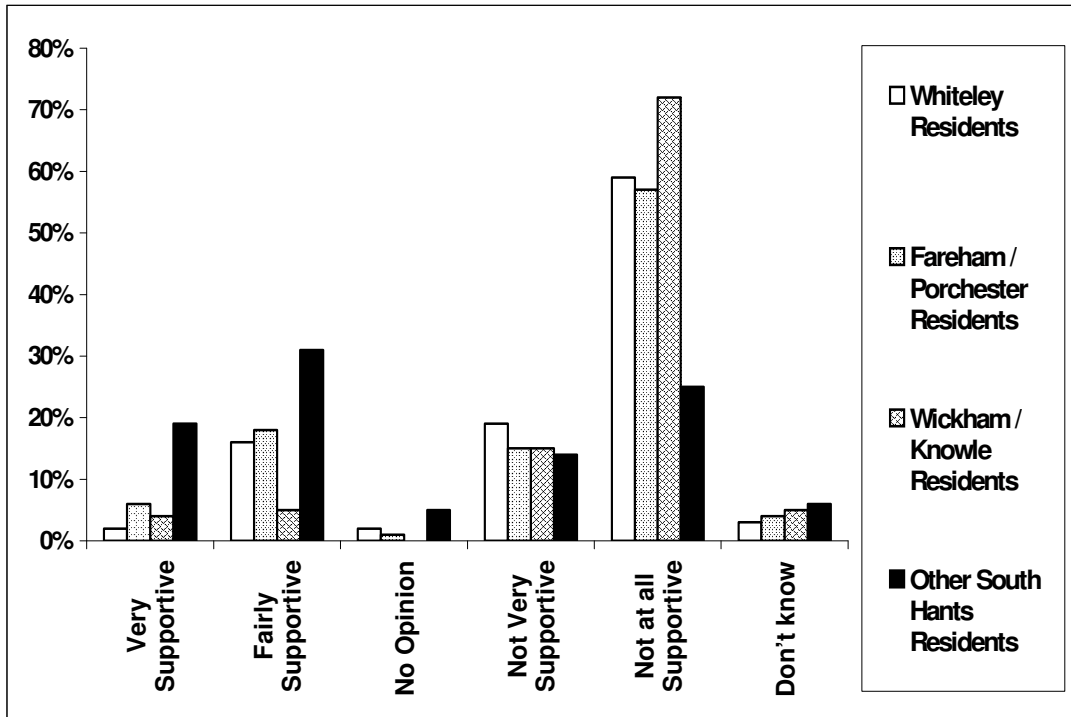
**Stakeholder other comments**

3.35 The advantages of locating new development in SDAs, or in larger developments, were identified by a large number of developers and individuals and similar numbers of parish and town councils and environmental and social groups. Although an opposing view was presented for specific sites, only one organisation was against SDAs in general. However, comments were received on the size of the proposed SDAs, with a parish and town council and three developers arguing for smaller development areas.

3.36 Of those respondents who made additional comments on the consultation, more organisations were opposed to the proposed Fareham SDA than supported it, largely as a result of the number of developers against the proposal. In addition, more detailed concerns were raised by developers and environmental and social groups about

the need to protect Knowle and surrounding villages from being engulfed by the Fareham SDA.

**Figure 7: Views of residents who live near the proposed SDA north of Fareham**



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

3.37 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?*”

3.38 In summary, there was a split in support of the SDA between the District Councils. 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.

### District Council Preferences

3.39 Eastleigh Borough Council does not support the proposal for the SDA at Hedge End on the basis that any decision cannot be made until further studies into the economic, environmental and social effects of

the proposals have been undertaken, proving that growth can be sustainably located in this location. Havant and Test Valley Borough Councils support the Hedge End SDA proposals, so does New Forest District Council, subject to the provision of necessary infrastructure. Winchester City Council has major reservations, fearing that there will be significant loss of countryside, landscape intrusion and significant traffic impacts. Without a Strategic Environmental Assessment, the Council is unable to agree that these Options are better than alternative urban extensions. The Council is concerned that the Hedge End SDA is too close to proposed development at Whiteley and Fareham, and skews development too much to the east of the sub-region. It suggests that either the proposed SDA should be reduced in size or moved to the west of Hedge End where it would better serve Southampton. If it remains as proposed, it should adjoin Hedge End to allow full use of the existing railway station.

### **Key Stakeholder Preferences**

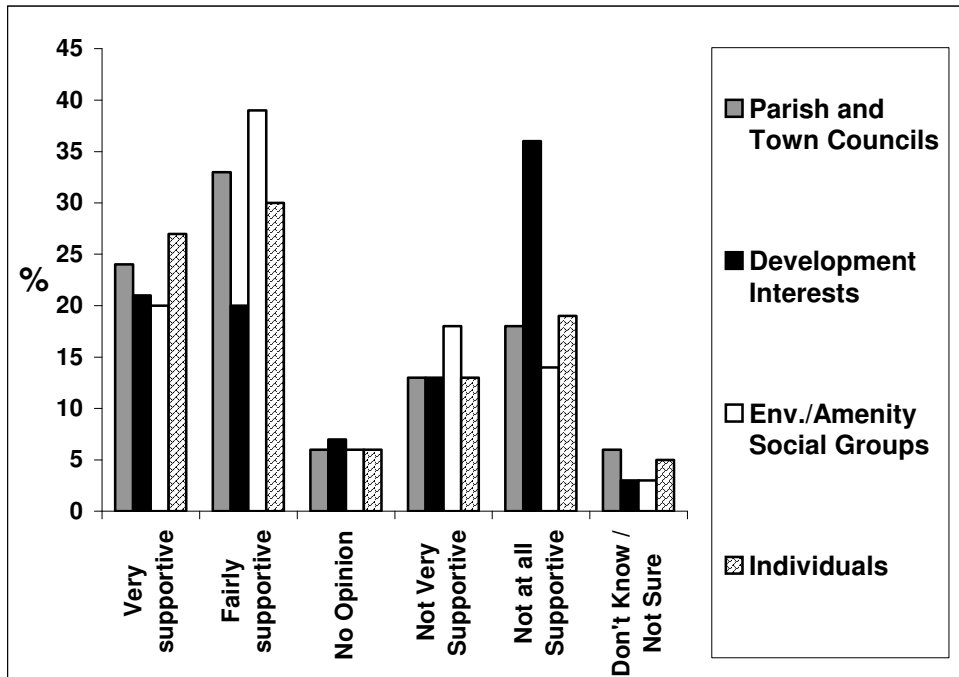
- 3.40 The Environment Agency considers that the creation of Strategic Development Areas of the scale proposed has the potential to be more sustainable than a number of smaller extensions to smaller urban areas, whilst Southern Water support the concept as it minimises the cost of providing the necessary infrastructure.
- 3.41 There are concerns from the Environment Agency and the Highways Agency that both SDAs will result in increased pressure on the M27. Encouraging people to use public transport is as much about changing attitudes and lifestyles as providing physical infrastructure, they argue.
- 3.42 The Hedge End SDA is outside the area of supply of Portsmouth Water, but is crossed by one of its mains pipes, so the company states that it would be possible to supply the site using the mains, although the economics of supplying the site would depend on the outcome of the review of abstraction licences on the River Itchen, but at this point they believe that this can be done.
- 3.43 In terms of sewage treatment and water quality, Southern Water have initially identified no constraints to development, but precise assessment is only possible once the location, scope and timing of development is known.

### **Overall Stakeholder Preferences**

- 3.44 The overall picture for the Hedge End SDA was 56% of Stakeholders are very or fairly supportive and 34% are (not very and not at all supportive).
- 3.45 All groups except those with development interests showed more support for the Hedge End SDA proposal than opposition. Figure 8 shows how support for the proposal from Parish and Town Councils

(57%), Environmental/Social/Amenity Groups (59%) and Individuals (57%) is greater than opposition to the proposal.

**Figure 8: Stakeholder Preferences on Hedge End SDA**



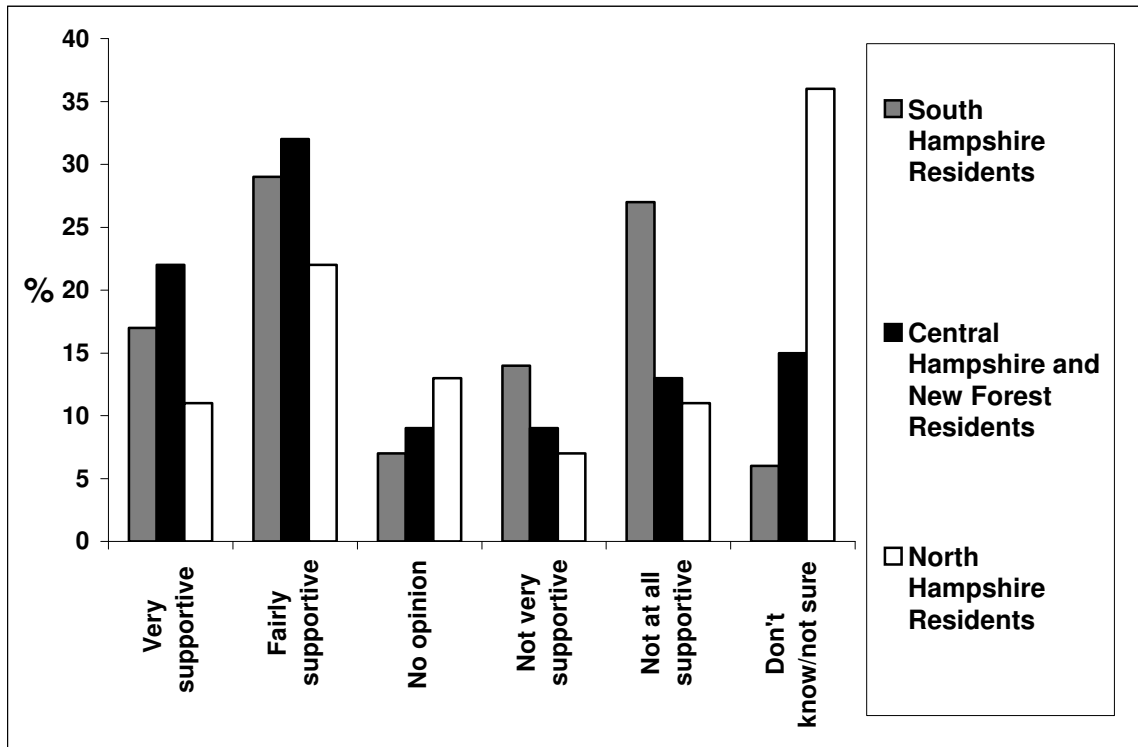
3.46 In terms of South Hampshire’s Parish and Town Councils, 55% are in favour of the Hedge End SDA. The MP for Eastleigh (Chris Huhne) submitted the results of a survey undertaken of residents of Hedge End, which showed that 99% thought that too many homes were being planned in South Hampshire. Although 23% of those surveyed thought that new towns in South Hampshire were a good idea, the majority did not think that Hedge End was an appropriate location for one.

**Residents Preferences**

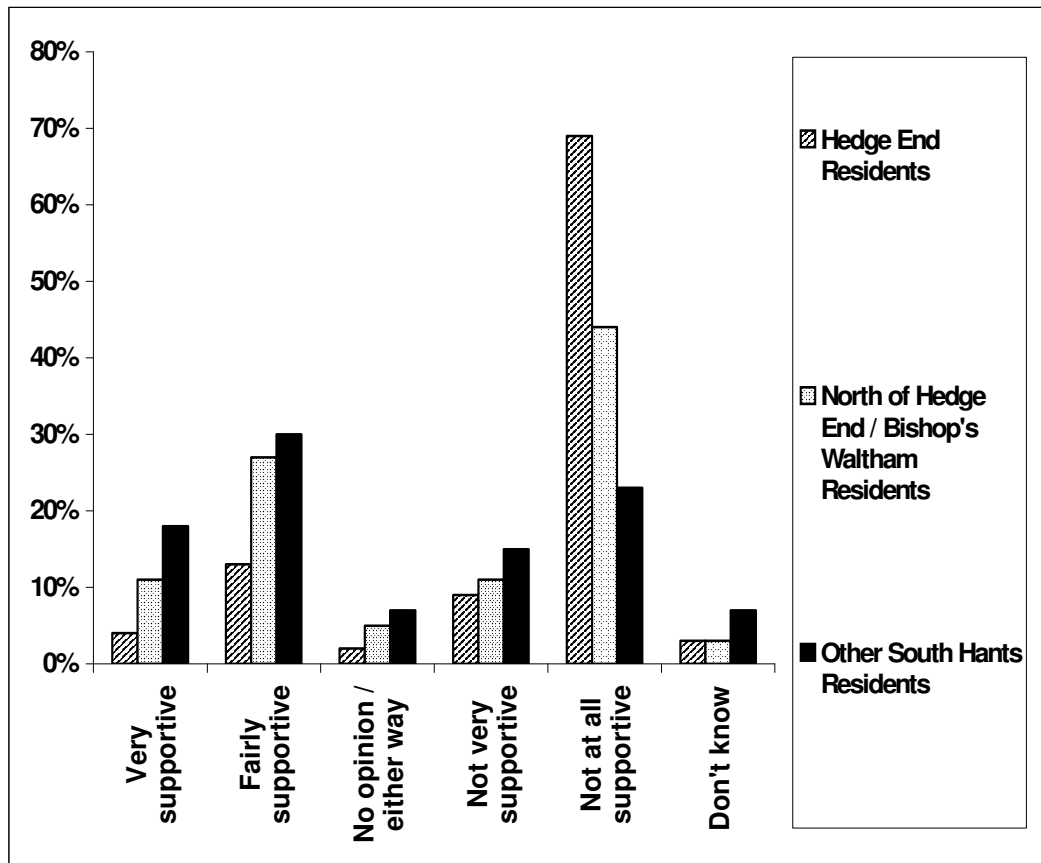
3.47 46% of all residents and 46% of South Hampshire residents are in favour of the Hedge End SDA proposal, with 31% of all residents opposed but 40% of South Hampshire residents against the proposal. Figure 9 shows the results.

3.48 People living closest to the proposed SDA were least in favour of the proposal. Some 78% of residents of Hedge End and 53% of people who live to the north of Hedge End, were either not very supportive or not supportive at all. In contrast, residents who live elsewhere in South Hampshire are far more supportive of the proposal. See figure 10 below.

**Figure 9: Residents Preferences on Hedge End SDA**



**Figure 10: Views of residents who live near the proposed SDA to the north/north east of Hedge End**



## **Stakeholders other comments**

- 3.49 Alternatives sites for SDAs were identified in South Fareham, with a number of individuals and organisations stating that houses should be located south of the M27, and in Cowplain. The Option of an urban extension to Hedge End and Fair Oak instead of a SDA was also put forward.

## **Urban Extensions**

- 3.50 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?”*

- 3.51 *Option A: 5,000 in Winchester District (mainly as extensions to the west of Waterlooville and to the north of Whiteley); 4,000 in southern Test Valley Borough (in the form of extensions to all the main settlements); 1,500 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 1,000 in the Waterside and Totton parts of the New Forest; 1,000 in the southern parishes of East Hampshire.*

*Option B: 7,000 in Winchester District (mainly as a larger extension to the west of Waterlooville and an extension to the north of Whiteley); 3,250 in Test Valley Borough (probably as extensions to some of the main settlements); 1,250 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 500 in the Waterside and Totton parts of the New Forest; 500 in the southern parishes of East Hampshire.*

*Option C: 8,200 in Winchester District (mainly as extensions to the west of Waterlooville and to the north of Whiteley); 2,500 in southern Test Valley Borough (probably as extensions to a few of the main settlements); 1,000 in Havant Borough on the edge of Leigh Park and with other locations making a modest contribution; 800 in the southern parishes of East Hampshire. None in New Forest.*

- 3.52 The District Councils were split between the different Options for urban extensions. 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.

## **District Council Preferences**

- 3.53 East Hampshire District Council supported Option B.

- 3.54 Eastleigh Borough Council did not comment on the particular Options for urban extensions, but states that where greenfield development is necessary, this should be focused on Southampton and Portsmouth alongside improvements to the transport corridors and other important infrastructure.
- 3.55 Gosport Borough Council, urges that housing and employment figures should not be confirmed until further feasibility and environmental appraisals have been completed.
- 3.56 Havant Borough Council favour Option 1, strongly objecting to Options 2 and 3, especially regarding West of Waterlooville MDA.
- 3.57 New Forest District Council prefers Option 3, objecting to Options 1 and 2 as they are likely to have unacceptable impacts on the National Park and surrounding area. With particular regards to the National Park, New Forest District Council also state that there must be a full sustainability appraisal/strategic environmental assessment of the Options before any decision is taken.
- 3.58 Test Valley Borough Council also favour Option 3, whilst drawing attention to the constraints to development in the southern area of the Borough.
- 3.59 Finally, Winchester City Council prefers Option 1, but only if matched by infrastructure, particularly: Whiteley Way/Botley Bypass and the Waterlooville Southern Access Road, schools, health facilities etc. and protection of important nature conservation interests.

### **Key Stakeholder Preferences**

- 3.60 Both the Environment Agency and English Nature are concerned that the effects of proposed development on the Emer Bog Special Area of Conservation which lies between North Baddesley, Romsey and Valley Park, have not been fully appreciated. Any urban extension in this area needs to avoid adverse impacts on this SAC, they argue.
- 3.61 English Nature is also concerned that the areas North of Whiteley and extension to the West of Waterlooville Major Development Area are areas characterised by attractive and ecologically rich landscapes and they strongly advise that the sustainability of such extensions be tested.
- 3.62 Portsmouth Water is concerned over the proposals for urban extensions at Havant (Leigh Park). The proposed reservoir site at Havant Thicket needs to be respected, as well as the Country Park and the new pipeline infrastructure between the reservoir and Havant and Bedhampton springs. However, English Nature accept that an urban extension in this location, dependent on infrastructure, could offer

potential for regeneration of the area and improve people's quality of life.

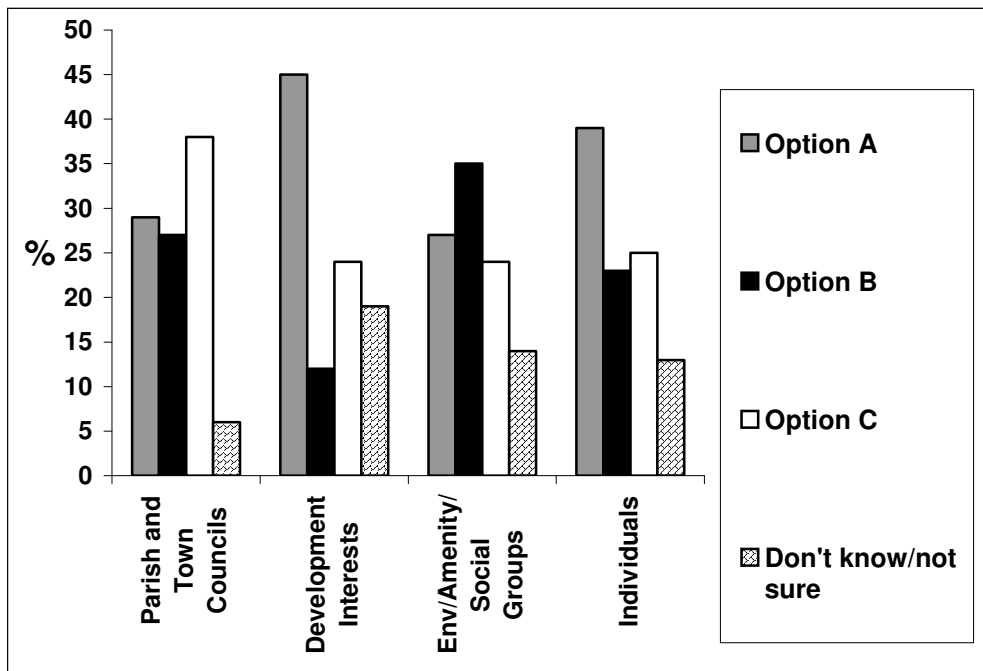
- 3.63 English Nature welcome the recognition that only a modest amount of new greenfield development is appropriate in East Hampshire and New Forest, but is concerned that any development in New Forest will inevitably result in indirect impacts on the National Park. Consequently, English Nature is seriously concerned about Options A and B, that promote greenfield development in the vicinity of the New Forest. They also query whether urban extensions in East Hampshire will contribute to PUSH's vision for regenerating the older areas in the sub-region.
- 3.64 The Southampton and Fareham Chamber of Commerce's view is that the proposed urban extensions will not provide enough housing and not soon enough.
- 3.65 Portsmouth Local Strategic Partnership favour the Option for a large extension west of Waterlooville, which will help provide the housing to support Portsmouth.
- 3.66 The Mid-Hampshire branch of the Campaign to Protect Rural England believe that the 12,500 houses proposed for urban extensions will not be needed, as a number of large brownfield sites will come forward.
- 3.67 The Hampshire and Isle of Wight Wildlife Trust see the Urban Extension approach as to contrary to the PUSH vision. It welcomes the recognition of the need to avoid significant impacts on the New Forest National Park but stresses that any proposals for the Emer Bog area east of Romsey must be tested through the Appropriate Assessment procedure. The Trust also feels that Winchester, North of Whiteley and West of Waterlooville do not readily lend themselves to sustainable development due to their rich and sensitive landscapes and poor transport infrastructure. The Trust believes that there are opportunities for urban extensions at Leigh Park, if part of a comprehensive scheme of investment to regenerate the area, but that otherwise it is difficult to envisage how urban extensions in the vicinity of the National Parks can be achieved without adverse direct, indirect or cumulative impacts.

### **Overall Stakeholder Preferences**

- 3.68 38% of Stakeholders preferred Option A, with Option C (26%) then Option 1 (22%), Option C was the preferred choice for Parish and Town Councils (38%), Option A for those with Development Interests (45%), Option B for Environmental/Amenity/Social Groups (35%) and Option A for Individuals (39%). Figure 11 shows these preferences.



**Figure 11: Stakeholder Preferences on Urban Extensions**



3.69 41% of South Hampshire’s Parish and Town Councils are in favour of Option A.

**Residents Preferences**

3.70 27% of all residents favoured Option C although more (37%) did not know or were unsure. Amongst South Hampshire residents, there was a more even split with 28% in favour of Option C, 26% in favour of Option A with 27% stating that they did not know or where unsure. This can be seen in Figure 12 below.

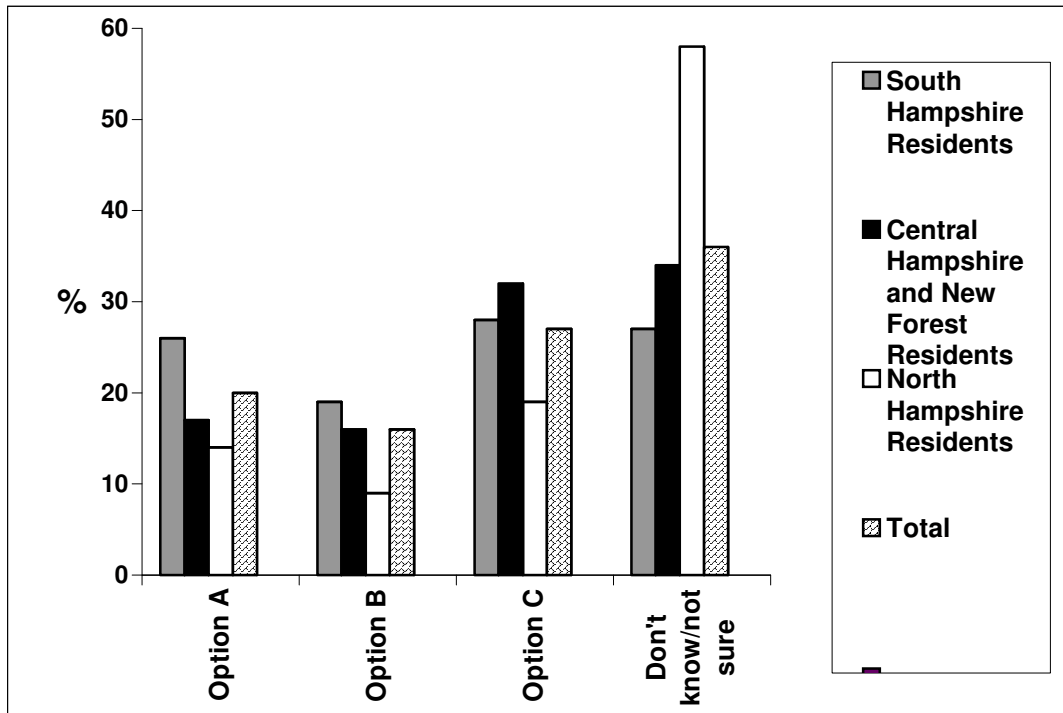
**Stakeholders other comments**

3.71 The notion of urban extensions was generally met favourably, with only a limited number of all of the groups stating that they should be discouraged. Many developers commented that the urban extensions needed to be brought forward sooner than currently anticipated or that there should be more emphasis on urban extensions as a location for new homes.

3.72 With regards to the specific locations of urban extensions, a similar number of groups both supported and opposed the proposal of development in the Totton/Waterside area. Three developers were in support of this location for housing, whereas two parish/town councils and one environmental/social group felt that the area around Totton was highly constrained and therefore unsuitable for major development. In general, comments were made that regeneration of Totton’s town centre was needed before any development on the fringe

of the area and that any development in this area should have regard to its proximity to the New Forest National Park.

**Figure 12: Residents Preferences on Urban Extensions**



- 3.73 In Test Valley four developer groups supported the notion of development in the area, with some specifying that Test Valley could accommodate more homes than specified in the consultation documentation. Contrary to this view, equal numbers of parish/town councils and environmental/social groups strongly opposed the proposal.
- 3.74 In the Eastleigh area, only a limited number of comments were received as this area was not specifically identified for a possible urban extension. One individual and one parish/town council felt that Eastleigh should have been recognised as a location for an urban extension. In addition to these comments, two separate suggestions were received which promoted the areas of Breach Farm, Bishopstoke and the area to the north of Bishops Waltham for development.
- 3.75 In Whiteley and the nearby area, support was received from two developers regarding the possible urban extension to the north of Whiteley. There was also suggestions from individuals that Hamble airfield and Titchfield should be considered as possible sites for development. Many comments which discussed development in the area of Whiteley referred to the need to improve the transport infrastructure.
- 3.76 Comments were received both in opposition and support of development West of Waterlooville. Two developer groups supported

the location as one for additional development, whereas two parish/town councils and one environmental/social group opposed any additional development at this location. Some environmental/social groups felt that West of Waterlooville should not have more than 2,000 homes.

- 3.77 Some comments were received which related to the possible urban extension at Leigh Park. One environmental/social group opposed the notion of an urban extension in this location whereas another environmental group supported this proposal. In addition to these comments, one developer suggested the area of Woodcroft farm, Havant for a possible urban extension. As with development in the western area of Hampshire, general comments were received that any development in the eastern area of Hampshire should be careful not to impinge on the setting of the proposed South Downs National Park or other areas of environmental importance, such as Chichester Harbour.

### **Alternative Options Suggested**

- 3.78 22 respondents from South Hampshire expressed the opinion that development should be encouraged or directed to other parts of the country, especially the north of England. Two individuals suggested alternative small sites in Ashurst, Southampton. There was also suggestions of development at Titchfield, North of Bishops Waltham, Swanmore, Hamble Airfield, HMS Mecury in Clanfield and Wickham.
- 3.79 Raymond Brown Limited wish to put forward their current landfill site at Rookery Farm near Whiteley. On behalf of various clients in South Hampshire, Southern Planning Practice suggests extensions to Hedge End and Fair Oak instead of the Hedge End SDA. The Borrow Foundation promote Hazleton Farm, Cowplain as an alternative SDA to those at North of Fareham and Hedge End and the Ashfield Estate suggests that there should be an urban extension within Test Valley, ideally on the south side of Romsey.
- 3.80 Redrow Homes (Southern) Limited propose a major urban extension south of Fareham whilst White Young Green Planning, on behalf of 6 clients promote 'sustainable urban extensions' south of the A27 at Eastleigh, Fareham, Gosport, Havant, Southampton and Portsmouth.
- 3.81 Wates Homes recommend a combination of major urban extensions to the key settlements, minor extensions to smaller settlements, and release of greenfield sites at transport nodes such as Whiteley. More specifically, Barker Mill Estate suggest urban extensions to Nursling, Rownhams, North Totton, South Totton and Marchwood. Luken Beck Partnership Limited argue that development should be directed along the transport corridors, particularly the M3, M27 and main railway lines.
- 3.82 The Abbottswood Consortium give general support for more greenfield urban extensions, for example at Romsey and wish to see a higher

proportion of the development to take place in Test Valley Borough. Bryan Jezeph Consultancy consider that more development should take place at Wickham, and that Denmead should be an alternative location to development at West of Waterlooville.

- 3.83 George Wimpey UK Limited and Bovis Homes suggest an SDA to the south/south east of Eastleigh linking into Southampton airport, whilst Turley Associates on behalf of Mrs J Manson argue for more urban extensions within Havant, especially at Woodcroft Farm, Wecock. Adams Hendry, on behalf of their client The English Province of Our Lady of Charity, suggest extensions to the settlements of Horndean, Clanfield and Rowlands Castle. The Edom Trustees, represented by Dreweatt Neate wish to see an extension to Romsey at Halterworth and English Partnerships suggest redevelopment of Cold East Hospital.

### **General Comments**

- 3.84 There was much support for the statement that it is essential for infrastructure and services to be in place, prior to new housing and employment development. The Environment Agency and English Nature both raise concerns that the consultation process has been undertaken before the production of the Strategic Assessment and Strategic Environmental Assessment. Consequently both organisations state that if during the iterative process the housing numbers and their distribution are found to be unsustainable or environmentally unacceptable, then allowances be made to change the plan. The adoption of the Integrated Regional Frameworks objectives is welcomed by English Nature and the Environment Agency, and both urge that all decisions that arise from this process be tested against the objectives.
- 3.85 In terms of water supply, the Water Companies agree that this can be met, but at the same time they highlight the importance of managing the demands on water resources, a sentiment shared with the Environment Agency. Water efficiency measures and a concerted effort to change lifestyles and attitudes, with regards to water use/consumption are promoted by these organisations.
- 3.86 The National Health Service stresses that without precise numbers and locations, judgements are hard to make. However, in terms of health provision, it sees geographical position as less important, and would prefer not to see development of new small isolated communities.
- 3.87 English Nature made a number of other general comments regarding the consultation. High on its objectives are the safeguarding of environmental sites. They actively urge the County Council and PUSH to consider whether the Options can be accommodated without adversely affecting, whether directly, indirectly or cumulatively, the integrity of the internationally important Special Protection Areas and

Special Areas of Conservation. It is also its view that decisions relating to future development in Hampshire could be strengthened by better consideration of the environment as a real economic asset. It stresses the importance of environmental infrastructure of which 'green infrastructure' plays a crucial role. Conserving and enhancing such structures will help to fulfil the principles of sustainable development that the Council is obliged to undertake.

- 3.88 Southampton and Fareham Chamber of Commerce raised concerns about the way in which the housing numbers have been apportioned, (a view shared by the Home Builders Federation). Reliance on current brownfield land and employment locations is not sufficient for the proposed housing. They also argue that land for housing must not include sites which should be used for employment – a view supported also by the Hampshire Economic Partnership.
- 3.89 Hampshire Economic Partnership is supportive of the housing numbers only on the condition that the development must be accompanied by pre-planned transport and utilities infrastructure (also the view of Portsmouth Local Strategic Partnership).
- 3.90 The Home Builders Federation (HBF) is very concerned about what it sees as the imposition of housing numbers onto the Districts by the Regional Assembly. The apportioned distribution of housing between Districts is seen as arbitrary in view of the need to increase rates of development across all areas. The lack of a complete Sustainability Appraisal is also of concern to the HBF.
- 3.91 English Partnerships strongly suggests the use of surplus public sector land to achieve sustainable communities, reducing the need to build on greenfield sites, and provide opportunities for strategic objectives to be achieved without straight disposals to the private sector.
- 3.92 The Campaign to Protect Rural England (Hampshire Branch) believe the figure for the South East as a whole is too high, and this in turn will put the countryside of the Hampshire sub-regions at risk. It believes that the necessary infrastructure to support such growth will not materialise, and question whether the jobs will come forward to support growth, especially in the south of the county. They feel that the calculations for all the Options heavily underestimate the potential contribution from brownfield land, and suggest that a figure near to 75% could be achieved. The CPRE also feels that there are big uncertainties over distributing housing numbers over a 20 year period, for example uncertainties over MOD land release, and therefore the County should therefore continue with the system of reserve sites backed by annual monitoring. All major developments should contain a mix of types sizes and ownership to reflect demographic trends and the affordable housing element must be safeguarded.

- 3.93 The Hampshire and Isle of Wight Wildlife Trust are looking towards Hampshire County Council and PUSH to champion sustainable development, but is critical of the lack of information regarding the relative sustainability of the Options and are worried that the Options are being worked up before the plan has been tested against Sustainability Appraisal or Strategic Environmental Assessment.
- 3.94 One of the most serious concerns to come out of the consultation from residents is the need to provide improvements in infrastructure to coincide with any new development. Transport infrastructure is thought as especially pertinent as the sub-region suffers badly from road congestion and total traffic gridlock. A shortage in water/sewage treatment works, schools, hospitals, doctors also adds to the concern of many residents.
- 3.95 There is a general feeling that the sub-region is already overcrowded. A common response was that the numbers are too great and consequently that no further development should take place in the area. Directing development to the north of the country is a policy that a number of respondent felt should be employed.
- 3.96 Protecting greenfields by fully utilising brownfield sites is another policy that many respondents view as vital to allowing new development. There is a case to redevelop ex-factory sites within the sub-region as a method for accommodating new development.

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

4.1 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 SACs. These include:

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

##### **Emer Bog**

4.2 Emer Bog is an internationally important wetland site. The special ecological qualities of this SAC are dependent upon the maintenance of its hydrology. The protection of the catchment which serves the Bog is critical to the conservation of the SAC. Test Valley has been identified as an area with potential for urban extensions. The identification of any sites will be made by Test Valley Borough Council through its Local Development Framework. An initial map based assessment has shown that there is scope within southern Test Valley to accommodate further urban extensions without affecting the SAC or its catchment.

##### **River Itchen**

4.3 The River Itchen is a candidate SAC because of its status as a classic chalk river. The two main issues that could affect the designation is pressure from water abstraction to meet the needs of South Hampshire and impact from adjacent development.

4.4 Water abstraction is strictly controlled under licence. The Environment Agency is currently consulting on a draft Catchment Abstraction Management Strategy for the Rivers Test and Itchen. This sets out how the EA is proposing to manage these water resources now and in the future. Local water companies serving South Hampshire have advised that they expect to meet future water needs in the area through efficiency savings and new infrastructure (such as the proposed reservoir at Havant thicket). It is therefore unlikely that further abstraction from the River Itchen will be necessary to serve new development in South Hampshire.

4.5 Although no development is expected to take place within the floodplain of the Itchen, neighbouring development could affect water quality through run-off. The main area where this is a concern is to the south and east of Eastleigh where a considerable amount of re-

development of former railway yards, coupled with some greenfield development and the expansion of Southampton airport is proposed.

- 4.6 Any issues associated with the development will need to be resolved as part of the assessment of any planning applications prior to approval.

### **Solent**

- 4.7 A large part of the foreshore of urban South Hampshire has been designated as either SPA or SAC in recognition of its nature conservation value. These include Solent and Southampton Water SPA, Solent Maritime SAC, Portsmouth harbour SPA and Chichester and Langstone Harbour SPA. Some of the boundaries of the designations are very close to large areas of population (particularly Portsmouth). 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.

### **National Parks and AONBs**

- 4.8 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>1</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.
- 4.9 If it appears that there is a conflict between those purposes, a relevant authority should attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the National Park. This indicates that where there is a conflict between the two main park purposes, the first purpose should prevail.
- 4.10 It is important to be aware that the duties do not override particular obligations or considerations which have to be taken into account by relevant authorities in carrying out any function. However, they are intended to ensure that the purposes for which these areas have been designated are recognised as an essential consideration in reaching decisions or undertaking activities that impact on those areas.
- 4.11 An identical duty has been placed on relevant bodies by Section 85 (1) of the Countryside and Rights of Way Act 2000 in respect of the

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<sup>1</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



purpose of Areas of Outstanding Natural Beauty (AONBs) to conserve and enhance their natural beauty. The proposed South Downs National Park also embraces the East Hampshire AONB.

4.12 There are three forms of impact that could affect National Parks.

- i. Direct
- ii. Indirect, and
- iii. Cumulative indirect

### **New Forest National Park**

4.13 Designated in 2005, the New Forest is England's newest National Park. It is the second smallest by size, but the second largest by population.

4.14 The type of issues that South Hampshire authorities' need to have regard to under Section 62 include:

- Development pressure around the National Park boundary
- Increased recreational pressure
- Sustaining New Forest Commoning
- Potential impacts on the New Forest Special Protection Area (SPA) and candidate Special Area of Conservation (SAC).

### **Development pressure around the National Park boundary**

4.15 The strategy for South Hampshire 2006 –2026 is based on increasing economic growth to narrow the gap between the sub-region and the average for the South East. This will be achieved through a combination of increases in productivity and employment.

4.16 If the strategy is successful it should contribute to an increase in disposable income for many workers in the sub-region. It is difficult to quantify the extent to which an increase in income would impact on the National Park (e.g. through more frequent visits). The additional income could be used for a wide range of other expenditure (homes, education, consumer goods and could also result in fewer trips to the Park as working households would be able to afford to travel further for holidays and recreational breaks.

4.17 The growth strategy is also to be achieved through increases in employment. Some of the employment growth would be met through efficiencies in the local economically active population (e.g. reduction in unemployment or increase in part time employment). In total, the strategy is forecast to generate a need for just under 60,000 new jobs.

- 4.18 The strategy will also require some 80,000 new homes to be built between 2006 and 2026. The majority of new homes are required to meet need arising within South Hampshire, reflecting such factors as the continued forecast decline in household size as more single person households are formed. These homes would be required irrespective of the PUSH economic growth strategy.
- 4.19 Hampshire County Council has produced district population projections for South Hampshire which take into account the proposed level of housing. The projection shows that between 2006 and 2026 the population is expected to increase by some 74,000 people. This is about the same rate of increase as the area saw over the past 20 years.
- 4.20 The population in Totton and the Waterside part of New Forest district is projected to decline over the period 2006 to 2026 in all the consultation options. The level of decline ranges from 2,400 to 4,500 people. This means that if the overall population of the Waterside falls as a result of the present strategy there will be fewer people to impact on the Park than at present.
- 4.21 Southern Test Valley also has a boundary with the National Park. Further urban extensions are proposed for this area but most, if not all, are likely to be some distance from the Park and impacts arising are considered under the recreation heading below.
- 4.22 Other development impacts on the National Park include new roads, cables and pipelines. To date none of the service providers, the Highways Agency or local highways authority have identified a need for any infrastructure to support the emerging strategy for urban South Hampshire that would directly impact on the National Park.
- 4.23 This initial assessment indicates that the scale of development proposed around the Park boundary is unlikely to have any significant impact on the Park.

#### **Increased recreational pressure**

- 4.24 Tourism is economically very important to the Park – it is estimated that some 30% of all jobs in the Park are tourism related. Tourists to the area fall into three categories – day visitors (traveling from outside New Forest District for the day returning the same day), local visitors (people who live within the district but travel to another part of the district for recreation) and staying visitors.
- 4.25 Research undertaken in 1996 (the New Forest Sport and Recreation Study) concluded that local visits were significantly underestimated in the 1992 survey. It found that by far the greatest number of visits to the Forest are made by local people. Local people account for an estimated 18 million visits each year – some 75% of the total.

- 4.26 Most local visits are made by people who travel regularly (at least once a week) from within or just outside the Forest. More than 80% of these residents use the Forest for informal recreation. Half of the total live in Totton and the Waterside, Lymington and New Milton.
- 4.27 As already explained seen (paragraph 4.20), the number of people living in the Waterside Parishes is expected to decline over the next 20 years. This does not necessary mean that there will be a corresponding fall in visits to the Park from this area. The ageing of the population may give rise to more recreational pressure from people who are retired. However, this would occur irrespective of any new housebuilding and is not attributable to the PUSH strategy.
- 4.28 Looking further afield, the 1996 study also found that visitors from Eastleigh and Southampton tend to focus on Ashurst and Fritham whilst Lepe and Calshott attract visitors from Test Valley, Winchester and East Hampshire.
- 4.29 As has already been seen, urban South Hampshire as a whole will see a net increase in population between 2006 and 2026. Any impact on the New Forest would be largely be through day visits. The strategy options would result in up to 25,000 additional people living within a 20 minute drive of the Park boundary and about 75,000 within an hour (although for many living in the eastern part of the sub-region the South Downs National Park is a much closer informal recreation destination).
- 4.30 It is hard to quantify what impact this number of new people might have on Park visitor numbers. One calculation puts the increase at under 200,000 visits per annum, or about 0.7% increase in all visits<sup>2</sup>
- 4.31 One way of reducing the numbers of visitors from urban South Hampshire to the National Park is through the provision of alternative recreation destinations that are more accessible and offer a quality experience. South Hampshire already has a considerable number of country parks and other areas (e.g. accessible coastline) to provide for informal recreation. The PUSH strategy recognises that these will require further investment and enhancement to improve the quality of life for residents. In addition, the two proposed Strategic Development Areas (SDAs) will also make provision as part of a wider delivery of facilities and infrastructure serving the new communities.
- 4.32 In terms of visitor impacts it is clear that the strategy for South Hampshire will generate further visits to the National Park. However, any increase is likely to be small. Managing recreation demand within urban South Hampshire, including the provision of attractive sites near to centres of new population will also help dampen visitor pressure.

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<sup>2</sup> Assuming 2.5 visits per annum for South Hampshire residents (a reasonable assumption based on the 1996 study) would mean an additional 187,000 visits as a consequence of the growth strategy – an increase of 2% in day visitors and 0.7% of all visitors

## **Sustaining New Forest Commoning**

- 4.33 The safeguarding of back-up grazing land within the Waterside parishes has been recognised as an constraint that could impact upon greenfield developments (notably housing). However, as the PUSH strategy is not proposing any greenfield releases in this area there should be no impact on this resource.

## **Potential impacts on the New Forest Special Protection Area (SPA) and candidate Special Area of Conservation (SAC)**

- 4.34 The New Forest has been classified as an SPA in accordance with the EC Directive 79/409 on the Conservation of Wild Birds (commonly referred to as the Birds Directive) to afford protection to the habitats which support a number of rare and vulnerable birds species listed in Annex 1 to this Directive.
- 4.35 Disturbance of ground-nesting birds can result in the adult birds leaving the nest, thereby leaving the chicks or eggs exposed to predators. Disturbance can also cause delays in adult birds returning to the nest with food for their chicks. Furthermore, domestic cats kept as pets by people living in houses near to the New Forest may hunt on the heathlands and predate ground-nesting birds.
- 4.36 Of particular concern is disturbance to / predation of woodlark and nightjar which nest on the ground and which are included in Annex 1 to the EC Birds Directive and which are two of the species for which the New Forest has been classified as a Special Protection Area in accordance with this Directive.
- 4.37 The New Forest has also been designated as a Special Area of Conservation (SAC) in accordance with the EC Directive 92/43 on the conservation of natural habitats and of wild fauna and flora (commonly referred to as the Habitats Directive) as it contains a number of habitats and species listed in the Annexes to this Directive.
- 4.38 Indirect impacts of concern include impacts on the heathland habitats of the New Forest and their associated species. Residential development in the vicinity of heathland sites such as the New Forest inevitably results in increased demands for recreation as people choose the Forest's heathland landscapes for dog walking, horse riding etc.
- 4.39 Such activities can detrimentally affect the New Forest by wear and tear of sensitive heathland vegetation and erosion of heathland soils, for example by horseriding and also through the disturbance of rare and vulnerable ground-nesting birds, thereby affecting their breeding success.

- 4.40 Similarly residential development in the vicinity of the New Forest has the potential to cause wear and tear of the heathland habitats, thereby detrimentally affecting the SAC.
- 4.41 As has been demonstrated in paragraph 4.20, the strategy is expected to contribute to a net decline in the number of people living within close proximity of the Park. Furthermore, no new greenfield releases are proposed within the immediate vicinity of the Park.
- 4.42 Apart from Hythe and Holbury, no part of the New Forest SPA or SAC is within the hunting range<sup>3</sup> of domestic cats living with urban South Hampshire. The only development expected in these areas is small scale on previously developed land. Any impact on the SPA and SAC as a result of this development is likely to be insignificant.
- 4.43 The analysis of visitors has demonstrated that there is likely to be a small increase in the number of visitors to the Park from urban South Hampshire as a consequence of the strategy. The main recreational activity is likely to be walking, including an element of dog walking. The management of recreational activity within the Park is an issue for the new Park Authority which, through working with English Nature, could guide visitors away from the most sensitive parts of the SPA and SAC.

#### **New Forest impacts - conclusion**

- 4.44 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 be reduced through the creation of attractive alternative provision within urban South Hampshire, especially as part of the proposed SDA's.
- 4.45 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.

#### **South Downs National Park**

- 4.46 The outcome of the public inquiry held into the proposed South Downs National Park is expected next year, after which the Government will decide whether to proceed with the proposed designation. At present the area within Hampshire overlays that of the East Hampshire AONB. The anticipated pressures on this area are very similar to the New Forest, with the exception of the SPA and SAC designations. Issues of concerns include:
- Recreational Demands

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<sup>3</sup> Typically 800 metres of their home

- Traffic impacts
- Impact of tall buildings visible from/affecting views into National Park
- The need for additional infrastructure and knock-on implications for the Park
- Light pollution

### **Recreational demands**

- 4.47 Recreational demands on the proposed National Park fall into two groups – local and day visitors. The level of growth proposed for the Southern Parishes of East Hampshire district (immediately south of the Park boundary) are very modest and reflect the amount of additional housing proposed for the area. Population forecasts indicate that the population of this area would grow by about 2% (300 people). An increase of this magnitude is likely to have a negligible effect on the Park.
- 4.48 The other parts of urban South Hampshire that abut the proposed Park are largely rural in character and are expected to remain so. Development will be small scale and related to local needs. No significant impacts are therefore anticipated on the Park from local visitors.
- 4.49 As paragraph 4.19 has shown, the total population increase between 2006 and 2026 as a result of the strategy for South Hampshire is expected to be around 74,000. Some of these people, living in the east of the sub-region, will inevitably look to the proposed Park to meet some of their informal recreational needs.
- 4.50 Drawing from the analysis of visitors to the New Forest from South Hampshire, this increase is likely to be small when compared to the total number of day visits made from existing residents of urban South Hampshire and other places.

### **Traffic impacts**

- 4.51 Traffic concerns include:
- people living in the Park, but working in urban South Hampshire, and vice versa;
  - traffic passing through the Park e.g. development around Southampton increasing traffic along M3 from Basingstoke;
  - traffic associated with increased recreational use.
- 4.52 The proposed South Downs National Park falls within the Central Hampshire and New Forest sub-area and issues arising from within this area are addressed in a separate report.

- 4.53 The development strategy for urban South Hampshire has an urban renaissance focus, particularly with regard to Portsmouth and Southampton. Promoting out-commuting is contrary to the strategy. Furthermore, the strategy anticipates that commuting distances will reduce. Taken together it seems unlikely that the strategy will result in an increase in commuting across the Park boundary.
- 4.54 A successful strategy is likely to result in increased traffic movements, other than commuting, along the A3 and M3 corridors. Modelling has indicated that the levels of increase are likely to be very small when compared to increases in traffic levels that are predicted to occur irrespective of the strategy.
- 4.55 The anticipated increase in visitors will increase traffic in the Park. There is potential for this impact to be moderated through improved public transport services, an approach that would fit well with the increased emphasis within the strategy on public transport services within urban South Hampshire.

#### **Impact of tall buildings visible from/affecting views into National Park**

- 4.56 There is only a modest amount of residential development proposed in close proximity to the Park. This development is not expected to be visible from within the Park.
- 4.57 There are likely to be tall buildings built within the town and city centres, particularly Portsmouth and Southampton, for both offices and residential use. Both cities are some distance from the Park boundary and, unless the new buildings are significantly taller than those already built, there is unlikely to be any noticeable impact on views from the Park. There are no proposals for very tall buildings currently within the strategy.

#### **The need for additional infrastructure and knock-on implications for the Park**

- 4.58 One example of this type of impact could be further water abstraction lowering water tables/reducing flows or building new reservoirs to meet the needs of urban South Hampshire. The water companies have advised that they envisage meeting water demand through a combination of water efficiency and new infrastructure, including a new reservoir at Havant thicket (just outside the Park). It is not expected that this will impact on the Park.

#### **Light pollution**

- 4.59 The concern here is the effect of urban conurbations on the night sky. The majority of new development is planned to be built within the two

cities and any light pollution as a result of the new development is likely to be lost amongst that already emitted.

- 4.60 The larger urban extensions and SDAs will result in light pollution in parts of South Hampshire which are not currently developed. However, energy efficiency, design improvements and greater awareness of this issue offers the opportunity for these areas to emit substantially less light than existing urban areas.

#### **South Downs National Park - conclusion**

- 4.61 The main impact on the proposed South Downs National Park is 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. Sustainability Appraisal**

- 5.1 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 is used to develop an assessment form which is completed at each stage of the plan formulation process to inform decision making.
- 5.2 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.
- 5.3 The form sets out the 25 assessment criteria under four broad groupings
- 1) Social Progress
  - 2) Protection of the Environment
  - 3) Use of Natural Resources
  - 4) Economic Growth
- 5.4 Forms have been completed for each area of Hampshire to assess the consultation options. Each consultation option and the preferred option has been “scored” against each of the criteria. The form for South Hampshire is attached as Annex E.
- 5.5 The forms have been completed by a dedicated team of County Council officers working together to ensure consistency of approach.
- 5.6 The findings of the appraisal forms and the scoring of the 25 criteria must be treated with caution. Some of the criteria rely on the assessment team taking a view on future behaviour patterns of residents or on national policy outcomes. For example the likelihood of development in one area compared with another being more or encourage greater educational attainment must remain a largely subjective judgement. It must also be recognised that many of the factors identified in the criteria can only be indirectly influenced by the planning system.
- 5.7 This methodology can only be used as a tool to assess the advantages and disadvantages of applying a particular strategy. It cannot be used as a simple scoring system whereby the scores are added to identify the “best” or most sustainable option. For example if more weight were to be applied to economic growth considerations than, say, protection

of the environment, then the evaluation of the scores would need to be adjusted.

- 5.8 These considerations do not justify dismissing the appraisal findings altogether; rather that the limitations of the appraisal process being used by SEERA must be recognised with the appraisal being just one factor to be considered in selecting the preferred option.
- 5.9 Reservations must be expressed over the robustness and integrity of the approach being followed by SEERA in preparing the Sustainability Appraisal. It is debatable whether it satisfies the relevant Regulations and at best represents the bare minimum that could be done. The approach of using identical criteria for assessing draft sub-regional policies for distinctively different sub-regions with different scales of development allocations and varying associated impacts can be questioned, together with the extent to which the results of the appraisal are actually leading to changes in the draft strategy and policies (the latter being in part also a consequence of the very fast timetable for plan preparation). Undertaking a sustainability appraisal to a satisfactory standard is a statutory requirement, so these shortcomings could leave the appraisal process and indeed the whole South East Plan open to legal challenge.

### **South Hampshire Appraisal**

- 5.10 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.
- 5.11 Most of the criteria 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.
- 5.12 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.
- 5.13 The SDAs generally scored well against the criteria in the Appraisal. The main challenge identified was that of creating vibrant communities from scratch.
- 5.14 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.
- 5.15 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.

- 5.16 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 loss 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 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.
- 5.17 In addition to undertaking the Sustainability Appraisal PUSH also held three workshops in September and October 2005 to examine a wide range of sustainability issues including design and construction; waste and energy and water and biodiversity. The outcomes have helped to prepare policy advice and will be taken forward to enhance the deliverability of more sustainable communities.

## **6. Recommended Option**

- 6.1 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.
- 6.2 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”.
- 6.3 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. The SDA allocations would have a footnote to explain that work will be progressed on developing the concept further, and identify the relevant authorities who would participate in this work.
- 6.4 Because the economic strategy will be delivered through four distinct 5 year phases 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.
- 6.5 The advantages of this approach are that it:
- Reflects the approach of presenting the overall strategy in 5 year phases;
  - Makes it explicit that the contribution from each District will vary over the 20 years of the Plan;
  - Allows the overall strategy of ‘steady rising growth’ to be reflected more transparently in housing provision, including the element of

frontloading of provision of new housing in order to clear the backlog of housing need and to provide housing to support the forecast increase in employment;

- Dovetails in with SEERA's requirement that infrastructure provision must be split into 5 year blocks and enable clear links to be made between provision of key elements of infrastructure in particular 5 year time periods and the release of housing land in that same or subsequent 5 year period;
- Provides clearer guidance to LDFs which may cover only part of the 20 year period;
- Avoids a situation which could occur where developers during LDF preparation and public inquiries, argue that additional land must be allocated in the early years to meet the average annual figure for the whole 20 years. This is particularly relevant in those Districts containing an SDA; and finally
- It would more accurately reflect the current state of knowledge and development of the SDAs, for which significant further work is required to be completed before realistic detailed figures can be produced and distributed between Districts.

6.6 There are, however, two significant matters associated with this approach:-

- 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. The difficulty of adopting lower figures for urban potential are firstly that it weakens and undermines the urban focus of the strategy and secondly, that it is at variance with Government policy. There is a strong possibility that higher estimates would be included at a later stage in plan preparation. 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.
- 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 in Totton and the Waterside. However, this is a localised issue - in the rest of the New Forest district deaths are forecast to exceed births because of the elderly age structure of the population and will lead to dwellings falling vacant. It seems reasonable to expect that some of these will be occupied from people currently living in Totton and the Waterside.

### **Proposed distribution**

- 6.7 Table 1 below shows a distribution based on the approach outlined in 6.1 to 6.5 above. Figures for the periods 2006 – 11 and 2011 – 16 are fixed and would be used to inform the preparation of Local Development Frameworks.
- 6.8 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.
- 6.9 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

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).

- 6.10 PUSH also recognises that more detailed work is required to develop the SDA concept further. Masterplanning needs to be undertaken, led by the districts directly affected (Fareham, Eastleigh and Winchester) and the County Council, working with others to fully scope the potential within the areas of search. PUSH intends to refine its work in this area. For these reasons target figures are given for the period 2016 – 2026 and will require further testing as the strategy develops.
- 6.11 About 62% of the new homes in South Hampshire are expected to be built on previously developed land – slightly above the Government's target of 60%.

6.12 The Assembly has requested that the district housing figures be shown using a grid that it has supplied. Table 2 shows the completed grid for South Hampshire, together with district figures for Central Hampshire and New Forest area, where appropriate. The two Strategic Development Areas are shown separately for the reasons given in 6.3 above.

**Table 1 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.

**Table 2 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>
East Hampshire	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>



## ANNEX A: ESTIMATION OF EXISTING HOUSING LAND SUPPLY/CAPACITY

1. PUSH produced estimates of existing housing land supply and capacity as part of its submission to the Assembly in November 2004. These were partially updated for inclusion in the consultation documents to reflect more recent assumptions of supply.
2. In order to ensure that its advice to the Assembly was based on the most up-to-date assessment available PUSH decided to revise its estimates. The revised information was collated in October 2005.
3. The source of the information is three-fold:
  - Large<sup>4</sup> site commitments – from 2005 Hampshire Housing Land Supply monitoring information (base date April 2005)
  - Estimate of potential dwellings from large urban capacity sites and other large sites not included as commitments – from district authorities
  - Small<sup>5</sup> sites – based on continuation of average trend of actual completions 1996 – 2005

**Table 3 Estimate of current commitments<sup>6</sup> and urban capacity<sup>7</sup>**

Districts	2004 estimate used in the consultation	2005 Estimate
East Hants (part)	600	600
Eastleigh	5,300	6,083
Fareham	3,300	3,614
Gosport	2,500	3,065
Havant	4,500	4,701
New Forest (part)	1,500	1,538
Portsmouth	11,200 – 14,700	12,820
Southampton	12,800 – 16,300	12,900
Test Valley (part)	1,100	1,411
Winchester (part)	2,900	2,704
<b>Total</b>	<b>45,700 – 52,750</b>	<b>49,436</b>

4. Table 3 above shows the differences between the estimates given in the consultation document and the latest estimate. Supply has generally increased in most districts, with the noticeable exception of Southampton and Portsmouth. Here the authorities have taken a conservative view of the range given in the consultation document. In

<sup>4</sup> 10 or more dwellings

<sup>5</sup> 9 or less dwellings

<sup>6</sup> Dwellings on large sites with planning permission or on allocated sites in adopted or deposit local plans excluding Structure Plan reserve sites

<sup>7</sup> Estimate of potential dwellings on previously developed land and from sites of less than 10 dwellings currently without the benefit of planning permission or a local plan allocation

the case of Southampton, the fall is largely due to the decision of Associated British Ports not to proceed with a development proposal for the Royal Pier which could have produced up to 3,500 dwellings.

## ANNEX B: Population Projections

1. Two projections have been produced for South Hampshire. The first took as its starting point the labour requirement necessary to support the economic strategy for the sub-region. The second projection had as its starting point the proposed levels of district housing proposed in the 'Where shall we live?' consultation document.
2. Although the two projections used different methodologies and reference points the outcome was remarkably similar – a population increase of about 7% to 8% between 2006 and 2026. By way of comparison, the six districts wholly within South Hampshire also saw a population increase of around 7% in the period 1982 and 2002, whilst the ten districts in PUSH saw an 11% increase (based on whole districts). The increase in population over the next twenty years is therefore expected to be of a similar magnitude to that seen in recent years.
3. Table 4 below shows that there is a marked difference between the projected increases in population and housing over the next twenty years. Although about three-quarters of the increase in population is due to net in-migration, the majority of new homes are required to meet the needs arising from those already living in South Hampshire (people living longer, more single person households etc.).

**Table 4 Housing and population change 2006-2026**

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

**Table 5 South Hampshire Age Profile Change 2006-2026**

Age band	Net natural change 2006 – 26	Change arising from strategy	Overall net change 2006 – 26
0 to 15	-21,000	14,400	-6,600
16 to 64	-36,200	42,900	6,700
65+	70,600	3,600	74,200
All	13,400	60,900	74,300

4. Table 5 above shows the likely change in age profile of the South Hampshire sub-region as a result of the strategy. Some 70% of in-migrants are expected to be within the working age band 16-64 with a further 24% children. Only 6% would be of retirement age. The reason why the number of people of working age (42,900) is lower than the increase in employment required to deliver the strategy (58,600) is

because the strategy also assumes that there will be an increase in economic activity rates within the existing population (for example, retirement age being raised to 70 by 2021).

**ANNEX C: Map of Environmental Constraints** *(to be added)*



## **ANNEX D: Promoting Self-contained Settlements in South Hampshire**

### **Aims and Objectives of Study**

This study undertaken by consultants Colin Buchanan and Partners for Hampshire County Council sought to recommend optimum locations for new development in Hampshire which minimises the need to travel to reach facilities, i.e. promote the 'self-containment' of settlements.

The study identified settlements which could increase population, whilst maintaining or improving their level of 'self-containment' (in relation to access to services). The study did not identify *where* within each settlement that growth could/should take place. It also did not make judgements about the size or quality of the existing facilities.

### **General Findings**

- Larger settlements tend to have more facilities overall than smaller settlements.
- Stand-alone sub-regional and principal settlements have higher levels of facilities and lower levels of external accessibility.
- There is no apparent relationship between settlement size and external accessibility – most accessible settlements being distributed evenly between the smallest and the largest settlements. This is broadly similar for both private and public transport.
- There is a general relationship of smaller settlements with minimal facilities being 'clustered' around larger settlements with better facilities.
- Based on threshold ranges, settlements require a population of at least 12,000 in order to sustain facilities such as secondary schools, leisure centres and community centres.
- A population of 25,000 or above is required to support significant national multiple retailers, supermarkets and major sports centres.

### **Settlement 'Growth Choice' Categorisation**

To achieve self-containment, a proposed development strategy should prioritise the larger towns with the highest access to local facilities and lowest external access to facilities.

- Key trip purposes are shopping and personal business, followed by commuting. It is likely that only the largest towns (above 30,000) will offer sufficient local retailing facilities to satisfy most demands for this

type of activity. Towns of this size are also likely to justify extensive leisure facilities, possibly higher education and community facilities.

- Only settlements above approx. 12,000 population, contain reasonable number of facilities which would encourage self-sufficiency, so settlements above this level should be developed in preference to smaller towns.
- Settlements with a population in the region of 9,000 to 10,000 have a particularly poor (low) range of local facilities. Some of these settlements could be expanded by some 2,000 houses so as to be able to develop a better range of facilities. Even so the retail provision of such settlements would still be poor so the priority should be, when deciding to expand such sized settlements to use first those with good access (preferably public transport) to higher-order retail facilities.

Settlements should therefore be selected in the following order of priority:

1. Towns of 30,000 or above
  - a) Detached/outlying settlements followed by
  - b) Agglomeration settlements
2. Towns of above 12,000
  - a) Detached/outlying settlement areas (which have or could improve access to higher-order retail facilities) followed by
  - b) Agglomeration settlements
3. Other Towns

**Table 6 Settlements in the South Hampshire area, which can be grown in a way which fosters Self-containment**

<b>Order of Priority</b>	<b>Category</b>	<b>Settlements which fall into this category</b>	<b>Population (2004)</b>
<b>First</b>	<b>1a)</b> – Towns of 30,000 or above, detached/outlying settlements		
<b>Second</b>	<b>1b)</b> – Towns of 30,000 or above, agglomeration settlements	Gosport Eastleigh Havant Fareham	70,983 45,658 43,592 35,24
<b>Third</b>	<b>2a)</b> – Towns of above 12,000, detached/outlying settlement areas (which have or could improve access to higher-order retail facilities)	Hythe and Dibden Romsey Hayling Island Fawley	20,670 17,868 17,716 14,408
<b>Fourth</b>	<b>2b)</b> – Towns of above 12,000, agglomeration settlements	Totton and Eling Locks Heath Portchester Hedge End Stubbington	28,340 28,336 17,947 17,658 14,762



		Horndean North Baddesley West End Waterlooville Cowplain Bridgemary	12,649 12,610 12,001 47,315 (Waterlooville) (Gosport)
<b>Fifth</b>	<b>3) – Other towns, detached settlements</b>	Bishops Waltham Marchwood	6,788 6,138
	<b>3) – Other towns, agglomeration settlements</b>	Emsworth Lee-on-the-Solent Hound Denmead Wickham Bursledon Nursling and Rownhams Botley Clanfield Hamble-le-Rice Shedfield Colden Common Bishopstoke Fair Oak and Horton Heath Purbrook Titchfield Common Warsash	9,363 8,238 6,993 6,596 6,480 6,023 5,201 5,140 4,490 4,128 3,990 3,618 19,507 (Bishopstoke) (Waterlooville) (Locks Heath) (Locks Heath)

**Notes:**

Settlements with population figures given as settlement name in brackets, means that the settlement is included in population statistics for another (in brackets).



## **ANNEX E: Sustainability Appraisal Proforma**

To assist the development and refinement of housing options by identifying potential sustainability impacts by considering the options in terms of the 25 objectives identified in the South East Integrated Regional Framework.

The information presented in the proformas, and supporting evidence base, should influence the emerging policies and proposals for South Hampshire and the advice presented to the Regional Assembly as part of the 9 December 2005 submission. That advice should identify the key sustainability issues and show how the completed proformas have been used by the Partnership for Urban South Hampshire.

### **Overview**

The following table provides an overview of the three key components that make up the housing options contained in the 'Where shall we live?' consultation document.(urban capacity, Strategic Development Areas (SDAs) and urban extensions) appraised against the objectives set out in the Integrated Regional Framework. The lack of specific site boundaries for the proposed development has made it difficult to fully appraise these options against the objectives. This appraisal has therefore restricted itself to the general development locations this is reflected in the assessment. A more detailed appraisal will only be possible once development boundaries are defined.

Although the assessment draws on work undertaken by Chris Blandford Associates who were commissioned by the Partnership for Urban South Hampshire to appraise the housing options, the table does not form part of their report. It should also be noted that they were ask to concentrate on the most significant objectives previously identified by PUSH rather than assess all 25 of them. These were:

1. Ensuring that everyone has the opportunity to live in a decent, sustainably constructed and affordable home
3. Improving the health and well-being of the population and reducing inequalities in health
7. Creating and sustaining vibrant communities
8. Improving accessibility to all services and facilities

10. Increasing efficiency in land use through the re-use of previously developed land and existing buildings, including the re-use of materials from buildings, and encouraging urban renaissance
13. Conserving and enhancing the region's biodiversity
15. Reducing road congestion and pollution levels by improving travel choice, and reducing the need for travel by car/lorry
18. Maintaining and improving the water quality of the region's rivers and coast, and achieving sustainable water resources management
21. Sustaining economic growth and competitiveness across the region
22. Stimulating economic revival in priority regeneration areas
23. Developing a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities

In undertaking their assessment the consultants also drew attention to Objective 2 'To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment' which, although a localised impact, was considered to be of significance to the PUSH strategy as some urban areas, notably parts of Portsmouth and Southampton were identified as having increased risk from coastal flooding as a consequence of predicted sea level rise.

Overall the consultants scoring assessment of the options was generally more positive than the assessment undertaken by Officers. This is because officers have the benefit of greater local knowledge and that the consultants have taken a "best case" view e.g. that associated infrastructure would be developed in parallel with development whereas officers have been more cautious given that delivery of many of the objectives are not entirely within the control of the planning authorities and development plan system e.g. dependent upon other agencies/organisations delivery strategies or external sources of funding such as Government. Consequently, the scoring continues to reflect the uncertainty relating to some objectives.

**Key for performance:**

+ positive      - negative      (~) localised impact      0 neutral      ? uncertain

A distinction is also be made between short, medium and long term, if appropriate

Integrated Regional Framework Objective	Urban Capacity	Fareham North Strategic Development Area	Hedge End Strategic Development Area	Greenfield Urban extensions - larger extensions will be supported by additional employment and services commensurate with their size and proximity to alternatives		
				Option A	Option B	Option C
	Of the 80,000 new homes planned for South Hampshire, 38,000 are proposed to be built on previously used land within the cities and towns.	An SDA is proposed to the north of the M27 motorway near Fareham, comprising up to 10,000 new homes of varying types/sizes incl. affordable housing, plus new jobs, schools, health and community facilities and recreational space. It would have new/improved transport links to Fareham and Portsmouth.	An SDA is proposed to the north and north east of Hedge End comprising up to 9,000 new homes of varying types/sizes incl. affordable housing, plus new jobs, shops, schools, health and community facilities and recreational space.	5,000 Winchester District	7,000 Winchester District	8,200 Winchester District
				4,000 Test Valley	3,250 Test Valley	2,500 Test Valley
				1,500 Havant Borough	1,250 Havant Borough	1,000 Havant Borough
				1,000 New Forest District	500 New Forest District	800 East Hampshire District
				1,000 East Hampshire District	500 East Hampshire District	None New Forest District

	<b>Perf</b>	<b>Commentary</b>	<b>Perf</b>	<b>Commentary</b>	<b>Perf</b>	<b>Commentary</b>	<b>Perf</b>	<b>Commentary</b>
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	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
<p><b>Social progress which recognises the needs of everyone.</b></p> <p>I.To ensure that everyone has the opportunity to live in a decent, sustainably constructed and affordable home</p>	+	Development within urban areas an important element in delivering PUSH strategy. 56% of overall housing target will be delivered on such sites. Although in most cases it will provide affordable housing in locations where people need to live, insufficient homes are planned for Southampton and Gosport to meet future needs arising from them.	+	<p>This option, in combination with urban capacity, the other SDA and urban extensions has the potential to deliver the number of new homes required by the PUSH strategy.</p> <p>An SDA in this vicinity would provide for housing needs, including affordable housing within the eastern part of the sub-region of benefit to Portsmouth and surrounding area.</p>	+	<p>This option, in combination with urban capacity, the other SDA and urban extensions has the potential to deliver the number of new homes required by the PUSH strategy.</p> <p>An SDA in this vicinity would provide for housing needs, including affordable housing within the western part of the sub-region of benefit to Southampton and surrounding area.</p>	+	<p><b>Option A</b> This option would help meet the housing needs across the sub-region. However, the level proposed for New Forest (Totton and the Waterside) is insufficient to meet future needs.</p> <p><b>Option B</b> Whilst this would help meet housing needs in the eastern part of the sub-region around Portsmouth it would have less benefit to meeting needs in the west around Southampton and its hinterland. The comment for New Forest in A is more acute as fewer homes are planned under this option.</p> <p><b>Option C</b> Whilst this would help meet housing needs in the eastern part of the sub-region around Portsmouth (particularly if some previously developed land in the urban area is not developable because of land contamination) it would have the least benefit to meeting needs in the west around Southampton and its hinterland. The comment for New Forest in B is even more acute as no urban extensions are planned under this option.</p> <p>Form of construction to be determined at LDF/ planning application stage. Delivering the affordable homes required will need Government support.</p>
	- (~)	Cost of bringing forward previously developed land may limit affordable housing provision in some cases.	+	<p>Form of construction to be determined at LDF/ planning application stage</p> <p>Delivering the affordable homes required will need Government support</p>	+	<p>Form of construction to be determined at LDF/ planning application stage</p> <p>Delivering the affordable homes required will need Government support</p>	- (~)	

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
2. To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment.	○ -(~)	<p>The majority of urban capacity homes are not planned in locations at risk of flooding. However, parts of Portsmouth, Southampton and other urban land along the coast (e.g. hayling Island) will be under increased risk of flooding as a consequence of climate change (sea level rise). Development in these locations will require careful planning and design, backed by increasingly elaborate (and expensive) sea defences.</p> <p>PPG 25 to be taken into account in planning development.. However, tension between PPG3 and PPG25 and achieving an urban renaissance.</p> <p>Close liaison with the Environment Agency required.</p>	○	<p>Flood risk minimised by avoiding fluvial floodplains and designing development to regulate run-off.</p> <p>SDAs offer greater potential to incorporate innovative measures.</p> <p>PPG 25 to be taken into account in planning development.</p> <p>Close liaison with the Environment Agency required.</p>	○	<p>Flood risk minimised by avoiding fluvial floodplains and designing development to regulate run-off.</p> <p>SDAs offer greater potential to incorporate innovative measures.</p> <p>PPG 25 to be taken into account in planning development.</p> <p>Close liaison with the Environment Agency required.</p>	○  ○  ○	<p><b>Option A</b></p> <p>Generally fluvial flood risk will be minimised by avoiding areas liable to flood and designing development to regulate run-off.</p> <p>PPG 25 to be taken into account in planning development.</p> <p>Close liaison with the Environment Agency required.</p> <p><b>Option B</b> As above.</p> <p><b>Option C</b> As above.</p>



	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
3. To improve the health and well-being of the population and reduce inequalities in health	+ -(~)	<p>New housing within the cities and towns in proximity to jobs, services and other facilities will encourage walking and cycling and help facilitate new pedestrian /cycling infrastructure to be provided of benefit to general health and well being.</p> <p>In some urban areas may increase demand on existing services without triggering improvements to facilities/services.</p> <p>Health Authorities will have the lead role in addressing inequalities through their strategies and proposals.</p>	+	<p>Enhanced benefits through critical mass/scale of development provided by SDAs and planning gain e.g. provision of health facilities.</p> <p>Opportunities to provide open space, new and enhanced walking and cycling networks linked to the existing rural footpath/cycling network as well as to facilities and services in Fareham.</p> <p>Health Authorities will have the lead role in addressing inequalities through their strategies and proposals.</p>	+	<p>Enhanced benefits through critical mass/scale of development provided by SDAs and planning gain e.g. provision of health facilities.</p> <p>Opportunities to provide open space, new and enhanced walking and cycling networks linked to the existing rural footpath/cycle network as well as to facilities and services in the locality.</p> <p>Health authorities will have the lead role in addressing inequalities through their strategies and proposals.</p>	+?  -?  -?	<p><b>Option A</b></p> <p>Urban extensions will benefit from proximity to town and city centre facilities and services. Potential to link into existing pedestrian/cycling facilities of benefit to general health and well being. Larger extensions may justify provision of new facilities/services.</p> <p>Health authorities have the lead role in addressing inequalities through their strategies and proposals.</p> <p><b>Option B</b></p> <p>As above. Less benefit to western part of the sub-region than Option A .</p> <p><b>Option C</b></p> <p>As above. Least benefit to western part of sub-region.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
4. To reduce poverty and social exclusion and close the gap between the most disadvantaged communities [in the South East] and the rest [of the region]	+?	<p>Development (especially where supported by new employment) within the urban areas - particularly the two cities – creates opportunities to help some of the most deprived wards in the sub-region.</p> <p>However, this will also require additional Government intervention/investment and business.</p>	+?	<p>Opportunity to help reduce poverty and social exclusion at nearby cities through expansion of local economy through higher scales of development.</p> <p>However, this is dependent upon connectivity to Fareham and other urban areas. Unless this is achieved scores could change to negative.</p>	+?	<p>Opportunity to help reduce poverty and social exclusion at nearby cities through expansion of local economy through higher scales of development.</p> <p>However, this is dependent upon achieving good connectivity to Southampton/Eastleigh. Unless this is achieved scores could change to negative.</p>	+?	<p><b>Option A</b></p> <p>The location of urban extensions will be critical in providing development where it would achieve the greatest benefits e.g. economic growth near or linked to the most deprived areas. This option would help address this issue across the sub-region.</p> <p><b>Option B</b></p> <p>The location of urban extensions will be critical in providing development where it would achieve the greatest benefits e.g. economic growth near or linked to the most deprived areas. This option would provide less benefit to deprived areas in the western part of the sub-region around Southampton.</p> <p><b>Option C</b></p> <p>The location of urban extensions will be critical in providing development where it would achieve the greatest benefits e.g. economic growth near or linked to the most deprived areas. This option would provide little benefit to deprived areas in the western part of the sub-region around Southampton.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
5. To raise educational achievement levels [across the region] and develop opportunities for everyone to acquire the skills needed to find, remain and progress at work	+	<p>Development within urban areas will support growth prospects and provide good access to existing educational establishments and provide the catalyst for potential improvements to facilities.</p> <p>However, raising educational achievement levels will in part be for educational, training and business community to develop in partnership.</p>	+	<p>Higher scales of development at an SDA will provide catalyst for new educational facilities of benefit to the wider area within the eastern part of the sub-region.</p> <p>However, raising educational achievement levels will in part be for educational, training and business community to develop in partnership.</p>	+	<p>Higher scales of development at an SDA will provide catalyst for new educational facilities of benefit to the wider area within the western part of the sub-region.</p> <p>However, raising educational achievement levels will in part be for educational, training and business community to develop in partnership</p>	+	<p><b>Option A</b></p> <p>Urban extensions if well related to existing educational facilities will provide better educational opportunities and may if of sufficient scale help justify improvements to facilities. By supporting growth prospects should increase work opportunities.</p> <p>Potential benefits around both cities and surrounding settlements.</p> <p>Raising educational achievement levels will in part be for educational, training and business community to develop in partnership</p> <p><b>Option B</b> As above.</p> <p><b>Option C</b> As above. Greatest potential benefits in east of the sub-region</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
6. To reduce crime and fear of crime.	+	Circular 5/94 'Planning out crime' suggests that if areas, such as town centres, are occupied after dark, the presence of people produces informal supervision which reduces vandalism and crime. A mix of users, including housing (as proposed) and entertainment will ensure that the area does not become a deserted and therefore potentially threatening environment.	+?	Circular 5/94 provides the basis for addressing this objective. Planning of the SDAs should meet this objective but a lack of detail at this stage means it is not possible to state that it will be met.	+?	Circular 5/94 provides the basis for addressing this objective. Planning of the SDAs should meet this objective but a lack of detail at this stage means it is not possible to state that it will be met.	+?	Circular 5/94 provides the basis for addressing this objective. Planning of urban extensions should meet this objective but a lack of detail at this stage means it is not possible to state that it will be met.

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
7. To create and sustain vibrant communities	+? -(~)	<p>Development within the urban areas is a key element in the overall strategy, particularly in meeting housing needs in the early plan period. Such developments will help sustain the vibrancy of existing communities and help facilitate urban regeneration. However, previously used land alone will not accommodate all the necessary development.</p> <p>Too much development could also put pressure on existing services and facilities (e.g. open space) to the detriment of existing residents.</p> <p>Strategy success dependent upon delivering all the key development elements, i.e. urban capacity, SDAs and urban extensions.</p>	+?	<p>SDAs will create new sustainable self sufficient communities in proximity to the two cities. Located in the eastern part of the sub-region this SDA will help meet housing needs around Portsmouth.</p> <p>The building and creation of new vibrant communities has proved difficult elsewhere and will present challenges as well as opportunities.</p> <p>Strategy success dependent upon delivering all the key development elements, i.e. urban capacity, SDAs and urban extensions.</p>	+?	<p>SDAs will create new sustainable self sufficient communities in proximity to the two cities. Located in the western part of the sub-region this SDA will help meet housing needs around Southampton.</p> <p>The building and creation of new vibrant communities has proved difficult elsewhere and will present challenges as well as opportunities.</p> <p>Strategy success dependent upon delivering all the key development elements, i.e. urban capacity, SDAs and urban extensions.</p>	+? + -?	<p>Development in/around the cities has the potential to help sustain existing communities, and thereby meet a key PUSH objective - urban renaissance</p> <p>Small urban extensions provide the opportunity to link into existing services and communities. Larger ones will present challenges to creating vibrant communities but may help facilitate new facilities/services.</p> <p><b>Option A</b> this provides the most opportunity to create and sustain communities across the sub-region of potential benefit to both cities .</p> <p><b>Option B</b> less potential benefits to western part of the sub-region.</p> <p><b>Option C</b> this strategy would have limited benefits for the western part of the sub-region around Southampton. Potential higher scales of development west of Waterlooville will present particular challenges In community building.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
8. To improve accessibility to all services and facilities	+	<p>Development within the urban areas offers good potential to link into existing transport corridors/routes to services and facilities.</p> <p>Enhancements to transportation links in part will be delivered through the LTP process and dependent on Government funding.</p>	+	<p>The SDA will be a sustainable community expected to deliver high levels of investment in sustainable transport, and other services and facilities. However, Important for infrastructure to be in place from the earliest stages of development.</p> <p>Potential to link into existing transport corridors/routes to services and facilities in Fareham and Portsmouth (especially if LRT scheme is approved)</p> <p>Transport measures in part delivered through the LTP process and dependent on Government funding.</p>	+	<p>The SDA will be a sustainable community expected to deliver high levels of investment in sustainable transport, and other services and facilities. However, Important for infrastructure to be in place from the earliest stages of development</p> <p>Potential to link into existing transport corridors/routes to services and facilities in Southampton (through bus priority corridor) and Eastleigh (utilising existing railway line). Provision of the 'Eastleigh spur' would also provide quick direct rail service into the heart of Southampton.</p> <p>Transport measures in part delivered through the LTP process and dependent on Government funding.</p>	<p>+?</p> <p>+?</p> <p>+?</p>	<p><b>Option A</b> Potential to link into existing transport corridors/routes, however, smaller urban extensions will not generate the necessary investment in public transport and will be largely dependent on existing transport infrastructure. Where public transport is poor, car based travel will continue to predominate, to the detriment of those sections of the community who are without access to cars by virtue of age, health or wealth etc.</p> <p><b>Option B</b> as above</p> <p><b>Option C</b> as above but with greater potential as majority of development is proposed in only two locations which are likely to be large enough to justify a step change in public transport services</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
9. To encourage increased engagement in cultural activity across all sections of the community [in the South East]	+	The strategy is to secure the renaissance of Southampton and Portsmouth and the older urban areas. This includes the cultural activities and development	?	Although SDAs are intended to offer a full range of services and facilities commensurate with their size, no information is available on planned facilities to conclude whether they are sufficient or not.	?	.Although SDAs are intended to offer a full range of services and facilities commensurate with their size, no information is available on planned facilities to conclude whether they are sufficient or not.	-  -  ?	<p><b>Option A</b></p> <p>In most cases the size of the urban extension will be too small to justify additional cultural facilities.</p> <p><b>Option B</b></p> <p>As for Option A</p> <p><b>Option C</b></p> <p>As above, although the larger urban extensions will have greater potential to incorporate viable cultural facilities.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
<b>Effective protection of the environment</b>								
10. To improve efficiency in land use through the re-use of previously developed land and existing buildings, including re-use of materials from buildings, and encourage urban renaissance	+	<p>Development within urban areas will achieve the highest % of housing on brownfield land (56% of the overall house building target for South Hampshire will be on such sites.</p> <p>Within the cities development will encourage urban renaissance and provide opportunity for the re-use of previously developed land and existing buildings.</p> <p>Re-use of materials to be determined at LDF and p/a stages.</p>	-	<p>The SDAs will be largely on greenfield land and therefore provide little opportunity for the re-use of previously developed land.</p> <p>Location of SDAs critical to support urban renaissance – complement not compete</p> <p>Re-use of materials to be determined at LDF and p/a stages.</p>	-	<p>The SDAs will be largely on greenfield land and therefore provide little opportunity for the re-use of previously developed land.</p> <p>Location of SDAs critical to support urban renaissance – complement not compete</p> <p>Re-use of materials to be determined at LDF and p/a stages.</p>	-	<p><b>Option A</b> urban extensions are likely to provide only limited opportunities for the re-use of previously developed land and existing buildings.</p> <p>Re-use of materials to be determined at LDF and p/a stages.</p> <p>Location of urban extension critical to support urban renaissance – complement not compete</p> <p><b>Option B</b> as above</p> <p><b>Option C</b> as above, although the larger urban extensions will have greater potential to incorporate viable cultural facilities.</p>



	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
11. To reduce air pollution and ensure air quality continues to improve	+?	<p>Development within existing urban areas close to places of work/retail/leisure may help reduce the need to travel. However, this will require sufficient investment in public transport etc. to reduce or improve overall air pollution/quality.</p> <p>Concentration of development particularly within the cities may result in higher localised incidence of pollution.</p>	+	<p>Growth on the scale envisaged through the SDAs will give rise to higher localised instances of pollution. However, this option offers the potential to reduce the need to travel and the consequent negative effects on air quality by offering wider travel choice and encourage the use of more sustainable modes e.g. public transport .</p> <p>Significant Government investment required to maximise the potential benefits.</p>	+	<p>Growth on the scale envisaged through the SDAs will give rise to higher localised instances of pollution. However, this option offers the potential to reduce the need to travel and the consequent negative effects on air quality by offering wider travel choice and encourage the use of more sustainable modes e.g. public transport .</p> <p>Significant Government investment required to maximise the potential benefits.</p>	-?	<p><b>Option A</b> – whilst urban extensions offer the potential to link into existing public transport routes/corridors they may not generate the levels of investment required to enhance public transport and facilitate modal shift. Resulting in car based trips predominating with consequent adverse impacts on local air quality etc..</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
12. To address the causes of climate change through reducing emissions of greenhouse gases and ensure that the South East is prepared for its impacts	+?	<p>Development within the existing urban areas will reduce the need to travel and offer greater travel choice with the opportunity to help address climate change issues.</p> <p>Government investment in public transport essential to secure transport related reductions in emissions.</p> <p>All housing will be expected to meet or exceed efficiency standards.</p>	+?	<p>The SDAs will be sustainable communities with employment opportunities and a full range of facilities and services with the potential to be 'self contained'. They will also be of a scale to generate transportation infrastructure improvements providing greater travel choice .</p> <p>Government investment essential in public transport to secure transport related reductions in emissions.</p> <p>All housing will be expected to meet or exceed efficiency standards.</p>	+?	<p>The SDAs will be sustainable communities with employment opportunities and a full range of facilities and services with the potential to be 'self contained'. They will also be of a scale to generate transportation infrastructure improvements providing greater travel choice .</p> <p>Government investment essential in public transport to secure transport related reductions in emissions.</p> <p>All housing will be expected to meet or exceed efficiency standards.</p>	0?	<p><b>Option A</b> – whilst Urban extensions offer the potential to link into existing public transport routes/corridors they may not generate the levels of investment required to enhance public transport and facilitate modal shift. Resulting in car based trips predominating with consequent adverse climate change impacts.</p> <p>Government investment in public transport important to secure transport related reductions in emissions.</p> <p>All housing will be expected to meet or exceed efficiency standards.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
I3. To conserve and enhance the region's biodiversity	- (~)?	<p>Development within the urban areas, particularly the cities may result in compromising local biodiversity.</p> <p>The cumulative impact of development close to statutory sites (e.g. SPAs and SACs) will require more detailed assessment as it may result in disturbance (e.g. noise, pets, recreational activities) and will need to be carefully designed to minimise impacts.</p>	- (~)?	<p>The SDA is likely to have some impact on local biodiversity. However, the scale of development will provide opportunity for significant planning gain through investment in and management of adjacent sensitive areas.</p> <p>The cumulative impact of development close to statutory sites will require more detailed assessment as it may result in disturbance (e.g. noise, pets, recreational activities) and will need to be carefully designed to minimise impacts e.g. buffer zones around important features..</p>	- (~)?	<p>The SDA is likely to have some impact on local biodiversity e.g. SINC's However, the scale of development will provide opportunity for significant planning gain through investment in and management of adjacent sensitive areas.</p> <p>The cumulative impact of development close to statutory sites will require more detailed assessment as it may result in disturbance (e.g. noise, pets, recreational activities) and will need to be carefully designed to minimise impacts e.g. buffer zones around important features.</p>	- (~)?	<p><b>Option A</b> – urban extensions offer the opportunity for greater choice for locating development to minimise impacts on bio-diversity. Larger scale extensions may not provide the same opportunity, although they may provide opportunity for some planning gain through investment in and management of adjacent sensitive areas.</p> <p>The cumulative impact of development close to statutory sites (e.g. SPAs and SACs) will require more detailed assessment as it may result in disturbance (e.g. noise, pets, recreational activities) and will need to be carefully designed to minimise impacts e.g. buffer zones around important features.</p> <p>The potential impacts of the proposed greenfield development in New Forest district on biodiversity in the National Park will require careful assessment.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above, although the potential impact on the New Forest National Park can be expected to be less as no greenfield development is proposed under this option.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
14. To protect, enhance and make accessible for enjoyment, the region's countryside and historic environment	+	<p>Development within the urban areas, particularly the two cities, will help minimise the overall impact of development on surrounding countryside locations. Such areas are accessible and popular for outdoor pursuits.</p> <p>Historic environment generally afforded statutory protection.</p>	+?	<p>The SDA will involve the loss of countryside near to Fareham. However, it will provide the critical mass/scale providing the opportunity to enhance countryside areas in the locality for recreational purpose linked to the development by new cycleways/footpaths etc.</p> <p>Whilst development on the scale proposed will potentially put additional pressure on sensitive areas, larger scale development offers the potential to safeguard such areas through appropriate management.</p> <p>Particular care required to minimise impacts through careful design/landscaping and management.</p> <p>Historic environment generally afforded statutory protection.</p>	+?	<p>The SDA will involve the loss of countryside near to Southampton/Eastleigh. However, it will provide the critical mass/scale providing the opportunity to enhance countryside areas in the locality for recreational purpose linked to the development by new cycleways/footpaths etc.</p> <p>Whilst development on the scale proposed will potentially put additional pressure on sensitive areas, larger scale development offers the potential to safeguard such areas through appropriate management.</p> <p>Particular care required to minimise impacts through careful design/landscaping and management.</p> <p>Historic environment generally afforded statutory protection.</p>	-?	<p><b>Option A</b> - urban extensions will involve the loss of countryside areas adjacent to urban populations. This form of development scores poorly because such areas are accessible and popular for outdoor pursuits e.g. walking and recreation. Limited choice over sites constrains opportunity to mitigate impacts.</p> <p>Historic environment generally afforded statutory protection.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. Greater potential impacts on the eastern part of the sub-regions countryside with this option.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
15. To reduce road congestion and pollution levels by improving travel choice, and reducing the need for travel by car/lorry	+ -(~)	Overall traffic predicted to continue to grow regardless of development options. Development within the urban areas will add to local congestion, increased air pollution, however, impacts lessened through public transport enhancements to existing infrastructure and services that presents an opportunity to minimise travel demand  Improving travel choice dependent on adequate Government investment in public transport.	+?	Overall traffic predicted to continue to grow regardless of development options. However, development of SDA will provide opportunity to develop public transport corridors and other public transport enhancements to widen travel choice and encourage sustainable transport use  Improving travel choice dependent on adequate Government investment in public transport.  Providing employment opportunities within the SDA may reduce the need to travel for some.	+?	Overall traffic predicted to continue to grow regardless of development options. However, development of SDA will provide opportunity to develop public transport corridors and other public transport enhancements to widen travel choice and encourage sustainable transport use.  Improving travel choice dependent on adequate Government investment in public transport.  Providing employment opportunities within the SDA may reduce the need to travel for some.	-?  -?  -?	<b>Option A</b> - Overall traffic predicted to continue to grow regardless of development options. However, development around the cities will provide some opportunity to minimise travel demand by linking into existing public transport corridors/routes.  Improving travel choice dependent on adequate Government investment in public transport.  Urban extensions, unless they are large, are likely to offer the least potential to develop more sustainable travel patterns.  <b>Option B</b> – as above.  <b>Option C</b> – as above. Under this option most development would be in the east of the sub-region. May encourage unsustainable east/west travel movements, putting additional pressure on the strategic road network.
<b>Prudent use of natural resources</b>								
16. To reduce the global, social and environmental impact of consumption of resources by using sustainably produced and local products.	?	Insufficient detail is available to know the extent to which this objective could be achieved	?	Insufficient detail is available to know the extent to which this objective could be achieved	?	Insufficient detail is available to know the extent to which this objective could be achieved	?	Insufficient detail is available to know the extent to which this objective could be achieved under all three options

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
17. To reduce waste generation and disposal, and achieve the sustainable management of waste	?	The Hampshire, Portsmouth and Southampton Minerals and Waste Development Framework will set out the vision, objectives and spatial development strategy for the planning and management of minerals and waste in the sub-region. A 'Issues and Preferred Option' consultation paper was issued for consultation September 2005.	+	SDAs because of their critical mass/scale offer the potential to provide innovative and radical measures to reduce waste generation and disposal.  Measures to be achieved through the LDF (see column 3) and planning application process.	+	SDAs because of their critical mass/scale offer the potential to provide innovative and radical measures to reduce waste generation and disposal.  Measures to be achieved through the LDF (see column 3) and planning application process.	?	Measures to be achieved through the LDF (see column 3) and planning application process for all three options.

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
18. To maintain and improve the water quality of the region's rivers and coasts, and to achieve sustainable water resources management	-	<p>This will add to pressure on water resources within the urban areas.</p> <p>Development will need to be designed to regulate water run-off and protect river catchments.</p> <p>Development in urban areas may present fewer opportunities to incorporate SUDs etc. due to site constraints.</p> <p>Water efficiency measures in new build crucial.</p> <p>Measures to improve water quality and resources management achieved through other strategies as well as LDF and p/a process.</p>	-/+	<p>This will add to pressure on water resources.</p> <p>SDAs because of their critical mass/scale offer potential to provide innovative and radical measures to achieve sustainable water resource management</p> <p>Development will need to be designed to regulate water run-off and protect river catchments e.g. Wallington River.</p> <p>Water efficiency measures in new build crucial.</p> <p>Measures to improve water quality and resources management achieved through other strategies, a well as LDF and p/a process.</p>	-/+	<p>This will add to pressure on water resources.</p> <p>SDAs because of their critical mass/scale offer potential to provide innovative and radical measures to achieve sustainable water resource management</p> <p>Development will need to be designed to regulate water run-off and protect river catchments e.g. River Hamble</p> <p>Water efficiency measures in new build crucial.</p> <p>Measures to improve water quality and resources management achieved through other strategies, a well as LDF and p/a process.</p>	-/+?	<p>All three options will add to pressure on water resources. Large urban extensions may provide sufficient critical mass to provide innovative and radical measures to achieve sustainable water resource management.</p> <p>Water efficiency measures in new build crucial.</p> <p><b>Option A</b> - Development will need to be designed to regulate water run-off and protect river catchments.</p> <p>Measures to improve water quality and resources management achieved through other strategies, incl. LDF and p/a process.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. Greater pressure on water resources in the eastern part of the sub-region with this option.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
19. To increase energy efficiency, and the proportion of energy generated from renewable sources in the region	+?	Developments designed to maximise energy efficiency – delivered through the LDFs and p/a process.  Increasing proportion of energy generated from renewable sources dependent upon other strategies as well as LDFs.	+	Scale of development offers opportunities to design development to maximise energy efficiency – delivered through the LDFs and p/a process.  Increasing proportion of energy generated from renewable sources dependent upon other strategies as well as LDFs.	+	Scale of development offers opportunities to design development to maximise energy efficiency – delivered through the LDFs and p/a process  Increasing proportion of energy generated from renewable sources dependent upon other strategies as well as LDFs.	+?  +?  +?	<b>Option A</b> - Developments designed to maximise energy efficiency – delivered through the LDFs and p/a process.  Increasing proportion of energy generated from renewable sources dependent upon other strategies as well as LDFs.  <b>Option B</b> – as above.  <b>Option C</b> – as above.



	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
<b>Maintenance of high and stable levels of economic growth</b>								
20. To ensure high and stable levels of employment so everyone can benefit from the economic growth of the region	+ -(~)	<p>In isolation development within the urban areas will not provide sufficient housing to help sustain the level of economic growth sought by the PUSH strategy.</p> <p>Pressure on existing employment land to develop for additional housing required in the sub-region could undermine the delivery of this objective</p> <p>However, development within the two cities which contain some of the most deprived areas in the sub-region of potential benefit to the economy overall..</p>	+	<p>The SDAs will be self contained sustainable communities.</p> <p>In combination with the other forms of development i.e. urban capacity/extensions they will provide sufficient housing to sustain the levels of economic growth sought by PUSH.</p> <p>Good links from SDAs to other urban areas, particularly deprived wards in Portsmouth. important if wider economic benefits are to be enjoyed.</p> <p>Careful targeting of resources needed to benefit deprived areas</p>	+	<p>The SDAs will be self contained sustainable communities.</p> <p>In combination with the other forms of development i.e. urban capacity/extensions they will provide sufficient housing to sustain the levels of economic growth sought by PUSH.</p> <p>Good links from SDAs to other urban areas, particularly deprived wards in Southampton important if wider economic benefits are to be enjoyed.</p> <p>Careful targeting of resources needed to benefit deprived areas</p>	+  + -?	<p><b>Option A</b> – in combination with urban capacity/SDAs the urban extension will provide sufficient housing to help sustain the levels of economic growth sought by PUSH.</p> <p>Careful targeting of resources needed to benefit deprived areas</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. Under this option most development would be in the east of the sub-region. Limited associated economic benefits around Southampton.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
21. To sustain economic growth and competitiveness across the region	+	<p>In isolation development within the urban areas will not provide sufficient housing to help sustain the level of economic growth sought by the PUSH strategy.</p> <p>Pressure on existing employment land to develop for additional housing required in the sub-region.</p> <p>However, development within the two cities which contain some of the most deprived areas in the sub-region of potential benefit to the economy overall..</p>	+	<p>The SDAs will be self contained sustainable communities.</p> <p>In combination with the other forms of development i.e. urban capacity/extensions they will provide sufficient housing to sustain the levels of economic growth sought by PUSH.</p> <p>Good links from SDAs to other urban areas, particularly deprived wards in Portsmouth. important if wider economic benefits are to be enjoyed.</p> <p>Careful targeting of resources needed to benefit deprived areas</p>	+	<p>The SDAs will be self contained sustainable communities.</p> <p>In combination with the other forms of development i.e. urban capacity/extensions they will provide sufficient housing to sustain the levels of economic growth sought by PUSH.</p> <p>Good links from SDAs to other urban areas, particularly deprived wards in Southampton important if wider economic benefits are to be enjoyed.</p> <p>Careful targeting of resources needed to benefit deprived areas</p>	+?  +? -?	<p><b>Option A</b> – in combination with urban capacity/SDAs the urban extension will provide sufficient housing to help sustain the levels of economic growth sought by PUSH. The impact of a dispersed pattern of development on competitiveness remains to be evaluated.</p> <p>Careful targeting of resources needed to benefit deprived areas</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. Under this option most development through urban extensions would be in the east of the sub-region. Therefore, limited associated economic benefits around Southampton.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
22. To stimulate economic revival in priority regeneration areas	+?	<p>Development within the urban areas alone will not provide sufficient housing to help sustain the level of economic growth sought by the PUSH strategy.</p> <p>However, development within the two cities close to deprived areas will help facilitate economic revival a key PUSH objective.</p> <p>Good connectivity between housing and existing/new employment areas required to enable people to access job opportunities.</p>	+?	<p>The SDAs proximity to Portsmouth will help stimulate economic prosperity. However, to maximise benefits within the PAER will require the development to have good access and connectivity. to enable people to access new/existing job opportunities.</p>	+?	<p>The SDAs proximity to Southampton and Eastleigh will help stimulate economic prosperity. However, to maximise benefits within the PAER will require the development to have good access and connectivity to enable people to access new/existing job opportunities.</p>	<p>○</p> <p>○</p> <p>○</p> <p>-(~)</p>	<p><b>Option A</b> - Development needs to be in locations with good access and connectivity to enable people within PAER to access new job opportunities.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. This option would provide only limited benefits in the western part of the sub-region around Southampton.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
23. To develop a dynamic, diverse and knowledge -based economy that excels in innovation with higher value, lower impact activities	+	Strategy can deliver additional housing land to help meet workforce needs and support training and development but businesses, in partnership with the education and training establishment, have the lead role in developing an innovative, knowledge based economy.	+	Strategy can deliver additional housing land to help meet workforce needs and support training and development but businesses, in partnership with the education and training establishment, have the lead role in developing an innovative, knowledge based economy.	+	Strategy can deliver additional housing land to help meet workforce needs and support training and development but businesses, in partnership with the education and training establishment, have the lead role in developing an innovative, knowledge based economy.	+	<p><b>Option A</b> - Strategy can deliver additional housing land to help meet workforce needs and support training and development but businesses, in partnership with the education and training establishment, have the lead role in developing an innovative, knowledge based economy.</p> <p><b>Option B</b> – as above.</p> <p><b>Option C</b> – as above. Distribution of housing under this option would offer the least potential benefits to the western part of the sub-region around Southampton.</p>
24.To encourage the development of a buoyant, sustainable tourism sector.	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective
25 To develop and maintain a skilled workforce to support long-term competitiveness of the region	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective	0	The spatial distribution of housing is not a key factor in the delivery of this objective

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
<b>Additional Comments</b>		<p>Development within the urban areas will not in itself provide sufficient housing to meet PUSH strategy vision/objectives. Achieving strategy objectives will be dependent upon a combination of urban capacity, SDAs and urban extensions.</p> <p>The implications of the re-use of urban land for housing will require careful planning having regard to sustainability issues such as the impacts on the transport network and flood risk etc.</p>		<p>A more detailed assessment is required once the boundary of the SDA have been identified.</p> <p>Irrespective of the specific locations, past experience suggests that it will be a significant challenge to create and sustain vibrant communities where none have previously existed.</p> <p>It will also take time to develop any SDAs (unlikely before 2016) . Alternative options (development on previously developed land and urban extensions) may be necessary before this date.</p>		<p>A more detailed assessment is required once the boundary of the SDA have been identified.</p> <p>Irrespective of the specific locations, past experience suggests that it will be a significant challenge to create and sustain vibrant communities where none have previously existed.</p> <p>It will also take time to develop any SDAs (unlikely before 2016) . Alternative options (development on previously developed land and urban extensions) may be necessary before this date.</p>		<p>The absence of specific development locations has resulted in much of the assessment being caveated. A further assessment will need to be undertaken once specific development locations have been identified.</p> <p>These options score particularly poorly compared with the other options on sustainable travel objectives. Although many urban extensions can be located within walking or cycling of key services and facilities, most are likely to be too small to create opportunities in modal shift from private to public transport. On the other hand, higher scales of development are likely to create a fragmented distribution pattern giving rise to increasingly complex travel patterns and more trips by car, for which public transport alternatives may not be viable.</p> <p>Option C also performs less well generally since in spatial terms it would provide the least benefits to the western part of the sub-region as opposed to both options A &amp; B.</p>

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
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Many of the above sustainability objectives can only be properly assessed when more information is available on the proposed locations. Even then, some can only be answered when detailed development proposals are known as they could have a major bearing on the outcome of the appraisal.

The development of a preferred option may ultimately depend on the relative weighting given to each of the above objectives. A combination of urban capacity, SDAs and urban extensions provide an opportunity to secure a balanced phasing regime with development within the urban areas and urban extensions providing development opportunities up to 2016 with an increasing reliance on SDAs linked through new or improved public transport corridors to existing urban areas for the period post 2016.

For all three types of location there are some aspects that have emerged from the appraisal that will require further consideration at the appropriate stage in the plan making process. These issues include:

Urban areas

- The level of housing proposed in Southampton and Gosport is unlikely to match the future need arising from people living within them
- Parts of Portsmouth, Southampton and other locations, notably Hayling Island will require enhanced flood defences in future years in response to the increasing risk of flooding as a consequence of sea level rise. The alternative option would be to develop a long term plan to secure the withdrawal of development activities (especially housing and business) from those areas most at risk of flooding.
- Further development within the towns and cities may threaten local biodiversity and put pressure on some facilities (e.g. open space)
- Further development will also put pressure on water resources and infrastructure unless efficiencies are made in both new development and the wider housing stock

Strategic Development Areas

- The SDAs will require careful planning and implementation if the objective of creating sustainable communities is to be realised. Opportunities to be more water and energy efficient must be taken and behavioural change in travel patterns secured through appropriate and timely investment. The challenge to achieve social cohesion and integration should not be underestimated.
- The SDAs will also require careful planning to ensure that local biodiversity is enhanced and not lost as a consequence of development
- The SDAs must be developed in tandem with a programme of urban renaissance to ensure that they complement rather than compete with established urban areas

Urban extensions

- Options A to C show a clear shift of emphasis from west to east. The distribution in Option A roughly matches the current population split between the eastern and western parts of the sub-region, whilst Option C places much greater emphasis on development in the east, particularly in two larger urban extensions. The change in emphasis would not only be housing but also employment related development, which are also planned for the larger urban extensions.
- The east – west distribution will also affect the amount and location of affordable housing provision. Some 1,500 affordable homes might be created in the western part of the sub-region and 2,250 in the east under option A, compared with 750 in the west and 3,000 in the east under option C.
- Because option C concentrates development in two very large urban extensions there will be a greater prospect of securing investment in public transport to serve them than is likely under the other two options
- The total amount of housing proposed for Totton and the Waterside (through urban capacity and urban extensions) is unlikely to meet the future housing needs of people living within these areas under all three options. Option C would provide the greatest, and option A, the least shortfall. Annual completions would need to be in excess of 185 dwellings p.a. to re-dress this issue (in comparison, Option A plus urban capacity provides 125 dwellings p.a. and option C plus urban capacity just 75 dwellings p.a.).

	Perf	Commentary	Perf	Commentary	Perf	Commentary	Perf	Commentary
		<p>In developing a preferred strategy it will be necessary to show how potentially adverse impacts identified in the SA proformas (or of sub-regional problems generally) will be mitigated. This will need to be tempered against how the future regional policy framework might be implemented in Hampshire in such a way that addresses the identified impact concerns (avoiding the need for mitigation).</p>						





## ANNEX F: Commuting data

1. Part of the PUSH strategy is secure a reduction in commuting distances, particularly by private car. The provision of a wide range of new homes close to major centres of employment, together with the location of new employment opportunities close to major centres of population and the provision of quality public transport alternatives can help deliver this aim.
2. In terms of commuting, South Hampshire has a high degree of self containment with over 87% of people living and working within the six districts wholly within the sub region. A further 10% live in the six whole districts but work in one of the districts only partly in South Hampshire. The actual figure is virtually balanced by those who make a journey to work in the opposite direction (see Table 9 and 10 below).
3. Over 60% of commuters both live and work in the same district within South Hampshire. These will probably be the focus of efforts by PUSH to offer alternatives to the car as the journeys made are likely to be relatively short in distance between centres of population and places of work.

**Table 9 South Hampshire commuting overview**

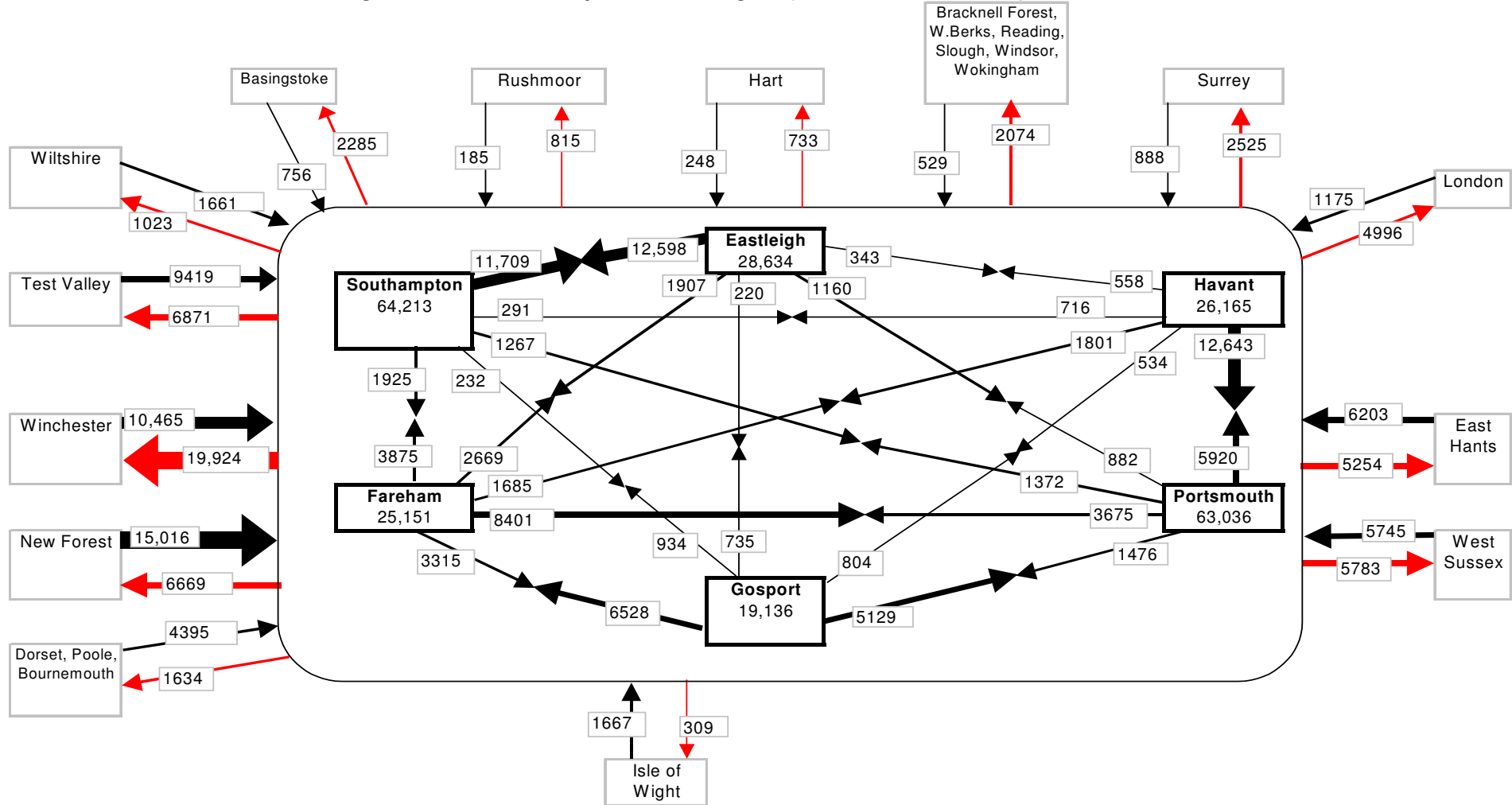
		Place of residence		
		Whole districts within sub-region	Districts partly within sub-region	Elsewhere
Place of work	Whole districts within sub-region	321,400	38,700	6,900
	Districts partly within sub-region	36,300	N/A	N/A
	Elsewhere	10,300	N/A	N/A

Source: 2001 Census





**Table 10 Commuting data for South Hampshire Sub-Region (Source: 2001 Census)**



<u>Total out-commuting</u>	
- out of Hampshire	26,253 (NB not all areas shown on diagram above)
- to other Hants districts	42,551
<b>Total</b>	<b>68,804</b>

<u>Total in-commuting</u>	
- from out of Hampshire	23,786 (NB not all shown on diagram)
- from other districts in Hants	42,292
<b>Total</b>	<b>66,078</b>

Movement within srs 95,304  
 (NB excludes those resident & working within same district = an additional 226,335)